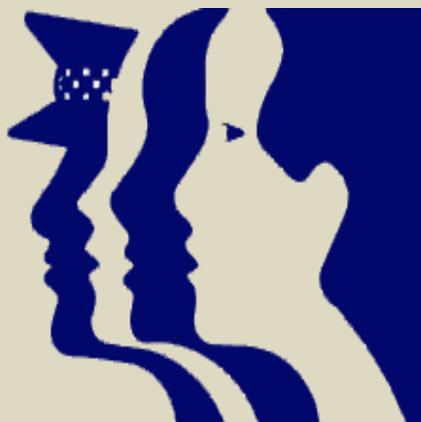


**COMMUNITY  
POLICING  
IN ALBANIA  
2007-2015**



*An Assessment of the Community Policing  
Strategy and Cooperation between the  
Albanian State Police and  
Local Government Institutions*

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**DCAF**  
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**Institute for Democracy and Mediation**  
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## 1. EXECUTIVE SUMMARY

The Albanian State Police (ASP) has implemented Community Policing (CP) for the past nine years seeking to establish community partnership with other actors at the local level. The ultimate goal is to create a safe environment by establishing partnerships and stable community structures.<sup>1</sup>

An instrument for promoting collaboration between ASP and the local government institutions, actors and stakeholders (LGI), the Law on State Police stipulates the adoption of yearly regional policing strategies (YRPS). However, although the YRPS have been regularly produced by the local police directorates on annual basis, these documents have not been regarded and, consequently, not used as instruments to foster cooperation with the local stakeholders.

Strategies have problems with legal compliance, particularly in terms of their adoption date, addressing community needs, and preliminary consultation with local government institutions prior to submission for approval to policy groups. The strategies are very similar in form and content and do not take into account the specific context of the region and the community structure. While there has been continuous interaction between ASP and LGI, local government institutions have not been substantially involved and consulted on the design and implementation of the yearly regional policing strategies (YRPS) and, accordingly, in the development of effective and enforceable strategies.

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<sup>1</sup> National Strategy of State Police 2007-2013

As such, it is hard to establish any positive impact of these strategies on establishing vibrant and active community bonds and structures as set by the Police Strategy 2007-2013 as well as on the decline of crime rates and overall improvement of security and safety of the communities.

The paper recommends that the ASP should make a comprehensive evaluation of the implementation community policing and review its objectives and tools by taking into consideration the challenges of the implementation of community policing in the Albanian institutional and cultural context.

## 2. INTRODUCTION

Since the adoption of the community policing model nearly a decade ago, one area of particular concern has been the establishment of effective consultation and cooperation between the ASP and the local government institutions, as the two main actors mandated by the law on ASP with the implementation of the CP model

In order to implement the CP model, the Law on Albanian State Police sets out the obligation of the (12) regional police directorates to produce yearly regional policing strategies (YRPS) in joint consultations with the LGI and the interest groups. In addition, the law stipulates that the annual strategy should identify the security problems that preoccupy the local community, propose recommendations for solving these problems as well as make an assessment how the problems identified by the community in the previous years' policing strategy have been solved. The law stipulates also that the regional police directorates should submit the document of the YRPS to the LGI prior to its approval by the General Director of State Police.<sup>2</sup>

In the same line with the law, the ASP Strategy 2007-2013 defines as a priority the implementation of CP and the consolidation of partnership with the communities through the establishment of joint structures, the creation of a new management culture, improvement of infrastructure, and the improvement of police image.<sup>3</sup>

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<sup>2</sup> Article 122 of the Law on State Police (2007)

<sup>3</sup> National Strategy of State Police 2007-2013, p. 12

Eight years since the adoption of the Law and Strategy, and upon approval of the new police strategy (2015-2020), no independent assessment has been made on how the ASP and LGI have performed in an effort to establish consolidated and mutual cooperation, how the problems and concerns of the local communities have been institutionally fed into the policing system, how effective the selected mechanisms have been in strengthening this cooperation, to what extent this collaboration has worked, and what major problems have hindered the process.

In consideration of this context, this study seeks to contribute to the efforts of appraising the implementation of CP. It focuses on both the evaluation of the processes of interaction of the ASP and LGI as well as the outcome of this interaction, namely the YRPS. Both processes and outputs are examined in terms quantity and quality. Thus, the processes are examined by the density of interactions between the ASP and the LGI, whereas the YRPS are examined in terms of the regularity and the extent to which they have contributed in improving the communities' safety and security and increasing the level of mutual trust and responsiveness of the ASP and LGI.

The following section describes the methodology and philosophy of community policing as well as the challenges encountered in the course of its implementation in different contexts. Further, the study continues with an analysis of CP implementation in Albania by focusing in the enforcement of the CP legislation and strategy. Finally, the study provides few conclusions and recommendations to ASP and LGIs.

### 3. METHODOLOGY

To accomplish the above objectives, this paper examines and analyzes qualitative and quantitative data. It focuses on tracing the regularity of the adoption and implementation of the YRPS and the institutionalization of the relations between the ASP and the local communities.

As the first step, the study focuses on an analysis of the legal and strategic framework that designates the stakeholders and procedures for adopting and implementing community policing model. Eighty four strategies adopted by 12 regional police directorates during 2007-2014.<sup>4</sup> Some 77 were provided by General Police Directorate and regional police directorates, were analyzed. The documents unanalyzed pertain to 7 regions for year 2013.

The strategies are analyzed separately in terms of regularity with the law, evidence on the practice of cooperation between the ASP the LGI, Then, the findings are summarized using a cross-region analysis as well a time interval analysis from 2007 to 2014 to observe overall trends.

The analysis and assessment of the process of interaction and cooperation between the ASP and the LGI as well as the assessment of the impact of the YRPS in establishing and institutionalizing the cooperation with local community is conducted in 4 selected regions. The regions were selected in order to ensure that they represent LGIs affiliated with different

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<sup>4</sup> Since the new National Police Strategy was adopted in year 2015, we have also examined the YRPS of 2014.

political parties, feature different geographical locations and diverse security problems, as follows:

*Table 1. Data on selection of regions*

Criteria	Durres	Gjirokastra	Kukes	Vlora
<b>Population</b>	High	Low	Low	High
<b>Density of population</b>	High	Low	Low	Low
<b>Geographical surface</b>	Small	Large	Small	Large
<b>Climate</b>	Coastal	Continental	Continental	Coastal
<b>Geographical position</b>	North/West	South/East	North/East	South/West
<b>Population growth</b>	The highest *)	The lowest		
<b>Population/police ratio</b>	High	Low	Low	High

\*) Second to Tirana

The strategies' impact on establishing cooperation has been measured by means of the data collected from YRPS on "the need for collaboration" of the ASP in implementing this strategy. Indeed, this study assesses whether the involvement of LGI in the action plan has been intensified on yearly basis.

At the same time, letters were sent to the mayors, prefects and police directors of the 4 selected regions requesting them to provide us with the YRPS documents from 2007 to 2014. The purpose of such request was not only to obtain these documents but at the same time to observe whether the actors were aware of their right to approve the YRPS every year before the approval of the General Director of the State Police.

In addition, while ASP's priorities to reduce crime and increase enforceability are foreseen in the National Strategy 2007-2013 and in the Yearly Regional Policing Strategy, data have been collected about these figures from the YRPS content and have been analyzed in time intervals. In addition to the analysis of data contained in official documents there were conducted 40 semi-structured telephone interviews with acting and former mayors of municipalities and communes.<sup>5</sup>

At the same time, letters were sent to the mayors, prefects and police directors of the 4 selected regions<sup>6</sup> requesting them to provide us with the YRPS documents from 2007 to 2014.<sup>7</sup> The purpose of such request was not only to obtain these documents but at the same time to observe whether the actors were aware of their right to approve the YRPS every year before the approval by the General Director of the State Police.

As the degree of cooperation between the stakeholders is not defined in the law, analyzing the links and frequency of communication and wherefore they cooperate was the scope of the interviews. In addition the aim of the interviews was to examine the progress in time and whether the processes have been internalized by both parties. In order to confirm the findings, interviews with 3 police officers were conducted (POL01, POL02, POL03).

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<sup>5</sup> As the law requires consultation of the ASP with the LGIs, finding evidence of good cooperation not-only is going to contribute in the implementation of CP model but at the same time is another indicator of whether the YRPS are regular and consistent with the law. (A).

<sup>6</sup> See: Methodology

<sup>7</sup> Since the new National Police Strategy was adopted in year 2015, we have also examined the YRPS of 2014.

Given that the new Law on State Police and a new strategy were adopted in 2014, the paper has analyzed these documents seeking to examine potential changes and whether these documents reflect any of the issues and problems identified in this study.

## 4. COMMUNITY POLICING PHILOSOPHY

### 4.1 Evolution of Community Policing

Community Policing has established itself over the last decades as the dominant ideology among other forms of democratic policing models. It constitutes a dramatic change in the philosophy that determines the way police agencies engage with the public.

The main reason is the rapidly-changing environment, which requires distinct techniques in response to the new problems that have arisen, since policing strategies that worked in the past were not always effective.<sup>8</sup>

Many countries have adopted the ideology despite their history and social norms.

Being a philosophy, defining CP is not easy as it leaves room for interpretations and perceptions. Yet, there are certain elements of community policing that are not-debatable and worth mentioning. A very comprehensive definition of community policing comes from (U.S. Department of Justice 2014):

*“...Community policing is a philosophy that promotes organizational strategies, which support the systematic use of partnerships and problem-solving techniques, to pro-actively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime.”*

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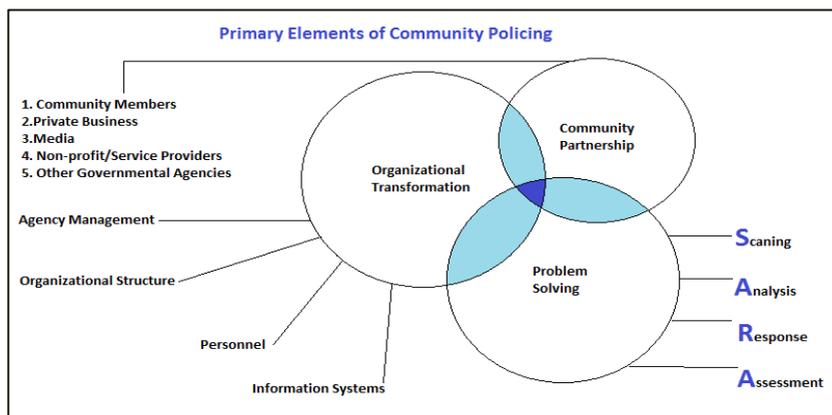
<sup>8</sup> Since the new National Police Strategy was adopted in year 2015, we have also examined the YRPS of 2014.

The ultimate goal of adopting the philosophy is to reduce crime and disorder which is the same as in TP philosophy, with the difference that for CP officers it is important to also reduce the fear of crime, social disorder, and improve the quality of life and police services and legitimacy.<sup>9</sup>

In order to achieve the long-run goals, the three pillars of CP are: organizational transformation, community partnerships and problem-solving.

As seen in the figure below, the three pillars of CP are interconnected and should be treated so to a certain extent.

*Figure 1 Primary elements of community policing*



Source: U.S. Department of Justice (2014)

Community policing requires a reordering of police work to allow time for problem solving in a “proactive” way rather than a “reactive” way. The SARA model is commonly used in approaching a problem yet there is no rule on how to proactively prevent as there is no rule to community police. The

<sup>9</sup> Rowe, Introduction to Policing, f. 74

methods chosen should be based on the context of the situation and dependent on the social and legal norm of a country.

## 4.2 Challenges and Implications of Community Policing

Community policing gathers a variety of philosophical and practical approaches and is still evolving rapidly.<sup>10</sup> This implies that there are no written rules in embracing the ideology. Making the transition is slow and not easy. Countries that have adopted the philosophy have diverse culture and social norms, but at the same time come from diverse regimes, policy reforms and community perception of the police officer figure.

Adopting CP to the environment is the first step and challenge. As the community structure is different between each country and even within a country, there are no general rules on CP implementation.<sup>11</sup> Failure to identify the adequate instruments and approach at the initial phase may lead to non-effective implementation to poor or lack of implementation of CP.<sup>12</sup> Many countries have failed to implement community policing principally when the philosophy.<sup>13</sup>

At the same time, there exists a need for multi-dimensional transformation and approach (3 pillars) in order to properly implement the philosophy effectively and in the long-run.

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<sup>10</sup> Denney (2015)

<sup>11</sup> C. Call, M. Barnett (1999), "Looking for a few good cops", *International Peacekeeping* 6(4)

<sup>12</sup> Ibid

<sup>13</sup> M. Brogden, P. Nijhar (2013), "Community Policing: National and international models and approaches", Routledge

Generating community involvement is one of the most difficult aspects of community policing.<sup>14</sup>

A key element is the mutual trust created by and from the community with the police. Establishing this trust takes time and effort. The interaction process might find resistance from both parties.

It might be a problem of infrastructure and the way the institutions are structured or it might be a problem of the actors themselves who might not have the right incentives to start the process due to the lack of desire, skills or even hostility between the individuals who are part of the organizations.<sup>15</sup>

The change of the institution and the organizational reformation in general is a responsibility of the high police managements as direction works both vertically in the main police institution and horizontally in the local level. Failure to properly train and hire, promotion of the wrong values, or spread of the CP philosophy only in certain parts of the organization lead to poor understanding and implementation by all central and local level actors leading.

One of the biggest challenges of community policing is that although the main goal is crime reduction, in practice, data shows for little to no impact on crime rates.<sup>16</sup>

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<sup>14</sup> Skogan and Hartnett, (1997)

<sup>15</sup> McConville and Shepherd, *Watching Police, Watching Communities*; and Waddington, *Policing Citizens*, 213

<sup>16</sup> Waddington, *Policing Citizens*, 209

## 5. COMMUNITY POLICING IN ALBANIA

### 5.1 Normative Approach on Implementation of Community Policing

The ASP has implemented the community policing philosophy, as discussed above, since 2007 when a new law and strategy were adopted, which aimed at establishing partnership between ASP and LGIs.<sup>17,18</sup>

Indeed, the cooperation between the ASP and the LGIs is inherently challenging because of their differences in organization, geographical scope, political orientation, and so on. The ASP is a centrally-organized institution with a national geographical coverage and scope. It is organized in 12 regional police directorates, 43 commissariats, 7 regional border and migration directorates and 2 border and migration police stations. The directors of the regional police directorates and commissariats are professional career officers who are accountable to the General Director of ASP and Ministry of Interior (Mol), one of the politically most important ministries in Albania.

The LGIs operate within a limited geographical and administrative area and are run by locally elected officials that often (averagely 40-60%) represent political parties other than the ones that govern centrally. The LGIs have limited administrative capacities and are accountable to the locally elected councils. The LGIs have competences and functions

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<sup>17</sup> Law 9749/2007 "On State Police" Article 122

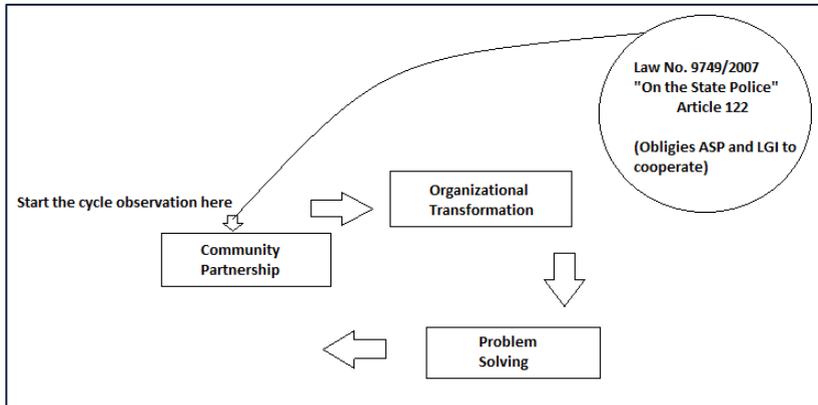
<sup>18</sup> National Strategy of State Police 2007-2013, f. 10

that place them closer to the needs of the citizens and their decisions have important implications for the communities' safety and security.

The Strategy of State Police 2007-2013 is based on the three pillars of CP with the ultimate goal to create a safe environment through the establishment of partnerships and stable community structures.<sup>19</sup>

The adoption of the CP through a normative approach, namely the Law on State Police and the Strategy of State Police 2007-2013, has allowed for triggering important organizational transformations in the ASP, and sets "the creation of community partnership" as a legal obligation.

Figure 2. Implementation of CP in the Albanian context



Source: Law 9749/2007;

On the other hand, there exist numerous laws, which support community policing and the cooperation between the ASP and LGIs, as presented in the Table 2 below.

<sup>19</sup> National Strategy of State Police 2007-2013, f. 10

*Table 2. Laws and other documents to facilitate the implementation of CP*

Laws	Strategies and Documents
Law 9749/2007, "On the State Police" (Article 122)	Strategy of State Police 2007-2013
Law 8927/2002, "On the Prefect"	Police Training Strategy 2012-2016
Law 8652/2000 "On the organization and functioning of the Local Government"	Yearly Regional Police Strategies (YRPS) (2007-2014)
The Law No. 9296/2004, "On Verification, Identification and Registration of Citizens from the Local Government Units" (Articles 12 and 14)	Regional Police Strategies every 3 years (2007-2014)
<b><u>Changes from 2014</u></b>	
Law No. 9559/2006 , "On an Addition to the Law No. 7975, dated 26.07.1995, 'On Narcotic Drugs and Psychotropic Materials'"	National Police Strategy 2015-2021
Law No. 8756/2001, "On Civil Emergencies" (Articles 17,18)	Regulation of the State Police 2015
Decision of the Council of Ministers No. 8/2002, "On Establishment of the National Committee for the Fight against Trafficking of Human Beings, of the National Committee for the Coordination of Fight against Drugs, and of the State Committee for the Coordination of Fight against Money Laundering, Inter-ministerial Committee on Road Safety"	
<b><u>Changes from 2014</u></b>	
Law 108/2014, "On State Police"	
Law No. 30/2015, "On Some Changes and Additions to the Law No. 8652, dated 31.7.2000, 'On Organization and Functioning of Local Governance'", as amended	
Law No. 139/2015, "On Local Self-Government"	

Although there is no law that compels the municipalities and communes to cooperate with the State Police, the Law delegates the responsibility to the Prefect by means of the Law No. 8927/2002, "On the Prefect" (Articles 6, 8, 10, and 16). The Prefect is responsible to coordinate the relationship between local government units and State Police. Moreover, the Prefect is responsible for the interaction between local government institutions and the State Police

On the other hand, Local Government Units themselves, as predicted by the law No. 8652/2000 "On Organization and Functioning of Local Government" (Articles 3, 4, 10, and 72) are responsible for the maintenance of public order and security as one of their own functions as well as their shared functions.

At the same time, the law states that there are certain fields that the police must cooperate with municipalities and communes themselves. Some documents stipulate the following:

*The Strategy of the State Police* provides the objectives and the instruments to achieve cooperation between the ASP and LGIs. In order to create a successful cooperation, the strategy suggests that there exists a need to define *links of communication* that will help the process as well as create *common structures* between the local government and the local police. Nonetheless, it is important that all actors share responsibilities in the process. *Regular meetings and common activities* are encouraged and at the same time medium-term strategies specifically for the partnership creation should be designed. These measures are directed towards organizational transformation and changes in the ideology

In order to achieve community partnership and problem-solving, first, the Strategy of the State Police 2007-2013 considers the decentralization as a crucial process, both from the economic viewpoint and, at the same time, in the decision-making process.

In addition, the Strategy of the State Police stresses the importance of training through:

1. Common training between the LGIs and the ASP to facilitate the process of cooperation.<sup>20</sup>
2. Training for the existing and to the new police forces in order to bring them closer to the community policing philosophy and learn communication skills. The predicted training should be theoretical and practical.
3. Training for the managers and directors in order to improve their skills and lean them towards strategic planning.

After 2 years of the publication of the Strategy of the State Police which mentioned the need for common training, the ASP training strategy was developed and published. Thus, in the first two years of CP implementation, no training was delivered to police officers or local officials to facilitate their collaboration. The strategy did not mention joint training with the LGIs. It predicted only training of new police forces in the ASP, not existing forces and collaboration with other stakeholders.

In practice, community policing constitutes one module of only 10 hours of a total of 700 hours basic police training with no

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<sup>20</sup> Note: See partnership with the community in the next page.

evaluation of the effectiveness of such programs.<sup>21</sup> As community policing is an approach for the whole police organization, the fraction dedicated for informing and guiding police officers on theory and best practices appears too modest.

*Infrastructure and Technology* are also considered important, including reforms of *police buildings and equipment*. The Strategy of the State Police predicts that in order to achieve community trust the operational and emergency rooms should be more willing to respond to the concerns. Their infrastructure and capacity must also be improved.

While it stresses the need for improvement of the competencies and responsibilities for each role and function, the Strategy does not provide for the creation of a new department specific to community police officers. Rather, it focuses this section in encouraging respect to the police hierarchy and communication lines.

In fact, the general police structures have not changed with the adoption of the law and strategy even though community policing requires for “flatter and horizontal” organizations.

On the other hand, the strategy predicts the creation of a structure for the assessment of the performance both by means of self-evaluation and external evaluation in order to encourage a proactive approach among police officers. The application of the Self-Evaluation Model both in the lower and higher instances is considered crucial, although the strategy does not provide any concrete model to be applied.

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<sup>21</sup> A. Koci, T. Gjuraj (2016) “The relationship between community policing and human rights in Albanian’s police reform”

The Strategy of the State Police does not mention any concrete methods or approaches on prevention of crime. As problem solving is closely related with and a derivation of good partnerships and an appropriate management culture, the choice is relinquished to practical needs of police officers and structures and considers the drafting and implementation of the YRPS as a problem-solving approach as well. At the same time, the National Police Strategy (2007-2014) predicts the drafting of strategic plans every 3 years coexisting with the one-year strategies required by the law.

## 5.2 The New Law and Strategy of the State Police

The State Police designed the new Law No. 108/2014, “On State Police” after having analyzed its legal and organizational infrastructure, feedback of international partners and various state and civil society stakeholders, which identified several pitfalls and lack of coherence with the European policing legislation, thus affecting the indicators on enforcement of the law and safety in general.<sup>22</sup>

Community policing continues to be, however, the philosophy which guides the State Police. Article 80 of the new Law imposes an obligation to local police directors to compile yearly regional policing strategies after the consultation with local stakeholders, pointing out the need to consult with religious communities and civil society.

The Law imposes no obligation on the content of the strategies, but specifies the police’s obligation to enforce them.

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<sup>22</sup> National Strategy of State Police 2015-2021

Likewise, Article 80 designates the ‘Internal Regulation of the Police’ as a guideline for drafting these strategies.

An innovation to the Albanian State Police, the Internal Regulation of the State Police set detailed timeframes for local police to develop and submit final YRPS to the Police General Director.

In addition, an innovation regarding the strategies is that their ‘monitoring’ are conducted internally and externally through the Citizens Consultative Board (CCB) based on public hearing on results of police work. The regulation foresees conducting polls with the local public.

The mission of the State Police, as stated in the new National Strategy (2015-2021) is to: “Guarantee implementation of the law, respect of human rights and freedoms, and ensuring public order and safety” with particular focus to serve individuals and protect citizens.<sup>23</sup>

In the course of developing this strategy, the State Police, in cooperation with other donors and stakeholders, has undertaken a series of studies to examine ASP’s long-term needs.<sup>24</sup> Yet, no study has been conducted on the effectiveness of the cooperation between ASP and LGIs.

Similar to the previous one, this Strategy places emphasis on the importance of the cooperation with LGIs and other local stakeholders in the operations of the police and in implementing CP. Unlike the previous strategy, the National

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<sup>23</sup> National Strategy of State Police 2015-2021

<sup>24</sup> Ibid.

Strategy of the State Police does not provide specific methods to achieve this partnership.<sup>25</sup>

Indeed, the strategy content basically highlights the organizational changes of the State Police at central and local level to facilitate the 'proactive' approach and to harmonize the standards of the police organization with those of the EU:<sup>26</sup>

“The new ASP organization will seek to restructure and consolidate the entire system by simplifying structures, narrowing leadership levels and communication steps, reshaping responsibilities for each function and position, increasing workload, empowering competencies, delineating work relations and standard procedures, reevaluating the staff by values and meritocracy of officials, and by establishing mechanisms that ensure effective cross-institutional communication and cooperation with other security actors.”

### 5.3 Regularity of the Adoption of YRPS

The following law components are going to be the indicators that we are going to use to evaluate the regularity of the YRPS both in terms of quantity and content:

- A. Point 1 of Article 122 of the Law No. 9749/2007 “On the State Police” imposes an obligation to local police directors to compile Yearly Regional Policing Strategies after the consultation with local government unit's representatives (prefect, municipality mayors and commune mayors), local

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<sup>25</sup> In the absence of a study

<sup>26</sup> Based on a study undertaken by the State Police and ICITAP “On the Conditions of the Police Officers in the terrain”

government institution's representatives and interest group's representatives.

- B. At the same time, according to point 4 of the same article, the YRPS should be presented to LGIs, and, as per point 5, to the General Director of the State Police, who is required to approve the YRPS together with the Policy Group by January (as provided for in point 6).
- C. In terms of content, point 3 of the law imposes few obligations. All strategies must:
  - 1. Make an assessment of crime rate for the respective region.
  - 2. Identify the ways that community concerns are met.
  - 3. State clearly the commitment to cooperate continuously with community members.
  - 4. Make recommendations on how to decrease the level of offenses and other violations of the law.

### *5.3.1 Quantity*

Quantity in this study implies the design of YRPS every year and by each region regularly producing 12 policing strategies per year and 7 policing strategies per region. The total number of YRPS to have been developed is 84 pieces. A look at the following table clearly shows that the strategies have been produced regularly.

Table 3. Existence of YRPS at regional level

YRPS	2008	2009	2010	2011	2012	2013	2014
Kukes	*	*	*	*	*	*	*
Korça	*	*	*	*	*	*	*
Vlora	*	*	*	*	*	*	*
Berat	*	*	*	*	*	*	*
Durrës	*	*	*	*	*		*
Tirana	*	*	*	*	*		*
Lezha	*	*	*	*	*	*	*
Shkodra	*	*	*	*	*		*
Fier	*	*	*	*	*		*
Elbasan	*	*	*	*	*		*
Gjirokastra	*	*	*	*	*		*
Dibra	*	*	*	*	*		*

*Yellow: Documents of strategy have not been provided.*

It was impossible to collect from the General Police Directorate the strategies produced in 2013, because these documents are classified.<sup>27</sup> It has been possible, however, to collect some strategies from regional police directorates. Based on the observed trends in the other years, we assume that these documents exist as well and that there has been commitment on the part of the police to produce these strategies.

### 5.3.2 Content

Content implies the design of strategies in conformity with the legal requirements. Strategies have been examined on individual bases to identify those items of the strategies complying with the legal requirements and those which fail to do so and come up with general trends. In terms of the

<sup>27</sup> Official letter, State Police Directorate, 20 April 2015

content, the documents are 20-25 pages long, with few exceptions, and have a front page, content and a back page. It is interesting to note that unless legal requirements on the content are met, the strategies cannot be applicable rendering them ineffective.

### 5.3.3 Signature of the Regional Police Director

The front page holds the signature of the General Director of the State Police. Only one strategy out of 77 is missing the signature of the Regional Police Director and this is the **strategy of Berat** for 2008, rendering it inapplicable for the regional police directorate. As we will see below, this strategy had many problems in its content, making it ineffective to implement and non-approvable to RPD.

Table 4. Signing by General Police Director (DPP)

Region	2008	2009	2010	2011	2012	2013	2014
Kukes	*	*	*	*	*	*	*
Korça	*	*	*	*	*	*	*
Vlora	*	*	*	*	*	*	*
Berat		*	*	*	*	*	*
Durres	*	*	*	*	*		*
Tirana	*	*	*	*	*		*
Lezha	*	*	*	*	*	*	*
Shkodra	*	*	*	*	*		*
Fier	*	*	*	*	*		*
Elbasan	*	*	*	*	*		*
Gjirokastra	*	*	*	*	*		*
Dibra	*	*	*	*	*		*

Red: Not regular. Yellow: Documents not provided.

### 5.3.4 Signing by Regional Police Director

The back page has the signature of the Regional Police Director, who is legally responsible for the development of regional policing strategies. Signing the document implies that he/she accepts the responsibility of issuing the document. Only 2 documents out of 77 do not have the signature, both document pertaining to 2008 for Berat and Durres.

Table 5. Signing by Regional Police Director

Region	2008	2009	2010	2011	2012	2013	2014
Kukes	*	*	*	*	*	*	*
Korça	*	*	*	*	*	*	*
Vlora	*	*	*	*	*	*	*
Berat		*	*	*	*	*	*
Durres		*	*	*	*		*
Tirana	*	*	*	*	*		*
Lezha	*	*	*	*	*	*	*
Shkodra	*	*	*	*	*		*
Fier	*	*	*	*	*		*
Elbasan	*	*	*	*	*		*
Gjirokastra	*	*	*	*	*		*
Dibra	*	*	*	*	*		*

Red: Not regular; Yellow: Documents not provided.

As can be seen, the Berat Strategy has not been approved by both the General Police Director and Regional Police Director, even though it has been drafted and submitted officially to both police directorates. On the other hand, the Durres Strategy has been approved by the General Police Director, but not finally endorsed by the Regional Police Director. The rest, 75 strategies, have been endorsed by the General and Regional

Police Directors, suggesting that they are appropriate in terms of content and valid for application and implementation.

### 5.3.5 Date of Approval of YRPS

In addition, the front page holds a date and a place of the adoption of the strategy, but it is unclear whether it is the date of approval from GPD or RPD, since these dates vary between November-April and the places between Tirana and the regions.

Anyhow, in both cases, one can see that there are inconsistencies, as the law clearly states that the YRPS should be approved by the GPD and Policy Group in January so both processes should be concluded by this date.

Table 6. Date of approval of YRPS

Region	2008	2009	2010	2011	2012	2013	2014
Kukes		*	*				*
Korça	*		*				*
Vlora	*		*			*	*
Berat	*		*			*	*
Durres	*		*		*		*
Tirana	*		*		*		*
Lezha	*		*				*
Shkodra			*				*
Fier	*		*				*
Elbasan			*				*
Gjirokastra			*				*
Dibra	*		*				*

Red: Not regular; Yellow: Documents not provided.

As can be seen from the above table, only 34 out of 77 documents have been approved within the established

deadline. In 2010 and in 2014, all YRPS were approved on time, i.e., they abided by the legal timeline and made its implementation easy in terms of anticipated action plan. In 2009 and 2011, all strategies were approved during March-April rendering these documents difficult to implement in practice, since the activities planned for the first quarter of the year are not achievable for lack of time.

### *5.3.6 Obligation to Submit the Strategy to LGIs prior to Approval by GPD*

According to the Law on State Police, the Regional Police Directorate is required to submit the regional policing strategy to the local government institutions prior to its submission for approval to the DPD and Policy Group.

*Figure 3. Preliminary distribution of YRPS to LGIs*



Only 14 answered were provided to 125 letters submitted to LGIs, of which:

- *Twelve LGI officials declare that they never saw the content of YRPS*
- *One declares that they have seen the content, but do not possess the document for their archive;*
- *One declares that they are not aware of the existence of YRPS, but that they have good relations with the State Police.*

Based on this information, we can say that the State Police has been unsuccessful in disseminating the information and strategies to LGIs failing to comply with the Law (B, point 5). In addition, this indicates that the State Police has failed to involve LGIs in the process of drafting YRPS.

### *5.3.7 Crime Statistics (C point 1)*

In the first section (Identification and Evaluation of the Current Situation), YRPS provide a description of the safety situation for the previous year, the work that the police has done to maintain order and specific police actions that have taken place.

The sectors included in the YRPS are: The Sector against Serious Crimes, the Sector of Traffic Police, the Sector against Terrorist Crimes, the Sector against the Cultivation and Use of Narcotics, the Sector of Financial and Economic Crimes, the Sector of Domestic Violence, the Sector of Public Safety.

If we look at Table 7, we see that the ASP is obliged by law to react to the problems covered by the above sectors. It is difficult to find in the strategies some information on issues and problems encountered by the community, as will be depicted in the analysis, indicating for a 'reactive' rather than 'proactive' approach and not based on the context where the regional police is operating in.

It is possible that YRPS provide statistics on these sectors for the previous year and summarized data on criminal offenses, thus complying with the legal requirements (C, point 1).

Table 7. Reporting crimes of the previous year

Regions	2008	2009	2010	2011	2012	2013	2014
Kukes	*	*	*	*	*	*	*
Korça	*	*	*	*	*	*	*
Vlora	*	*	*	*	*	*	*
Berat				*	*	*	*
Durres	*	*	*	*	*		*
Tirana	*	*	*	*	*		*
Lezha	*	*	*	*	*	*	*
Shkodra		*	*	*	*		*
Fier	*	*	*	*	*		*
Elbasan			*	*	*		*
Gjirokastra	*	*	*	*	*		*
Dibra	*	*	*	*	*		*

Red: Not regular; Yellow: Documents not provided.

Based on the data obtained from the YRPS, six strategies have not included crime statistics of the previous year. These statistics cannot be found for the Region of Berat for 2008, 2009, and 2010. This led to preparation of work plans and strategies for 2008-2011 with no information on the region's context and community needs. Therefore, implementation of these strategies cannot be effective. The same situation applies for the YRPS of Elbasan for 2008-2010.

### 5.3.8 Commitment to Cooperate with the Community (C point 3)

Section 2 (The Mission and the Vision) clearly states the commitment “to work with the community to fight and prevent crime in order to achieve public safety and order”. By doing so, the YRPS are in accordance with the law (C, point 3).

Table 8. Stated commitment for involving the community in policing

Region	2008	2009	2010	2011	2012	2013	2014
Kukes	*	*	*	*	*	*	*
Korça	*	*	*	*	*	*	*
Vlora	*	*	*	*	*	*	*
Berat		*	*	*	*	*	*
Durres	*	*	*	*	*		*
Tirana	*	*	*	*	*		*
Lezha	*	*	*	*	*	*	*
Shkodra		*	*	*	*		*
Fier	*	*	*	*	*		*
Elbasan	*	*	*	*	*		*
Gjirokastra	*	*	*	*	*		*
Dibra	*	*	*	*	*		*

Red: Not regular; Yellow: Documents not provided.

Only 2 strategies are not compliant. Yet, lack of this statement does not cause problems, because State Police is mandated by law to maintain public order and safety and to involve community in policing.

### 5.3.9 Meeting Community Needs (C point 2)

While strategies clearly state that the State Police will collaborate with the community, it is unclear as to how they will basically define and address the community needs and concerns. YRPS has committed a separate chapter or section for each and every requirement of the law, with the exception of one chapter or section to describe how the police have addressed community's problems.

However, 25 out of 77 YRPS have included special list or statement on community concerns on community concerns.

Some of these paragraphs are police perceptions of problems the community and not of the stakeholders themselves.

Some of these concerns include: the use and cultivation of drugs (especially in schools), the high rate of crime, domestic violence and exploitation of minors, a need for a higher presence of police in public environments, and other environmental or conflict problems. Some of these concerns are a responsibility of specific sectors and the police institution itself as defined by law. Some of these concerns are a responsibility of specific sectors and the police institution itself as defined by law<sup>28</sup> and the YRPS report the work that has been done on the part of the police towards shrinking the problems. Indeed, this is a way to address community problems.

On the other hand, Section 3 (Strategic Priorities for the year) includes a list with concerns that the police directors and officers should work upon locally for the next year.

Concerning what are the directors addressing as concerns they are not the same with the ones that the community is addressing. If we want to match both lists to find similarities we can say that there exist coincidences and the elements match<sup>29</sup>, yet generally they are not related. The topics where matching exists are on the ones which are duties of the ASP defined by law as we have mentioned above.

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<sup>28</sup> Law 9559/2006 , "On an Addition to the Law No.7975, dated 26.07.1995 "On Narcotic Drugs and Psychotropic Materials"; DCM No. 8/2002 "On Establishment of the National Committee for the Fight Against Trafficking of Human Beings, National Committee for the Coordination of Fight Against Drugs"

<sup>29</sup> Matching elements relate to the State Police obligations specified by law, as already mentioned above.

Second, in the YRPS we can find reporting about the number of phone calls and complaints submitted by the community to the toll-free lines provided by the police. Out of 77 YRPS, 16 of them provide statistics about the phone calls placed by the public. Yet there exist no report about the number of phone calls and complaints that the police have responded to.

It can be concluded that none of the strategies meets the above criterion in terms of compliance with the law.

*Table 9. Addressing community problems*

Region	2008	2009	2010	2011	2012	2013	2014
Kukes	Red	Red	Red	Red	Red	Red	Red
Korça	Red	Red	Red	Red	Red	Red	Red
Vlora	Red	Red	Red	Red	Red	Red	Red
Berat	Red	Red	Red	Red	Red	Red	Red
Durres	Red	Red	Red	Red	Red	Yellow	Red
Tirana	Red	Red	Red	Red	Red	Yellow	Red
Lezha	Red	Red	Red	Red	Red	Red	Red
Shkodra	Red	Red	Red	Red	Red	Yellow	Red
Fier	Red	Red	Red	Red	Red	Yellow	Red
Elbasan	Red	Red	Red	Red	Red	Yellow	Red
Gjirokastra	Red	Red	Red	Red	Red	Yellow	Red
Dibra	Red	Red	Red	Red	Red	Yellow	Red

*Red: Not regular; Yellow: Documents not provided.*

Actually, collaboration with the community and meeting their needs is one of the main priorities of community policing philosophy and of the Law on State Police and policing strategy. Failure to address these problems renders the strategies inefficient in preventing crime and incompliant with the core principles of the community policing.

### 5.3.10 Making Recommendations to Decrease Crime Rates (C point 4)

A detailed list on how to achieve the goals and priorities set in Section 3 (Strategic Priorities) can be found in Section 5 (The Action Plan). This section is organized in a table, as the sample provided below:

*The template of organization of recommendations in the YRPS*

**Strategic Priority No. 1 “ \_\_\_\_\_ ”**

No.	Implementing Measure	Deadline	Sector in Charge
1.(1)	Measure 1	Date/Ongoing	Sector / Police Station
1.(2)	Measure 2	Date/Ongoing	Sector / Police Station

Every objective has an individual extension defining all measures that need to be taken in order to achieve the objective, a deadline for each measure to be implemented that can be a specific date or an “ongoing process”, and the sector in charge for the implementation. Some documents include an additional column, which provides an estimate cost of the implementation.

By taking these measures in the YRPS, the State Police aims to lower the crime rates, maintain order and safety and reach the quantitative and qualitative performance indicators defined in the YRPS.

Table 11. Making recommendations to decrease crime rates

Region	2008	2009	2010	2011	2012	2013	2014
Kukes	*	*	*	*	*	*	*
Korça	*	*	*	*	*	*	*
Vlora	*	*	*	*	*	*	*
Berat		*	*	*	*	*	*
Durres	*	*	*	*	*		*
Tirana	*	*	*	*	*		*
Lezha	*	*	*	*	*	*	*
Shkodra	*	*	*	*	*		*
Fier	*	*	*	*	*		*
Elbasan	*	*	*	*	*		*
Gjirokastra	*	*	*	*	*		*
Dibra	*	*	*	*	*		*

Red: Not regular; Yellow: Documents not provided.

Only one strategy does not include recommendations on lowering crime rates. In addition to the reasons elaborated above, the Strategy of Berat does not include a plan of police measures rendering the document inapplicable and ineffective.

On the other hand, it seems that the recommendations are not in conformity with the community needs and are not based in the region's context. Thus, they cannot be effective in reducing crime rate and maintaining public order as well as in implementing community policing.

#### 5.4 Summary of Findings on National Compliance and Effectiveness of YRPS Implementation

When analyzing YRPS from year 2008 and on to 2014, one can see problems in YRPS for years 2008 and 2009 in terms

of content regularity, since it was a new process for the police at both local and central level. The Strategies of Berat and Shkoder do not fulfill any of the criteria of the YRPS. They mostly describe theoretically what the philosophy of community policing is and argue minimally about the measures to be taken towards the objective. Only in 2010 the YRPS managed to create the common structure mentioned above. The strategies do, however, continue to pose irregularities regarding the following:

- Date of approval, rendering the strategy not fully effective due to limited timelines;
- Failure to address community problems and to involve LGIs prior to final approval, which is essentially what the community policing and establishment of partnership are all about.

As can be seen from the following table (a summarized table of all tables provided above), none of the YRPS can actually be effective for and representative of the local communities. Yet, even if communities had been involved in the preparation of these strategies, other irregularities and flaws would render half of them difficult to implement and hardly effective.

Table 12. YRPS that are compliant with the requirements of the Law (without addressing concerns)

Region	2008	2009	2010	2011	2012	2013	2014
Kukes		*	*				*
Korça	*		*				*
Vlora	*		*			*	*
Berat						*	*
Durres			*		*		*
Tirana	*		*		*		*
Lezha	*		*				*
Shkodra			*				*
Fier	*		*				*
Elbasan			*				*
Gjirokastra			*				*
Dibra	*		*				*

Table 13. YRPS that are compliant with the requirements of the Law (addressing concerns)

Region	2008	2009	2010	2011	2012	2013	2014
Kukes							
Korça							
Vlora							
Berat							
Durres							
Tirana							
Lezha							
Shkodra							
Fier							
Elbasan							
Gjirokastra							
Dibra							

Both tables: Red: Not regular; Yellow: Documents not provided.

A more thorough examination of the strategies helps to reveal that many of them are similar in both form and content. Strategies of years 2008 and 2009 are similar and repetitive among regions,<sup>30</sup> whereas from year 2010 and the content of the strategies is almost similar for the same region. This indicates a poor quality of and simply formal preparation of these documents.

In addition, it is interesting to note that YRPS have been approved by both the General Police Director and Regional Police Director, even though they are deficient and incompliant with the requirements of the law. This phenomenon signals poor preparation and training of State Police structure to design and assess strategic documents based on the legislation and on the community policing philosophy.

#### *5.4.1 Impact*

Building on data collected from YRPS, the following graphics show that implementation of these strategies and CP has not impacted a crime rate decrease. While the multiyear practice in other countries shows that adopting CP does not always lead to lower crime rates, the national CP strategy for years 2007-2013 considers reduction of criminality as one of its major priorities.<sup>31</sup>

Both the national police strategy and the YRPS define the decrease of the crime rate as a priority and performance indicator in Chapter 4 (Performance Indicators). The selected indicators are divided in qualitative and quantitative indicators.

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<sup>30</sup> Example: the Strategy of Elbasan for 2009 provides for a plan of measures during the tourist season and overpopulation of beaches. (Elbasan has no access to sea or lake waterfront.)

<sup>31</sup> National Strategy of State Police 2007-2013

This chapter is built on the National State Police Strategy 2007-2013, which specifies performance evaluation as an important method of self-evaluation and performance evaluation of the institution,<sup>32</sup> towards the path to full implementation of the community policing.

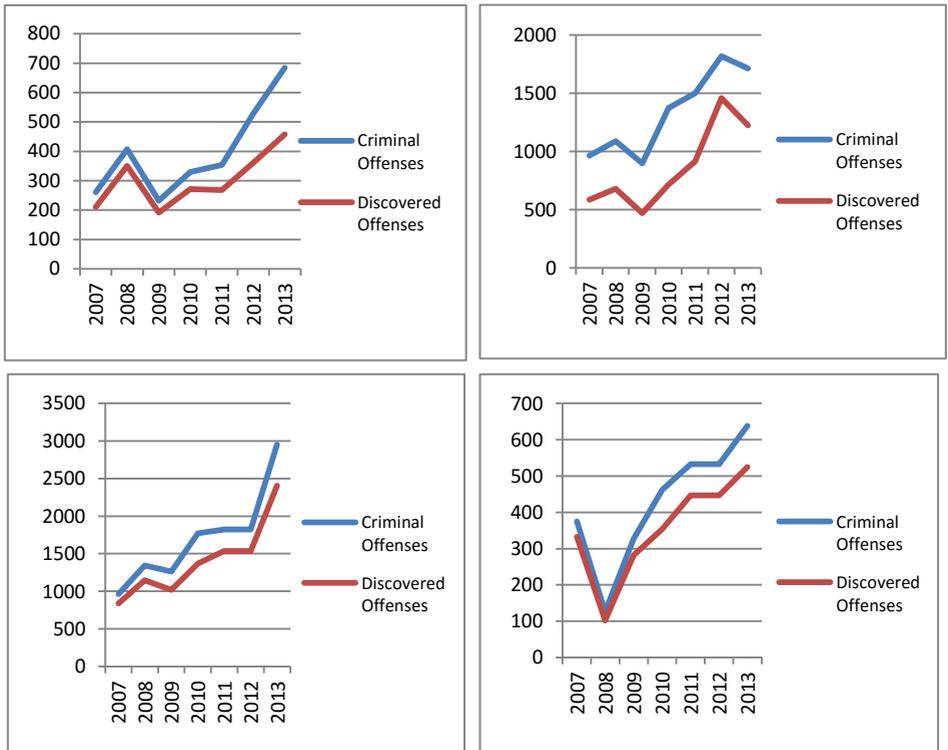
Qualitative indicators cannot be measured and define the long-term goals of applying the strategy. They can be summarized into: prospective to increase the community's trust, LGIs and other community actors' trust and cooperation with the ASP, preventing and fighting crimes and offenses, improving the performance of the police, etc.

Quantitative indicators can be measured very easily and make it possible to trace the process of implementation and performance. They are diverse in each region and in different years, yet all YRPS target a decrease of 5-10 percent in the total number of crime and offenses and an increase of 5-10 percent in the discovering rate of crimes.

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<sup>32</sup> National Strategy of State Police 2007, p.16

Graph 1. Criminal offenses in four selected regions (data obtained from YRPS) 2007-2013



Source: YRPS (2007-2014) Kukes, Vlora, Durres Gjirokastra (from top left).

The above graphics reveal that there is no decrease in the number of criminal offenses during 2007-2013 for none of the selected regions (irrespective of the diversity of the security problems), whose values have actually increased.

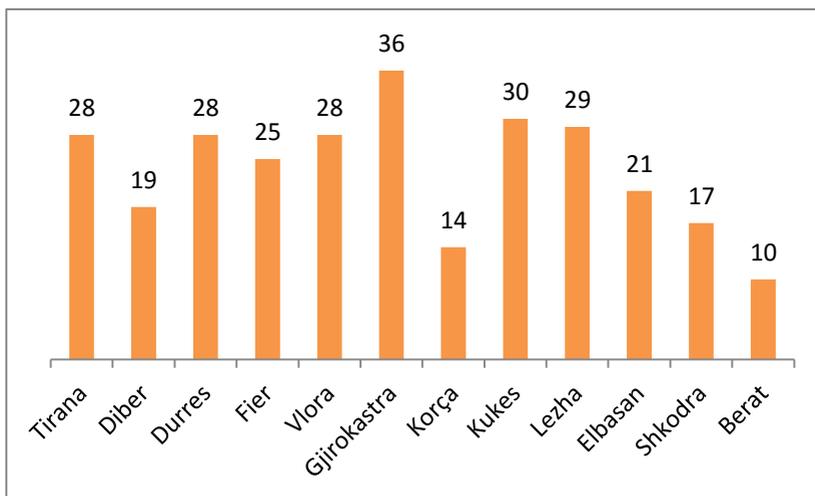
At the same time, the curve defining the figures of offenses detected moves in a parallel shift to the figures of crime rates, suggesting for ineffectiveness or lack of a problem-solving approach including the YRPS as a proactive instrument.

### 5.4.2 Cooperation with LGIs

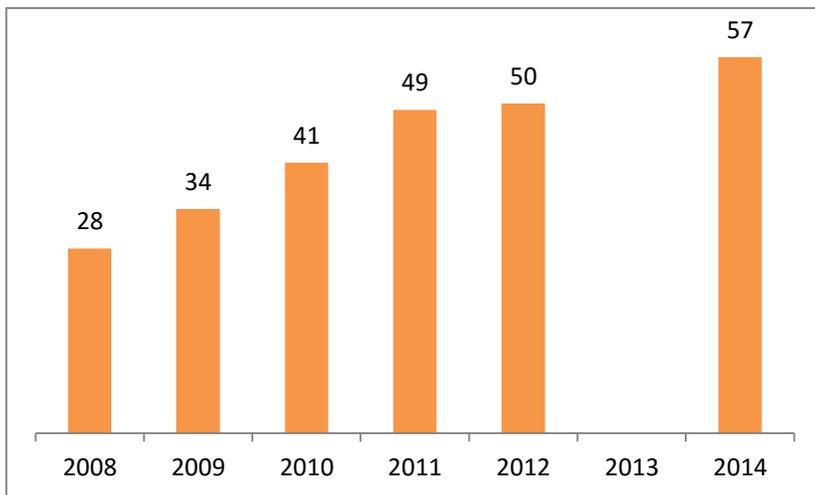
“The need to cooperate with LGIs” has been examined based on the information collected from YRPS. If the cooperation between the State Police and LGIs and their mutual dependence had increased over the years, this would have been come into surface in the annual strategies by including several actors in the action plan of the following year.

As can be seen from Graph 2, “The Need for Cooperation with LGIs” has not changed drastically with minor differences among regions.

*Graph 2. Need for cooperation with LGIs by region*



Graph 3. Need for cooperation with LGIs over the years



Source: SVPQ 2007-2014 (2013 not included)<sup>33</sup>

While the figures have doubled from 2008 to 2012, taking into account a cross-time analysis of the content of the action plans, which include cooperation with LGIs on annual basis, the need to interact with the local actors is linked with their involvement in awareness campaigns to inform various community groups about certain issues. The police have been unable to prepare complete action plans with local actors failing to sufficiently involve them in the implementation of the YRPS.

#### *5.4.3 Practice of Cooperation between ASP and LGIs*

Based on the YRPS findings about cooperation with LGIs, it seems that ASP has not involved local governance institutions in the design and implementation of these strategies.

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<sup>33</sup> YRPS 2013 have been excluded since some of them were not made available.

This argument was also confirmed from the information collected from 40 interviews with majors of municipalities and communes in the four selected regions.<sup>34</sup> In some cases the mayors are not even aware of the existence of the YRPS and their right to contribute to community policing or what it even means.<sup>35</sup>

The local governance institution with which the police have a higher cooperation is the Prefect, although according to the law, the police have the duty of reporting to the prefect. In contrast, cooperation with other LGIs it is a matter of commitment and good will from both parties. Based on this evidence, we can say that the Prefect has been unable to serve as an effective connecting bridge between the ASP and LGIs, as foreseen and stipulated in the law.

On the other hand, the ASP and LGIs have had frequent contacts over the years regardless of failure to involve LGIs in the design and implementation of YRPS. This interaction varies by region. In some areas, the interaction has been more commonplace and in some other quite rare. The meetings have been mostly formal, meaning that the ASP and LGIs would meet to discuss certain issues. There have also been informal meetings in smaller rural areas, where the police would report once a day at a commune mayor's office. The collected information reveals that such meetings have taken place in all regions.

The issues discussed in both formal and informal meetings are basically related with narcotics and crimes and are initiated by the police. In some situations, the police are involved in other

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<sup>34</sup> In reliance of the Strategy of Kukes Region (2010)

<sup>35</sup> Phone interview with three mayors.

scenarios, such as water and electricity problems, even though the commune leaders claim to have requested and triggered the police involvement.

Other actors have been involved in the formal meetings, even though the mayors report for a low frequency of their presence. The most involved institutions are schools and institutions operating in the education sector. Other local actors and institutions are usually not included and involved by the police except in emergency situations. These meetings are mostly focused in the students' consumption of narcotics and prevention of violent conflicts. The purpose of these meetings is to raise awareness about drug consumption but, at the same time, to present the police as a reliable source of support.

#### ***Box 1. Policing in Rural and Urban Areas***

A difference between policing in small rural areas and in urban areas has been observed. In small communes and villages, the police inspectors have created a dependable relationship with the Reeves and not the commune mayor considering him a reliable source of information. Also, the police are close to the community in order to prevent disorder and establish closer ties with community members. While the approach is "proactive" in these areas, it has come more as a need due to the fact that there exists only one police officer covering a big area of land.

In urban areas, the above trend is not observable due to the high mobility of the population and the diverse security problems but as well due to the fact that the density of the police is higher creating a more "reactive" approach of the police officers in these areas. In cities the mayors say that the presence of police patrols and beats has increased which has created a feel of safety to the community but on the other hand in touristic places the presence is so intense that the tourists are intimidated.

On the other hand, regardless of the meetings, LGIs argue that their relationship with the local police has been positive but has stayed formal. LGIs have been unable to get involved in the daily work of the police.

The interviews with the LGIs mayors reveal that the situation is stable and the trust has increased but is fragile and unconsolidated. The community is mostly unclear about the roles and duties of the police and associate a failure in the prosecution office and the judiciary as a police failure undermining the police attempts to create trust.

As mentioned previously, since the YRPS fail to address community concerns, this is a sign that the meetings were not successful in achieving their goal in creating dependable relations and in establishing community structures. Community policing so far has been seen as an attempt to open the police up to the public, but not much is being done to establish concrete links to see what the public wants from the police.<sup>36</sup>

## 5.5 Factors that Facilitate and Inhibit the Implementation of YRPS and the Cooperation between the ASP and LGIs

The international donors and assistance community, which has played an important role in the adoption of CP, has been also active in the implementation and evaluation processes. In addition to the direct assistance provided to the ASP to

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<sup>36</sup> A. Koci, T. Gjuraj (2016) " The relationship between community policing and human rights in Albanian's police reform"

implement CP, a number of projects have focused on the evaluation of the implementation of CP.

Given that the community policing model allows for flexible approaches in the evaluation of CP, a number of projects have examined CP in Albania through various angles such as the assessment of the CP model in the policing culture,<sup>37</sup> the perception of crime, security and road safety,<sup>38</sup> the assessment of capacities of ASP in implementing CP with the focus on youth,<sup>39</sup> and several studies that deal with organization and operation of police forces..

Irrespective of the importance of CP, no evaluation of the cooperation between the ASP and the LGIs has been undertaken so far, although as mentioned above, the ASP and the LGIs are responsible for adoption of the YRPS as provided by the law.

Although the 2007 Law on State Police 2007 and the Law on Local Self-Government facilitate the process of cooperation and interaction between the ASP and LGIs, the drafting and implementation of YRPS in cooperation with local actors faces numerous difficulties.

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<sup>37</sup> SACP Program, *“Police, Order, Security and Relations with the Community: Findings and Recommendations on Policies to Improve the Albanian State Police Performance on Community Policing”* Swedish Support to Ministry of Interior /State Police on Community Policing Programme, April 2014

<sup>38</sup> SACP Program, *“Study on Measuring Safety of Community”*, Institute for Change and Leadership and the Center of Business, Technology and Leadership, November 2013

<sup>39</sup> SIPU, Swedish Support to MoI/SP on Community Policing Programme, *“Study Report, Capacities and effectiveness of the PSH Community Policing Programme: Developing effective working partnerships with local government, central government, NGOs and communities and with a particular emphasis on youth partnerships.”* Tirana, 2012.

<http://www.cp-proiect.al/wp-content/uploads/2013/01/Baseline-study-report-on-PSH-partnerships-and-youth.pdf>

The factors that inhibit the collaboration come from both parties, ASP and LGIs.

The biggest problems relate to the challenges regarding the State Police's organizational transformations that do not facilitate the process of cooperation. The new National Strategy of the State Police 2015-2021 addresses a considerable share of these problems.

Firstly, problems arise due to a low level of communication and coordination within the local institution.<sup>40</sup> Police structures continue to be vertical and have not changed with the implementation of the CP rendering the communication among tiers of the institution quite difficult. In addition, there is no clear segregation of duties within the police forces, since police officers perform other duties, which are unrelated with community policing.<sup>41,42</sup>

Secondly, local structures continue to be dependable and reporting to central-level institutions,<sup>43</sup> undermining the independence in their operation and management at central level. As discussed above, the Prefect is the local government institution to which the police are held accountable and with which it collaborates at most even though this institution operates at central level for the region. In addition, "although the law requires informing and consulting authorities on crime trends and policing priorities, police actions are ultimately the responsibility of Tirana Police Headquarters."<sup>44</sup> The previous

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<sup>40</sup> Strategy of Gjirokastra (2009, 2010)

<sup>41</sup> Interviews: POL01, POL02, POL03

<sup>42</sup> Note: The Police Strategy does not foresee the creation of such structures.

<sup>43</sup> Ibid.

<sup>44</sup> A. Koci, T. Gjuraj (2016) "The relationship between community policing and human rights in Albanian's police reform"

structural organization of the police, where the application of the decentralized organizational model by decision-making institutions had granted discretion to several structures leading to unnecessary bureaucracy in communication and leadership, disproportionate ratio between administrative and operational work, etc., had gradually weakened the structures and services at local level and generally in the performance of the Police.”<sup>45</sup>

Thirdly, the police is vulnerable to political changes and influence, a direct consequence of the dependability of the local police to the General Police Directorate. This problem was also pointed out in the Strategy of State Police 2007-2013.<sup>46</sup>

Fourthly, lack of adequate training at leadership and operational level is problematic. At leadership level, the police have been unable to design and evaluate YRPS based on the CP philosophy and contextual challenges presented by various communities.

YRPS report for no professional and ethical quality of the police.<sup>47</sup> The latter is supported by multiple municipality mayors arguing that certain police officers act hostile and in general they lack communication skills to approach the institutions and even the community. The above situation is partly due to the lack of training in the field of community policing<sup>48</sup> and the lack of training in police ethics<sup>49</sup> in the basic

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<sup>45</sup> National Strategy of State Police 2015-2021

<sup>46</sup> A. Koci, T. Gjuraj (2016) “ The relationship between community policing and human rights in Albanian’s police reform”

<sup>47</sup> Strategy of Kukes (2010,2011)

<sup>48</sup> Note: See Section on ‘Addressing Community Problems’

training course and partly to the recruitment process.<sup>50</sup> Based on a survey conducted with police forces in the Albanian territory, there exists a need for more frequent and complex training on community policing.<sup>51</sup>

Fifthly, LGIs report for poor police infrastructure and frequent movements of police officers within and outside the police organization leading to difficulty in building mutual trust with the community and other institutions.<sup>52</sup> These statements were supported as well by the interviews conducted with the police officers, although they argue that this trend is more present in urban areas rather than rural ones.<sup>53</sup> Until 2014, about 46% of police buildings were inadequate and could not meet the needs of a new reorganization expected to be carried out; 58% of the police motor vehicles are depreciated and of little use; about 46% of the police units have deficient and inadequate means of communication; uniforms and other equipment are defective and scarce and do not respond to the needs for an appropriate police service..<sup>54</sup>

Sixthly, LGIs lack commitment and motivation to solve community problems in partnership with the police.<sup>55</sup> Interaction is mainly triggered by the police and LGIs do not have sufficient information or have not established the tradition to turn to the police and to hold it accountable.

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<sup>49</sup> Note: Trainings on ethics consist on 5 hours of a total of 200 hours in the basic training course.

<sup>50</sup> Interview: POL03

<sup>51</sup> SIDA Report on Community Policing 2012, pg.36

<sup>52</sup> Phone interview, 30/40 representatives of local governance

<sup>53</sup> Interview POL01, POL02, POL03

<sup>54</sup> National Strategy of State Police 2015-2021

<sup>55</sup> Strategy of Kukes Region (2012)

## 6. CONCLUSIONS AND RECOMMENDATIONS

In the framework of the adoption of the Law and the new National Police Strategy (2015-2021) and nine years after the first efforts to adopt community policing, this study assesses the CP legislation and strategies and evaluates its practical implementation with the aim of providing recommendations that would facilitate the process of applying the instruments in the country's institutional and social context.

The State Police has applied CP philosophy for the last nine years by imposing normative obligations to design yearly CP strategies and create partnership with local government institutions and other local stakeholders.

On the other hand, the police have undertaken few measures to make the police organization adequate to adopt this philosophy and to interact and collaborate with other actors. The yet vertical and centralized police structures, deficient training on CP leadership and operation, and the frequent movement of police inspectors within and outside police organization have brought about failure to develop annual strategies as efficient instruments of prevention.

In fact, YRPS have problems with their legal regularity, among which the most significant one is the failure to address community concerns. Other problems relate with the YRPS form and content, which are the same over the years and among regions, failing to adapt to the social, cultural and environmental context of the region or area.

While ASP and LGIs have cooperated both formally and informally, this cooperation has not resulted in the involvement

of LGIs in the design and implementation of YRPS as well as in the establishment of partnership between these stakeholders, thus inhibiting the work of the police in identifying community problems and in finding effective solutions.

As a consequence, YRPS failed to serve as “proactive” and facilitating instruments in building community structures and their implementation did not lead to decrease of the crime rate, as foreseen in the National Police Strategy 2007-2013.

In 2014-2015, the new State Police Law and Strategy were adopted, re-emphasizing the need to develop YRPS in cooperation with local stakeholders. Unlike the strategy of 2007-2013, the new strategy stipulates radical changes regarding the police structures and institution. These initiatives were triggered by several studies conducted on the lack of effectiveness and efficiency of the old organization.

Also, the National Police Strategy of 2015-2021 does not provide for any instruments to build partnership with local actors.

In addition to formal enforcement of legal requirements, this study recommends a proactive approach for the State Police to strengthen institutionalization of the relationship with the local actors.

It is necessary to organize periodic consultation with institutional local actors so as to develop the practice of communication and cooperation between the State Police and local institutions. The initiative may come from top to bottom and by means of Police Director’s instruction or order. It may also be a dynamic process where various regional leaders of

the State Police may institutionally and individually promote models of public accountability.

By the end of each year, the State Police should present to local councils a report on implementation of the annual security strategy and a draft strategy for the following year. Other local stakeholders should be invited to this presentation.

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