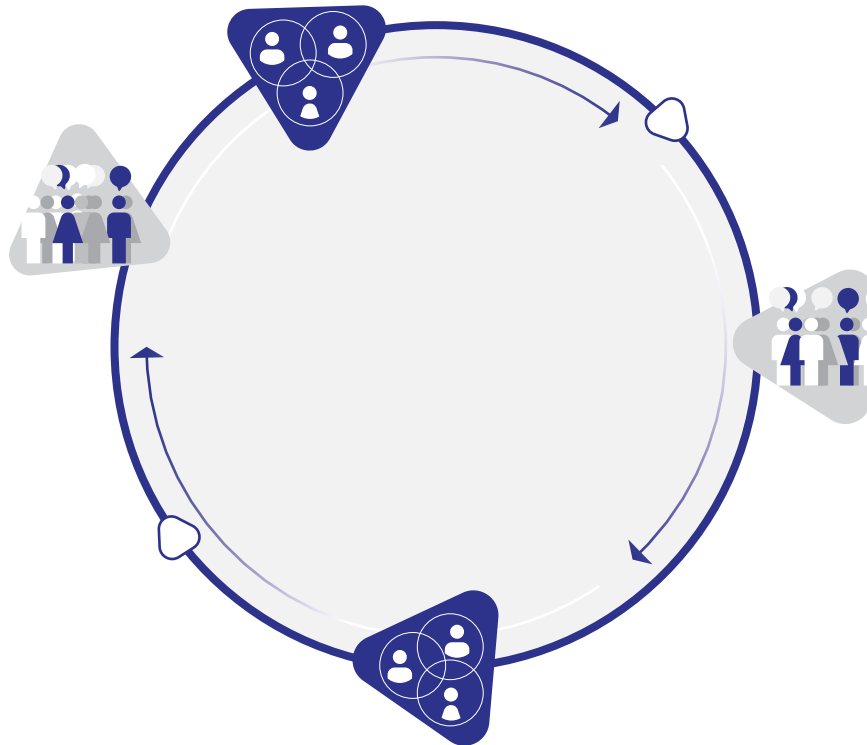


# A roadmap

On the Establishment and Functioning  
of Local Public Safety Councils



Institute for Democracy and Mediation  
Instituti për Demokraci dhe Ndërmjetësim



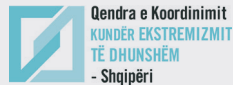
**A ROADMAP**  
On the  
Establishment  
and Functioning  
of Local Public  
Safety Councils

Developed by: Institute for Democracy and Mediation

January 2023

The Roadmap on the Establishment and Functioning of Local Public Safety Councils (LPSC) was prepared in the frame of the “Sustainable Community-Based Reintegration of Albanian Nationals Returning from Syria” Programme, which is being implemented in Albania by IDM in cooperation with the Observatory for the Rights of Children and Youth and the Women’s Center for Development and Culture in Albania, under the national coordination of the Coordination Center Against Violent Extremism, with the support of the Global Community Engagement and Sustainability Fund (GCERF).

*The views and opinions expressed in this document belong to the authors and do not necessarily reflect those of the donor.*



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# INTRODUCTION

A Local Public Safety Council (LPSC) is an advisory mechanism established in each local self-government unit (LSGU) in Albania with the aim of developing comprehensive policies and action plans that contribute to increasing public safety at the local level. The practice to date has revealed that an effective implementation of this mechanism by local institutions has been a hard nut to crack. The Crosscutting Community Security Strategy 2021 - 2026<sup>1</sup> highlights the lack of effective and practical implementation of this instrument, which has not produced the expected effects in relation to local security and safety issues and joint planning of available resources. In addition, the strategy underlines the need to consolidate the methodology and operation of LPSCs, through the design of a unified model that should be implemented in all municipalities across the country by 2024.

By means of this document, the Institute for Democracy and Mediation (IDM) introduces a model for the operation and strengthening of LPCs and presents the possibilities of its replication in all municipalities across the country. This guide addresses the work methodology of the LPCs, detailing all the institutional and procedural steps necessary for their establishment and proper functioning at the local self-government units. In addition, the roadmap also provides good practices and is based on lessons learned drawn from the experience of the operation of LPCs in Albania as well as in other countries of the region. By promoting a multi-agency and crosscutting approach, this model guarantees inclusiveness, transparency and citizen engagement in the identification and pursuit of local priorities, including public safety issues.

1 Council of Ministers' Decision No. 1139, dated 24.12.2020, 'On Adoption of the Crosscutting Community Security Strategy 2021-2026 and Action Plan 2021-2023'. <https://mb.gov.al/wp-content/uploads/2021/01/STRATEGJIA-ND%C3%8BRSEKTORIALE-E-SIGURIS%C3%8B-N%C3%8B-KOMUNITET-2021%E2%80%932026-DHE-T%C3%8B-PLANI-I-VEPRIMIT-2021%E2%80%932023.docx>

# USERS OF THIS GUIDE

The roadmap on the Establishment and Functioning of Local Public Safety Councils is intended for every public and non-public actor in the course of accomplishing their mission to maintain public order, public safety, to prevent and fight crime as well as to develop sustainable local communities. The roadmap

serves as an instrument to strengthen cohesion among institutions in undertaking and sharing responsibilities and in facing security challenges at the local level. It is also intended for all local officials of public institutions involved in the activity of LPSCs as well as other local stakeholders, including:



**THE MAYOR** for the appropriate conception of their his/her role as well as of the various structures of the municipality in the accomplishment of their mission in interaction and division of responsibilities with other institutions, civil society, and citizens for the improvement of public security and safety services;



**CHIEF COMMISSIONER AND SUBORDINATE STRUCTURES** at the local level to evaluate community policing differently in inseparable partnership with other local actors;



**DISTRICT PROSECUTOR OFFICE** to proactively develop public communications with other actors including schools and civil society in the legal education of citizens;



**EVERY MEMBER OF THE LOCAL PUBLIC SAFETY COUNCIL** and **EVERY MUNICIPAL COUNCILOR** to build a clear vision that public order and safety are a crosscutting and undeviating responsibility.



# LESSONS LEARNED

During the last two decades, the process of establishing LPSCs has been encouraged and coupled with high expectations in various countries of the Western Balkans. Similar to other countries in the region, mainly in Kosovo<sup>2</sup> and Serbia, independent evaluations and assessments consider the experience of LPSCs in Albania as a formal structure that is constrained to the format of a limited and closed consultation.<sup>3</sup> These studies emphasize the lack of involvement of citizens in the activity of LPSCs as one of the main factors for the formal character of this structure. A study conducted

by IDM<sup>4</sup> reveals that the State Police has encountered difficulties in creating sustainable partnerships with local actors in the design of local community policing strategies. Despite the fact that the State Police and local government institutions have cooperated formally and informally, this interaction has not resulted in the engagement of local government units in the design and implementation of strategies as well as in the creation of partnerships. Moreover, the Crosscutting Community Security Strategy<sup>5</sup> describes the effective and practical implementation of the instrument as a failure.

- 2 Kosovo Center for Security Studies (KCSS), Assessment of the Democratic Oversight and Governance Mechanisms of Municipal Community Safety Councils, 2010, p. 4, [https://qkss.org/images/uploads/files/Vler%C3%ABsimi\\_i\\_Mbik%C3%ABqyrjes\\_Demokratike\\_dhe\\_Mekanizmave\\_t%C3%AB\\_Qeverisjes\\_s%C3%AB\\_K%C3%ABshillave\\_Komunale\\_p%C3%ABr\\_Siguri\\_n%C3%AB\\_Bashk%C3%ABsi\\_%28alb%2Ceng%2Csrb%29\\_809361.pdf](https://qkss.org/images/uploads/files/Vler%C3%ABsimi_i_Mbik%C3%ABqyrjes_Demokratike_dhe_Mekanizmave_t%C3%AB_Qeverisjes_s%C3%AB_K%C3%ABshillave_Komunale_p%C3%ABr_Siguri_n%C3%AB_Bashk%C3%ABsi_%28alb%2Ceng%2Csrb%29_809361.pdf)
- 3 Belgrade Centre for Security Policy. "Partnership for Safe Communities in Serbia" 2014, [http://www.bezbednost.org/upload/document/partnership\\_for\\_safe\\_communities.pdf](http://www.bezbednost.org/upload/document/partnership_for_safe_communities.pdf). Kosovo Center for Security Studies (KCSS), Assessment of the Democratic Oversight and Governance Mechanisms of Municipal Community Safety Councils, 2010, p. 4, [https://qkss.org/images/uploads/files/Vler%C3%ABsimi\\_i\\_Mbik%C3%ABqyrjes\\_Demokratike\\_dhe\\_Mekanizmave\\_t%C3%AB\\_Qeverisjes\\_s%C3%AB\\_K%C3%ABshillave\\_Komunale\\_p%C3%ABr\\_Siguri\\_n%C3%AB\\_Bashk%C3%ABsi\\_%28alb%2Ceng%2Csrb%29\\_809361.pdf](https://qkss.org/images/uploads/files/Vler%C3%ABsimi_i_Mbik%C3%ABqyrjes_Demokratike_dhe_Mekanizmave_t%C3%AB_Qeverisjes_s%C3%AB_K%C3%ABshillave_Komunale_p%C3%ABr_Siguri_n%C3%AB_Bashk%C3%ABsi_%28alb%2Ceng%2Csrb%29_809361.pdf)
- 4 Institute for Democracy and Mediation. An Assessment of the Community Policing Strategy and Cooperation between the Albanian State Police and Local Government Institutions, 2015, p. 5, <https://idmalbania.org/wp-content/uploads/2016/05/Community-Policing-English.pdf>
- 5 Council of Ministers' Decision No. 1139, dated 24.12.2020, 'On Adoption of the Crosscutting Community Security Strategy 2021-2026 and Action Plan 2021-2023'. <https://mb.gov.al/wp-content/uploads/2021/01/STRATEGJIA-ND%C3%8BRSEKTORIALE-E-SIGURIS%C3%8B-N%C3%8B-KOMUNITET-2021%E2%80%932026-DHE-T%C3%8B-PLANI-I-VEPRIMIT-2021%E2%80%932023.docx>

# BEST PRACTICES

So far, the experience has shown that an integrated multi-agency approach at the local level would be effective not only in addressing traditional threats related to law enforcement and public safety, but also in further preventing other phenomena such as radicalization and violent extremism. In this context, IDM has prepared a roadmap with a more comprehensive approach to the fight and prevention of crime at the local level, which is based on a cyclic model of interaction among the local self-government unit, the local police and the prosecution.

The model of “institutional triangle” of the interaction among the local self-government unit, police, and the prosecutor’s office guides, through a comprehensive approach, the action plans and practical measures that seek to prevent crime and ensure public safety. This model has been piloted in 20 municipalities of the country as the most efficient methodology for the proper functioning of LPSCs..

During 2018-2019, IDM successfully piloted the triangle model of open consultation meetings on crime prevention and public safety in twenty municipalities across the country. Under the

leadership of the Mayor, the Chief Commissioner and the Prosecutor, representatives of local communities were involved in these public consultations, such as: village heads, community liaisons, representatives of public institutions at the local level, business, civil society, religious communities, the media, various engaged citizens, schools, and young people. From the viewpoint of the Local Public Safety Council’s work, these open public meetings guarantee:

- » **Participation and contribution of citizens** in the consultation processes related to public order and safety;
- » **Transparency of the local agenda on security**, which builds on citizens’ feedback in accordance with the problems and security threats in the community;
- » **Development, consolidation and promotion** of a spirit and experience of local horizontal partnership that is inspired by the “triangle” model;
- » **Promoting a culture of cooperation and division of responsibilities** among various institutions in addressing public security challenges;

» **Sustainability of results** in the prevention and fight against crime, taking into consideration that the implementation of the multi-agency plan is monitored by the “triangle” institutions themselves; This practice transforms the Local Public Security Council into “an inclusive center for evaluating priorities and building policies for local security and safety.”

A specific case of this innovative practice is addressed to the Municipality of Elbasan, which in 2016 established its Local Public Safety Council with the support of the OSCE Presence in Tirana and the Swedish Community Policing Program.<sup>6</sup> During 2018-2019, IDM in cooperation with the Mayor, senior local police and the District Prosecutor of the Elbasan Judicial District<sup>7</sup> held a series of open consultative meetings to build a local security agenda through communication

with citizens and public accountability.<sup>8</sup> These open consultative meetings “of the triangle” were organically tied to the activity of the LPSCs, paving the path to make the inter-institutional cooperation in the fight against crime more concrete and tangible. “Triangle” institutions’ representatives analyzed and transformed the various threats and problems articulated by the citizens in the open meetings into work objectives of a multi-agency local plan.

Building on this experience, the Elbasan LPSC revisited its Regulation on Organization and Functioning of the Local Public Safety Council, which was adopted by the Municipal Council in its Decision No. 2, dated 04.03.2022.<sup>9</sup>

6 The “Strengthening Community Policing in Albania” Program (SCPA) is funded by the Government of Sweden through the Swedish International Development and Cooperation Agency (SIDA) and is implemented in Albania by FCG Sweden.

7 The triangle of shared steering of the LPSC is represented by the Mayor, the Head of the Local Police Directorate and the Prosecutor’s Office of the respective judicial district.

8 Institute for Democracy and Mediation, Bulletin No. 6 “Integrity - Accountability - Partnership”, 2020. [https://idmalbania.org/wp-content/uploads/2021/11/IDM\\_Buletin\\_6\\_Mars2020-2.pdf](https://idmalbania.org/wp-content/uploads/2021/11/IDM_Buletin_6_Mars2020-2.pdf)

9 See <https://idmalbania.org/sq/bashkia-elbasan-miraton-rregulloren-e-re-dhe-planin-nderinstitucional-per-organizimin-dhe-funksionimin-e-keshillitvender-per-sigurine-publike/>

# **A NEW MODEL**



# THE CREATION AND FUNCTIONING OF A LOCAL PUBLIC SAFETY COUNCIL IN AN LSGU

The Local Public Safety Council is established in a local self-government unit (LSGU) and is composed of the heads of public institutions of the triangle (Municipality-Police-Prosecutor Office) as well as representatives of other public and non-public actors at the local level.

LPSC is the most comprehensive and inclusive institution at the local level and relies on the horizontal partnership of public and non-public institutions. As such, LPSC becomes a center of development of security and safety policies at the local level.

As a rule, the process for the establishment and operation of the LPSC is led by the mayor in coordination with the law enforcement institutions, such as the State Police and the Prosecutor's Office of the Judicial District,

otherwise known as the "triangle" institutions. Regardless of the fact that various institutions form the establishment of a LPSC, the citizens, challenges, and security threats at the community level are at the very core of the LPSC activity.

## **A LPSC consists of the following members:<sup>10</sup>**

- a) Mayor;
- b) Chairman of the Municipal Council;
- c) Head of the Police Commissariat;
- d) Head of the Judicial District Prosecutor's Office in which jurisdiction the municipality is included;
- e) Member of the Municipal Council who ensures the representation of each political party in the Municipal Council;

<sup>10</sup> Article 4 of the Sample Regulation on the Creation and Functioning of LPSC.

- f) Head of the Local Education Office;
  - g) Head of the Local Directorate of Public Health;
  - h) Representative of the Regional Directorate of Social Services;
  - i) A representative of religious communities;
  - j) Representatives of the Chamber of Commerce and Industry at the local level;
  - k) Representatives of civil society (youth organizations, women's organizations, local media, businesses, national minority associations, etc.);
  - l) Head of Civil Emergencies in the municipality;
  - m) Head of the Social Services unit in the municipality;
  - n) Representatives from the child protection unit and against domestic violence;
  - o) Head of educational institutions.
- c) Representatives of various public institutions at the local level or interest groups, depending on the topic of the meeting.

As a rule, LPSC convenes at least twice a year or whenever an important matter needs to be deliberated upon. Frequent LPSC meetings bear the risk of its devaluation.

It is the "triangle" leaders' responsibility to educate an open and cooperative inter-institutional work culture in the implementation of their responsibilities.

In the meetings of the LPSC can be invited to participate:

- a) The Prefect of the County;
- b) The Chief Justice of the Court of General Jurisdiction;

**The Local Public Safety Council is chaired by the Mayor**, who is supported by two specific structures for the adequate functioning of the mechanism:

- » **The Inter-institutional Coordination Secretariat (ICS)**, in the role of the structure responsible for the design, implementation and monitoring of the local multi-agency plan<sup>11</sup>;

11 Articles 8/2 and 9 of the Sample Regulation on the Creation and Functioning of LPSC.

- » **The Technical Secretariat of the LPSC**, an employee of the municipality, is responsible for documenting and archiving the LPSC activity<sup>12</sup>.

The Coordination Secretariat consists of three members, a representative of the Municipality, Police and Prosecution appointed by the heads of the respective institutions.<sup>13</sup> It is crucial that the leaders of the “triangle” appoint individuals who enjoy the authority and ability to perform this function as representatives of the institution in the Coordinating Secretariat.

**The Inter-institutional Coordination Secretariat** participates in the open meetings of the LPSC. Responsibilities and duties of this secretariat include approval of the agenda of public consultative meetings and those of the LPSC; prioritization of the threats articulated in the open consultative meeting of the “triangle”; planning of concrete activities according to an analysis on the responsibilities of the institutions by determining the deadlines, responsible institutions and measurable indicators for the

implementation of the multi-agency local plan. The latter is deliberated at the next meeting of the LPSC, where it is approved.

The Coordination Secretariat is responsible for the progress of implementation of the multi-agency local plan. It convenes periodically (at least once per month) to monitor the implementation of plan activities and measures and reports to the heads of the respective institutions following each meeting.

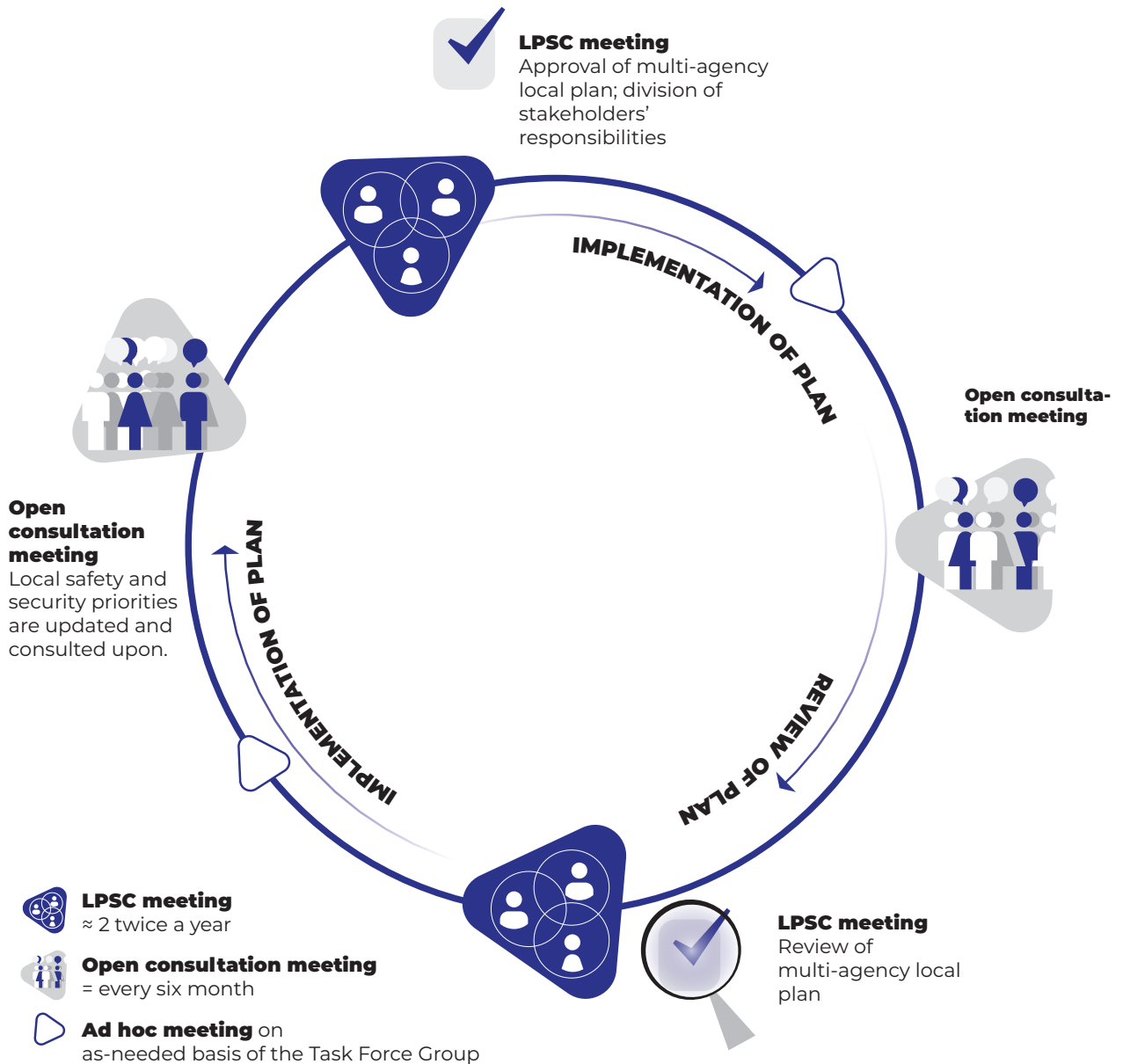
**The open consultation meetings, which are held twice a year**, serve to consult technical structures with the communities, to strengthen accountability and update local security priorities. Each such meeting is followed by the next meeting of the LPSC, in which the relevant changes to the local multi-agency plan are approved.

12 Article 10 of the Sample Regulation on the Creation and Functioning of LPSC.

13 Article 9 of the Sample Regulation on the Creation and Functioning of LPSC.



Figure 1. *Design of an annual (cyclic) process of LPSC activity*



Paragraph 3 of Article 7 of the regulation allows the chair of the LPSC to call closer thematic meetings of experts on specific issues. Relative to the problem, these ad hoc meetings are also inter-institutional, including representatives from ITG and practitioners in the relevant fields. For example: In a neighborhood of the city or in a village there are families/or mothers with children who have returned from areas of armed conflicts. Specifically in this case, a team can work according to the situation with the participation of a social worker, educator, health worker, NPO if any, and a State Police officer. The team, which can also be considered a task force, deals continuously with case management and the reintegration of at-risk individuals into society. The task forces on P/CVE issues could be established, when necessary and case by case, in hotspot municipalities. This task force could operate as a thematic/technical working group to facilitate and coordinate joint actions on the P/CVE efforts, and assist with the reintegration of citizens returning from conflict areas. A good model of such thematic working groups/ task forces on the Prevention & Countering of Violent Extremism at the local level is recently established in a few municipalities in North Macedonia. These local multidisciplinary and

multi-stakeholder entities are referred to as Community Action Teams and operate under the formal structure of Local Prevention Councils (a similar structures as LPSC). More specifically, such thematic working groups on P/CVE serve as well as local platform for collaboration and coordination among local government, CSOs and other community actors engaged in P/CVE. They facilitate the development of integrated local strategies and approaches, and support the delivery of prevention programmes across a range of P/CVE themes.<sup>14</sup>

Paragraph 2 of Article 7 of the LPSC regulation is also based on the Council of Ministers' Decision No. 578/2018, "On the Referral and Case Management Procedures, on the Design and Content of the Individual Protection Plan, on Coverage of Expenses for its Implementation, and on Implementation of Protection Measures" and operates at the local level for the identification, management and referral of cases at the local level.

14 Merkel, K. (2022). Multi-stakeholder models for local preventions. Technical evaluation and learnings from Kumanovo, North Macedonia. Strong Cities.

The applicable legislation (Article 52 of the Law No. 18/2017, “On the Rights and Protection of the Child”) stipulates that an inter-sectorial technical group (ITG) for handling the cases of children in need of protection shall be established on ad hoc basis in every municipality and municipality administrative unit, which has over 3,000 children. The inter-sectorial technical group is composed of representatives of police structures, social services structures, and representatives from the field of education, health, justice, representatives of non-profit organizations, and other stakeholders who are identified to be important for the case under consideration. Members of ITG could participate case by case in the ad hoc meetings of the LPSC.

The ITG is called by the Child Protection Unit as often as required for the management of cases of children at risk. The main purpose of all members of this group is to get together to determine the necessary measures that need to be taken and to designate persons or institutions responsible for their implementation, to ensure adequate protection of the child at risk. The ITG has many mechanisms and formats it uses to identify, assess, and refer cases or provide services (mothers and families automatically benefit from children). In addition, municipalities enter into memoranda of understanding with other local institutions to ensure the institutional participation of representatives in the ITG and the coordinated provision of services.

## MULTI-AGENCY LOCAL PLAN

The focus of the LPSC activity consists in the adoption of a multi-agency plan for the prevention of crime. The methodology to develop this plan is provided in Article 8 of the model Regulation on the Establishment and Functioning of LPSC, as follows:

- 1. The multi-agency annual plan** derives from the open public communication of the head of the Municipality, Police and Prosecution, with interest groups and citizens (such as school leaders, parents, student governments, village leaders or community liaisons, representatives of local businesses, civil society and the media).
- 2. The Coordination Secretariat** (Article 9) assesses the intensity of risks (high, moderate and low), orients the type of activity and the responsible institutions. The priorities and intensity of security risks presented by the citizens constitute the axis of the local multi-actor plan.
- 3. The action plan** contains a calendar of activities and deadlines, which aim to address the assessed risks.
- 4. The multi-stakeholder local plan** is discussed and approved at the next LPSC meeting.
- 5. The monitoring of the multi-actor plan** against crime is carried out by the head of the Municipality, Police and Prosecution, through open consultation meetings with the community once in 6 months. In these public consultation meetings, the progress of the implementation of the multi-actor plan against crime is analyzed and the needs for its updating are identified. The revision of the multi-actor plan with new objectives or measures based on the identified needs is approved by the meeting of the LPSC.
- 6. A standard format of the monitoring report** on the implementation of the local multi-agency plan is drafted by the technical and coordination secretariat and approved by the chair of the LPSC.

Every public institution, which is part of the LPSC, publishes the multi-agency local plan on its official website.

## BEST PRACTICES: MULTI-AGENCY LOCAL PLAN

*Table no. 1 Joint inter-institutional plan for crime prevention in Elbasan Municipality*

No.	Identified Issue	Priority * High * Moderate * Low	Activities to be undertaken to address the issue	Responsible Institution	Timing
1.2	Dealing with the phenomenon of “the culture of silence” from the institutions of the “triangle”	Moderate Priority	<ol style="list-style-type: none"> <li>1. Enhance communication and transparency of every institution with citizens on regular basis;</li> <li>2. Hold regular meetings with NGOs and other interest groups on the part of the “triangle” institutions;</li> <li>3. Enhance police communication and partnership with citizens.</li> </ol>	<p>Elbasan Police Directorate/ Police Station;</p> <p>Prosecutor’s Office of the Judicial District; Municipality of Elbasan</p>	Every two months
1.4	Consumption of narcotics, alcohol, and tobacco by youth (during 2021, 63 cases of production and distribution of narcotics were detected, with 102 perpetrators identified as being involved in these criminal offenses by the Elbasan Local Police Directorate)	High Priority	<ol style="list-style-type: none"> <li>1. Develop educational classes on law for young people on the part of the Prosecutor’s Office;</li> <li>2. Improve communication and cooperation between the police, school, students, and parents;</li> <li>3. Hold consultations with community leaders and interest groups.</li> </ol>	<p>Elbasan Police Directorate/ Police Station;</p> <p>Prosecutor’s Office of the Judicial District; Municipality of Elbasan;</p> <p>Department of Education</p>	First 6-month period

No.	Identified Issue	Priority * High * Moderate * Low	Activities to be undertaken to address the issue	Responsible Institution	Timing
1.5	Domestic violence (For year 2021, 56 cases of domestic violence were reported in this municipality/ 7 criminal offenses fewer than in 2020, statistics from the Elbasan Local Police Directorate) (Updated from the meeting of the Local Public Safety Council, held on 3 February 2022)	High Priority	<ol style="list-style-type: none"> <li>1. Hold consultations between the municipality and the NPO to identify problems/priority areas;</li> <li>2. Promote the partnership between the police and community structures/ community liaison;</li> <li>3. The local Elbasan Police Directorate will undertake the creation of a database;</li> <li>4. Establish toll-free numbers for victims of violence and representatives of the Police Station.</li> </ol>	Elbasan Police Directorate/ Police Station; Prosecutor's Office of the Judicial District; Municipality of Elbasan; NGOs	All year round
1.7	Hotspots for drug users and distributors or crime offenders (Updated from the meeting of the Local Public Safety Council, held on 3 February 2022)	High Priority	<ol style="list-style-type: none"> <li>1. Identify and inform or announce hotspots;</li> <li>2. Improve the surveillance system of cameras in the city;</li> <li>3. Register individuals who attend these areas and ensure inter-institutional cooperation to reduce the intensity of individual involvement in groups;</li> <li>4. Continuously monitor the dynamics of movement and change of hotspots.</li> </ol>	Elbasan Police Directorate/ Police Station; Prosecutor's Office of the Judicial District; Municipality of Elbasan; Community representatives; NGOs	First 6-month period

## PRINCIPLES AND VALUES UPHELD BY LOCAL PUBLIC SAFETY COUNCILS

The process that underlines the operation of LPSCs at the municipal level reflects the dynamics and characteristics of each local self-government unit. Consequently, the model offered by this document relies on the principles of inclusiveness, partnership, consultation, and accountability as principles that ensure the success and sustainability of LPSCs. These principles include:

- » The engagement of “triangle” institutions with local public and non-public actors institutionalizes the spirit of horizontal partnership of all stakeholders.
- » The consultation and sharing of responsibilities ensure the active attitude of citizens in local efforts to fight crime.
- » Increasing the accountability and responsibility of local authorities and administration as a guarantee for the implementation of legality at the local level.
- » The increase of transparency of and public communication on the work of local institutions generates public trust and their cooperation.

*Figure 2: Values stemming from the LPSC activity*



## IMPACT OF LPSC MODEL ON PUBLIC AND NON-PUBLIC INSTITUTIONS

The Crosscutting Community Security Strategy emphasizes that public security will no longer be the competence of the State Police alone, but this concept will now be more democratic and on a horizontal plane, bringing together all actors at the central and local level<sup>15</sup>, such as local government, State Police, citizens and community, other non-governmental institutions, civic forums, businesses, religious institutions, media, as well as other stakeholders. As explained in this guide, this model of organization and operation of LPSCs is in full harmony with these objectives, fostering a new inclusive culture for the work on public order and safety.

This approach grants the municipality the missing role in the governance of security and in improving services in the field of public order. The mayor not only leads open public meetings and Local Public Safety Council's meetings, but he/she also contributes to the improvement of

every policy and promotes the active attitude of the municipality, including social services, education, welfare assistance, and community liaisons and village heads. The Municipality and the Municipal Council work together to improve the financial support for the necessary infrastructure in terms of strengthening public safety. The Municipality provides the supporting infrastructure for the accomplishment of the LPSC activity. The mayor is the authority that inspires the partnership with other public or private institutions in this undertaking and in particular with the leaders of the “triangle” institutions.

As part of the triangle, the local structures of the State Police have real opportunities to guide prevention approaches in the community and strengthen the role of the police officer in the eyes of the public.<sup>16</sup> For the very first time, the State Police divides its “traditionally” work with all other stakeholders, the municipality, the

15 The Crosscutting Community Security Strategy 2021-2026 and Action Plan 2021-2023

16 See the Crosscutting Community Security Strategy 2021-2026 and Action Plan 2021-2023



prosecutor's office, other public and private institutions, including civil society and citizens, in full conformity with the Crosscutting Community Security Strategy 2021 - 2026. The multi-actor local plan is a testimony of this new practice.

This implies that its cooperation with other institutions should not be considered a formal activity, but something with which it can and should build its preventive work. Proactively, every police commissariat should invest in an environment where all public and non-public institutions, including citizens, feel the responsibility of cooperation to prevent any threat to communities. The Chief Commissioner of the Commissariat must transform the local multi-agency plan into a concrete work approach for all sectors in the police station without exception. Not only the public order sector but also the crime sector must be equally responsible for prevention. In this way, importance is given to the cooperation, partnership with other institutions, transparency and public communication, conditions which are required for changing the approach to policing.

The Prosecutor's Office has been very supportive in this extensive local undertaking both in relation to the "triangle" institutions and to other stakeholders, such as schools, non-profit organizations, etc. The judicial reform has given more decision-making discretion to the local Prosecutor's Office,

which has resulted in greater public activation of prosecutors, as a very good opportunity for improving indicators of public trust. On the other hand, the active participation of the prosecution gives greater credibility to the processes within this approach. The most important contribution of the prosecution may be:

- » Cooperation with educational institutions in a wider area of communication related to the legal education of young people;
- » Public communication of statistics and local trends of criminal activity as a means of information and prevention.

The Prosecutor's Office in the Judicial District Court of Elbasan has had an active role in the activities of the Municipality of Elbasan's LPSC, a role that has been increasing down the road.

According to the LPSC Regulations, the Prosecutor appointed its representative to the Coordination Secretariat and top officials of the Prosecutor's Office have attended all the regular meetings of the LPSC of the Municipality of Elbasan, according an agenda approved in advance, as well as in the meetings of public accountability and transparency organized by the LPSC. In the meantime, within the framework of the multi-agency plan, the Prosecutor's Office has also

undertaken initiatives for security problems, such as meetings with police leaders, meetings with students of the University of Elbasan and students of the city's high schools. The prosecution has always been ready to present the statistical data requested by the LPSC for certain areas related to public safety, and recently in the design and completion of the database with performance evaluation indicators of the activities undertaken by the Elbasan LPSC.

Cooperation agreements on the Domestic Violence Referral Mechanism have been signed by the District Prosecutor's Office with 6 municipalities of the County of Elbasan, specifically the municipalities of Elbasan, Belsh, Gramsh, Peqin, Librazhd, and Prrenjas.

The Elbasan Prosecutor's Office has concluded agreements with four NGOs on issues related to the referral of cases of domestic violence, assistance to children who are victims of crime or for child protection. In addition to these relations with these organizations, the Prosecutor's Office has referred cases of minors, victims of crime directly to school management, with the aim of ensuring psychological assistance is provided by the school psychologist.

**Education Institutions:** The active engagement of young people plays an important role in raising awareness or in the fight against the negative phenomena of crime, use of narcotics, bullying or extremism of various forms, as well as in the preventive measures against threats at the local level. Their role and that of the heads of educational offices becomes primary during the participation and organization of open consultative meetings, but also further in the meetings of LPSCs. The interaction of educational and police institutions as an opportunity for partnerships and mutual trust becomes a necessity for safe communities. This interaction can also be conceptualized through the integration of joint activities within the "School as a Community Center" program by increasing the participation of the Prosecutor's Office. In this approach, the police and the school should use sport as an opportunity to build partnership and trust. Legal education of students is likewise crucial.

**Civil society, religious communities, media and business:** The civil society actors remain a very important factors in the processes related to public security, not only as members of LPSCs but above all as important actors participating in the design and implementation of the local multi-agency crime prevention plan. Civil society organizations (CSOs), communities, and religious leaders and other representatives of civil society play critical and diverse roles in the

development of society. Religious communities represent a positive example in society in terms of understanding, tolerance and cooperation.

Being close to and in direct contact with marginalized, vulnerable and unrepresented groups, CSOs can be considered as one of the active and dynamic partners of LPSCs. Civil society's role should be clearly substantiated in the multi-agency local plan as one of the actors that undertakes the facilitation and realization of many objectives and mitigation of security threats. The multi-stakeholder plan engages and guides the activities of civil society organizations, which can find financial support from various donors, including municipalities.

Civil society organizations are, in many cases, the most active part of the Local Public Safety Council building their agenda in accordance with the work objectives of the LPSC. Various women and youth organizations become an active part of the agenda to draft and implement the multi-agency local plan.

# ANNEX 1. MUNICIPALITY OF ELBASAN'S REGULATION ON CREATION AND FUNCTIONING OF LPSC

REPUBLIC OF ALBANIA

MUNICIPAL COUNCIL

Prot. No. 1082/1

Elbasan, on 04.03.2022

DECISION

No. 22, dated 04.03.2022

**“On Reconceptualization of Structure and Municipal Council Decision No. 121, dated 24.10.2016, ‘On Composition, Duties, Responsibilities, and Manner of Functioning of the Local Public Safety Council’”**

In its regular meeting of 04.03.2022, in reliance of Articles 29 and 54 of the Law No. 139/2015, “On Local Self-Governance”, and item ‘d’ of Article 11/3 and Article 78/2 of the Law No. 108/2014, “On State Police”, Council of Ministers’ Decision No. 930, dated 18.11.2015, “On Adoption of National Strategy for the Fight against Violent Extremism and Action Plan”:

Decided to:

1. Approve the structure of the Local Public Safety Council;
2. Adopt its Regulation on the Composition, Duties, Responsibilities, and Manner of Functioning of the Local Public Safety Council;
3. Approve the action plan;

4. Assign the Mayor to enforce this decision;
5. Enter this decision into force 10 days after its adoption by the Municipal Council.

Drafted by: Kristina Keka, LPSC Technical Secretariat  
Shekfi Lika, Director of Social Welfare Department

Reviewed by: Klinsi Lala, Director of Projects Department  
Arben Hoxha, Director of Legal Affairs Department

Approved by: Ervin Muço, LPSC Coordinator

Municipal Council Secretary  
Klajd Gripshi

Municipal Council President  
Hektor Çiftja

REPUBLIC OF ALBANIA  
MUNICIPALITY OF ELBASAN

No. 1082 Prot.

Elbasan, 28 .03. 2022

**REGULATION**


**“ON THE ORGANIZATION AND FUNCTIONING OF THE LOCAL PUBLIC SAFETY COUNCILS”<sup>17</sup>**

**Context**

The economic and social development of the country is closely linked with public safety, reducing crime, enforcing the law, eliminating violence and protecting vulnerable groups, combating violent extremism, combating the cultivation and use of narcotics, or tackling any other phenomenon of crime.

Communities at the local level in urban and rural areas are faced with a variety of dynamics related to law enforcement, property, or economic, social and developmental challenges. An open and democratic society will always be under the pressure of constant safety threats which can only be faced through an integrated and inclusive approach, which ensures a peaceful coexistence and social cohesion.

A multi-stakeholder local approach would be an effective mechanism in dealing not only with the aforementioned threats but also with new phenomena, such as coping with migration flows, and reintegration of asylum seekers and refugees fleeing from armed conflicts. Likewise, our society and

 17 Translated from the original document: Rregullore e Bashkisë Elbasan “Për organizimin dhe funksionimin e Këshillit Vendor të Sigurisë Publike”. No. 1082 Prot., Elbasan, 28 .03. 2022

local communities are facing challenges in the process of sustainable rehabilitation and reintegration of Albanian citizens returning from conflict zones such as Syria and Iraq.

It is now widely acknowledged that these challenges go far beyond the current capacity of institutions, including law enforcement, to cope successfully without cooperating and sharing responsibilities locally among themselves and citizens.

The Ministry of Internal Affairs, the State Police and various domestic and international organizations have invested in operationalizing this model that brings together local institutions, civil society, businesses and other actors.

Likewise, in addition to the municipalities, the State Police, as well as various international and national partners, have been invested to operate in this model that engages civil society, businesses and other actors.

The experience so far in different municipalities of the country proves that the regulatory basis on which the establishment and functioning of the Local Public Safety Councils is based, is different. These changes affect the objectives and organizational structure, consultations and decision-making processes, the level of civic involvement, and the role of various institutions in this process, which hinder the sustainability and effectiveness of the Local Public Safety Councils.

## **CHAPTER I GENERAL PROVISIONS**

### **Article 1. Object of the regulation**

1. The object of this regulation is to determine the rules for the organization and functioning of the Local Public Safety Council (LPSC) at the municipality.
2. The LPSC functions as a coordination, identification and management mechanism within the municipality for issues related to community safety for matters of public order and exercises its activity in the project with Law no. 139/2015 "On local self-government".

3. The activity of the LPSC is based on the partnership and cooperation among the Municipality, the Police and the Prosecution and their interaction with other public and non-public actors.

## **Article 2. Purpose**

1. The purpose of this regulation is the functioning of the LPSC, Coordination Secretariat, and Technical Secretariat.
2. This regulation sets:
  - a) procedural rules which are implemented by the LPSC, during its functioning, decision making and meetings, rules for announcing and publishing decisions;
  - b) procedural rules on the functioning of the Coordination Secretariat and the Technical Secretariat of the LPSC;
  - c) relations among the LPSC and the public.
3. This regulation aims to ensure a sustainable partnership between the institutions involved in the LPSC, cooperation with the community with the ultimate goal of creating a safe environment for the public.

## **Article 3. Legal basis**

1. National legislation:
  - Constitution of the Republic of Albania;
  - Law no. 139/2015 “On local self-government”, article 29/1;
  - Law no. 108/2014 “On the State Police” as amended and bylaws in its implementation;
  - Cross-cutting Community Safety Strategy 2021-2026;



- National Strategy for Combating Violent Extremism;
  - Mid-term Strategy of the General Prosecutor’s Office 2018-2020.
2. International legislation:
- Universal Declaration of Fundamental Human Rights and Freedoms;
  - Convention for the Protection of Human Rights and Fundamental Freedoms.

## **CHAPTER II**

### **FUNCTIONING OF THE LOCAL PUBLIC SAFETY COUNCIL**

#### **Article 4. Composition of LPSC**

1. The Local Public Safety Council consists of the following members:
  - a. Mayor;
  - b. Chairman of the Municipal Council;
  - c. Head of the Police Commissariat;
  - d. Head of the Judicial District Prosecutor’s Office in which jurisdiction the municipality is included;
  - e. Member of the Municipal Council who ensures the representation of each political party in the Municipal Council;
  - f. Head of the Local Education Office;

- g. Head of the Local Directorate of Public Health;
  - h. Representative of the Regional Directorate of Social Services;
  - i. A representative of religious communities;
  - j. Representatives of the Chamber of Commerce and Industry at the local level;
  - k. Representatives of civil society (youth organizations, women’s organizations, local media, businesses, national minority associations, etc.);
  - l. Head of Civil Emergencies in the municipality;
  - m. Head of the Social Services unit in the municipality;
  - n. Representatives from the child protection unit and against domestic violence;
  - o. Head of educational institutions.
2. In the meetings of the LPSC can be invited to participate:
- a. The Prefect of the County;
  - b. The Head of the Court of General Jurisdiction;
  - c. Representatives of various public institutions at the local level or interest groups, depending on the topic of the meeting.
3. Invited members in the LPSC meetings engage in inter-institutional information exchange on an advisor capacity.

## **Article 5. The Chairman of LPSC**

1. The mayor is the chairman of LPSC.
2. The chairman of LPSC exercises the following responsibilities as follows:
  - a) Takes all necessary measures to ensure the effective and efficient functioning of the LPSC;
  - b) Coordinates and supervises the administration of all LPSC activities;
  - c) Represents the LPSC in relations with third parties, including cooperation with international organizations;
  - d) Informs the Municipal Council about the activity of the LPSC at least once a year.

## **Article 6. The responsibilities of the LPSC**

1. Supports and encourages a sustainable partnership with all of the institutions involved in the LPSC to identify and prevent problems within public safety.
2. Coordinates, identifies and manages at the local level issues related to community safety
3. Based on the occasion, the LPSC communicates with central government institutions on the implementation of crime prevention measures.
4. Supports and coordinates with civil society organizations, religious communities, and the business community concrete commitments in facing security challenges in the community in order to prevent conflicts, anti-social behavior, and other violent acts.
5. Conducts and evaluates public consultation meetings with representatives of local communities (according to point 1 of Article 8) to build the local security agenda and its continuous updating.
6. The LPSC approves, implements, and reviews the local multi-stakeholder plan.
7. The multi-actor plan for prevention and fight against crime at the local level is a document

which includes the totality of the assessed risks, their intensity, as well as the relevant measures, responsible institutions and timelines for their implementation. The deadline for implementing the plan is annual and is updated on a continued basis.

8. Responsible institutions represented by members of the LPSC will exchange information in accordance with the applicable law and the LPSC will use the information to facilitate local decision-making and problem-solving through partnerships.

### **Article 7. Meetings of the LPSC**

1. The competencies of the LPSC meetings involve, but are not limited to the following:
  - a) Approves, evaluates and reviews the implementation of the local multi-actor plan;
  - b) Defines the main directions of the public safety agenda at the local level;
2. The LPSC meetings are held at least twice a year. They take place on the premises of the municipality, unless the mayor decides otherwise.
3. In the case of unexpected events or with a special sensitivity, the Chairman may hold meetings with a smaller membership of participants that are directly related to the issue.
4. The Chairman of the LPSC convenes and chairs the meetings of the LPSC. The invitation with the agenda and the materials for review are sent to the members of the LPSC at least 5 working days before the next meeting.
5. The LPSC carries out the work according to the agenda approved by the chairman of the LPSC.
6. The Chairman of the LPSC gives the floor, directs the debate and determines the beginning and the end of the review of each agenda item.
7. After the end of the discussions between them, members of the LPSC agree on decisions / acts in consensus with the members present at the meeting.

8. The decisions / acts adopted at the meeting are signed by the chairman of the LPSC. The Technical Secretariat takes the steps to distribute a copy to each member.

### **Article 8. Methodology for drafting and monitoring the implementation of the local multi-actor plan against crime**

1. The multi-actor annual plan derives from the open public communication of the head of the Municipality, Police and Prosecution, with interest groups and citizens (such as school leaders, parents, student governments, village leaders or community liaisons, representatives of local businesses, civil society and the media).
2. The Coordination Secretariat (Article 9) assesses the intensity of risks (high, moderate and low), orients the type of activity and the responsible institutions. The priorities and intensity of security risks presented by the citizens constitute the axis of the local multi-actor plan.
3. The action plan contains a calendar of activities and deadlines, which aim to address the assessed risks.
4. The multi-stakeholder local plan is discussed and approved at the next LPSC meeting.
5. The monitoring of the multi-actor plan against crime is carried out by the head of the Municipality, Police and Prosecution, through open consultation meetings with the community once in 6 months. In these public consultation meetings, the progress of the implementation of the multi-actor plan against crime is analyzed and the needs for its updating are identified. The revision of the multi-actor plan with new objectives or measures based on the identified needs is approved by the meeting of the LPSC.
6. A standard format of the monitoring report on the implementation of the local multi-actor plan is drafted by the technical and coordination secretariat and approved by the chairman of the LPSC.

## **Article 9. The Coordination Secretariat of the LPSC**

1. The coordination secretariat functions at the LPSC. This secretariat follows the implementation of the multi-actor plan against crime.
2. The Secretariat meets periodically (at least once per month) to monitor the implementation of plan activities and measures.
3. The Coordination Secretariat consists of three members, a representative of the Municipality, Police and Prosecution appointed by the heads of the respective institutions
4. The Coordination Secretariat reports to the heads of the institutions and they present on the findings from the process of monitoring the implementation of the annual plan.
5. The Coordinating Secretariat agrees on the agenda of public meetings and meeting dazes beforehand.
6. The Coordination Secretariat participates in LPSC meetings.

## **Article 10. Technical Secretariat of LPSC**

1. The LPSC appoints the Technical Secretariat of LPSC, which is an employee from the municipality
2. The Technical Secretariat, in close coordination with the Chairman of the LPSC, performs the following tasks:
  - a) drafts various documents or acts of the LPSC, and maintains the archive and the protocol of the LPSC;
  - b) records the minutes of the meeting;
  - c) coordinates with the directorate of Technology and Media Innovation, with the Media Sector for the archiving of the full audio recording of the meeting held;
  - d) sends and follows notifications, and other activities of the secretariat;

- e) prepares materials, recommendations or decisions taken after each LPSC meeting;
  - f) maintains the list of participants of LPSC members present and other persons present at the meeting;
  - g) coordinates with the media sector for the preparation of press releases;
  - h) coordinates with the IT sector for the publication of announcements or materials that need to be published;
  - i) performs actions for publishing notices and acts on the official website of the municipality or in the media;
  - j) creates the appropriate conditions for the development of meetings and activities of the LPSC.
2. The Technical Secretariat attends LPSC meetings.
  3. Participates in the meetings of the Coordination Secretariat

## **CHAPTER III**

### **TRANSPARENCY AND COMMUNICATION WITH THE PUBLIC**

#### **Article 11. Communication with the public**

1. LPSC communicates with the public after each meeting through a press release, which, according to the nature of the issues addressed, informs at least about: a) the time of the meeting; b) participation; c) issues considered in the agenda; ç) the essence of the LPSC discussions.
2. The announcement to the public is prepared by the technical secretary in cooperation with the LPSC coordination secretariat.
3. The Chairman of the LPSC shall order the publication of the notice within 24 hours of the meeting.

## **CHAPTER IV**

### **TRANSITIONAL AND FINAL PROVISIONS**

#### **Article 12. Transitional provision**

1. Changes and additions to this regulation will be made according to the procedure of its approval.

#### **Article 13. Entry into force**

1. This Regulation enters into force with the approval of the Municipal Council and is published on the official website of the municipality.

The Municipal Council of Elbasan



## ANNEX 2. THE COORDINATION CENTER FOR COUNTERING VIOLENT EXTREMISM IN ALBANIA

The Coordination Center for Countering Violent Extremism in Albania (CVE) has an important role in coordinating and developing the capacities of local actors and frontline practitioners involved in security issues specifically related to efforts to combat threats from violent extremism. The goals of the Center are:

- » Strengthening coordination, cooperation and partnership at the local, national and international levels, among government agencies, non-governmental organizations, the private sector, religious communities and the media, in identifying and implementing effective interventions;
- » Encouraging local research as a means of understanding the conditions, factors, and causes that drive radicalization that can turn violent and community resilience to violent extremism;
- » Strengthening community resilience and reducing attraction to radicalization and violent extremism through education, employment and community policing prevention programs and policies;
- » Coordination of reintegration program efforts for ex-convicts of crimes related to violent extremism;
- » Reducing the impact of extremist narratives on social networks and online recruitment, using social media as communication channels to promote alternative narratives and positive messages;
- » The CVE Center aims to cooperate with public and private sector actors to uphold and promote the values of tolerance and religious harmony, the protection of human rights, the rule of law and democracy, and safeguarding the Albanian society from violent extremism.

