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Sida Decentralised Evaluation

Nordic Consulting Group A/S, Oxford Policy Management,
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Albanian Police Capacity Building: From repressive force to serve communities with trust

Evaluation of Sweden's support to the programme "Strengthening Community Policing in Albania", second phase 2017–2020

Final Report



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June 2020

Jocke Nyberg
PK Eriksson
Ani Plaku
Cajsa Hemström

Authors: Jocke Nyberg, PK Eriksson, Ani Plaku, Cajsa Hemström

The views and interpretations expressed in this report are the authors' and do not necessarily reflect those of the Swedish International Development Cooperation Agency, Sida.

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SWEDISH INTERNATIONAL DEVELOPMENT COOPERATION AGENCY

Address: SE-105 25 Stockholm, Sweden. Office: Valhallavägen 199, Stockholm

Telephone: +46 (0)8-698 50 00. Telefax: +46 (0)8-20 88 64

E-mail: info@sida.se. Homepage: <http://www.sida.se>

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Abbreviations and Acronyms

ASP	Albanian State Police
CP	Community Policing
CPO	Community Policing Officer
CSO	Civil Society Organisation
CSS	Community Safety and Security
DV	Domestic Violence
DVS	Domestic Violence Support
ESS	European Social Survey
EQ	Evaluation Questions
EU	European Union
FCG	FCG Swedish Development AB
HQ	Headquarters
ICITAP	International Criminal Investigative Training Assistance Program
SC	Steering Committee
JWG	Joint Working Group
LCPS	Local Council on Public Safety
LPD	Local Police Directorate
LSMS	Local safety measurement system
M&E	Monitoring and Evaluation
Mol	Ministry of Interior
NGO	Non-Governmental Organization
NPO	National Program Officer
PAMECA	Police Assistance Mission of the European Community to Albania
PMS	Performance Management System
PMT	Programme Management Team
PSC	Programme Steering Committee
RPD-CPS	Regional Police Directorate Community Policing Support
SACP	Swedish Support to the Mol / ASP on Community Policing
SCPA	Strengthening Community Policing in Albania
Sida	Swedish International Development Cooperation Agency
SMS	Strategic Management Support
SOP	Standard Operating Procedure
TLPD	Target Local Police Directorate
ToC	Theory of Change
ToT	Training of Trainers
UNDP	United Nations Development Program

Preface

This assignment was contracted by the Embassy of Sweden Tirana through Sida's Framework Agreement for Evaluation Services and conducted by the consortium led by Nordic Consulting Group A/S, with partners Oxford Policy Management Limited, Triple Line Consulting Limited and Nordic Consulting Group Sweden AB. NCG Sweden led this assignment. The evaluation team consisted of the team leader Jocke Nyberg and team members PK Eriksson, Ami Plaku and Cajsa Hemström. The evaluation report was quality-assured internally by Penny Hawkins, Triple Line. The project manager was Julie Strøyer Rasmussen at Nordic Consulting Group A/S.

Executive Summary

Evaluation purpose, object, and scope

The object of this evaluation is the “Strengthening Community Policing in Albania” programme, which started with a first phase in 2012. It is a collaboration between the Albanian State Police and Ministry of Interior, which has received Swedish support to develop Community Policing. The evaluation scope is the second phase which started in January 2017 and is expected to end in December 2020. The evaluation concerns results achieved from the programme in comparison with its Theory of Change and recommendations for a possible future cooperation in the area of community policing.

Approaches, methods and limitations

The evaluation took a utilisation-focused approach with learning as an overarching purpose. This means that the methodology adheres to the intended users with a strong focus on learning. The utilisation focus in practice means that there is a close collaboration between the evaluator and intended users, such as ongoing communication and dialogue to secure a shared understanding of concepts and the evaluation process, respecting evaluators’ integrity and impartiality.

The evaluators conducted single semi-structured interviews with all categories of stakeholders, using pre-established interview. A total of 25 interviews were conducted, out of which 5 were with Project Management Team members, 9 with senior political and police officials, 2 with municipal and regional police officials, 2 with short-term experts, 2 with NGOs involved in the Grant Scheme, 4 with donor representatives involved in other projects supporting Albanian Police, and 1 official at the Embassy of Sweden. A distinctive quantity of project documents and relevant partners’ documents were also studied. In addition, a small study was conducted of relevant organisations and agencies’ experience of learning and capacity building methods and specific tools. The main limitation was the break-out of the Covid-19 pandemic that coincided with the evaluation. Planned field visit to Albania were cancelled for the international team members, ruling out on-the-spot observations. Neither the Albanian team member could conduct field work due to confinement restrictions. In general, the pandemic slowed down the work as scheduling and conducting interviews remotely is more time-consuming and some triangulation of data was compromised due to lack of resources.

Findings

The findings are presented in relation to the 17 evaluation questions decided upon in the Terms of Reference, slightly adapted by the evaluation team for methodology purposes. The findings chapter make out a large portion of the evaluation report, as each finding is both summarised and thoroughly explained with appropriate sub-sections. The findings are categorised according to relevance, effectiveness, efficiency, impact and sustainability.

Relevance

The three pillars that the Strengthening Community Policing in Albania programme is structured around show a holistic approach to the needs for capacity building of Albanian State Police. The second phase of the programme is working in the same direction as the Albanian government's strategy of continued efforts for a strengthened community policing through the country's local police districts. It is recognised that that the prevalence of violence impedes women's rights to economic and social development and political participation, hence the national strategy for gender equality considers domestic violence a priority.

Effectiveness

There is noticeable discrepancy between the outcome concepts of the original Theory of Change and the results framework used during implementation. The overall objective can however be seen cautiously optimistic, as the evaluation finds that there are indications of enhanced trust between the Albanian State Police and the general public. The general management approach is considered successful, although the constant change of local police directors has a negative impact on results. Some outcomes, regarding visibility and outreach to the general public, were considered too ambitious and/or complex for the four-year period that is the second phase, making certain outcomes unrealistic.

Impact

The Ministry of Interior is now collaborating with the Community Policing Officer on the importance of reforming the entire organisation for the sake of improving relationships and cooperation with the general public. Domestic violence has moved up on the police agenda and now has resources to implement the national strategy in accordance with updated legislation, as a result of the programme.

Concrete examples of impact made include:

The institutional structure of ASP has more autonomy and capacity to design strategies to address community concerns, with the example of the establishment of units for Strategic Analysis, Planning, Monitoring and Evaluation.

Trust towards police officers has increased significantly – the number of reports has increased (for instance in 2019 in Kukës it has increased by 21% compared to 2018).

A more human rights-based approach by the ASP when dealing with victims of domestic violence and juveniles. There is an ongoing shift in mentality and treatment applied in interrogation rooms (also linked to logistic and infrastructure improvements).

The ASP has more self-confidence and knowledge of how community policing works in other countries thanks to study visits, with possibilities of continued relationships.

The ASP is more friendly and citizens' oriented organization. Service delivery is organized based on the one-stop-shop model, reception halls were renovated and made much more accessible, while currently a new software is under development to provide electronic management of the queries and electronic delivery of the services.

Efficiency

The Swedish-funded Juvenile Justice Programme has collaborated with the programme to establish special premises for interviews, with success. However, more involvement from the Swedish Police is required for further proposals. Something that is lacking in the implementation of the programme is FCG's critical review of donor coordination in the application to the embassy, neither was there an ambition to change this. Moreover, an updated model for international police officers that include less fixed costs should also be looked into.

Sustainability

After almost a decade of support to the Albanian State Police, several donors and international organisations show proof of planning capacity. The high level of achieved outputs, strong relationships between Sweden and Albania, together with the Albanian and EU accession process' consensus among political forces, have contributed to reliable and positive indications for continuous commitment to capacity building of the police by the Albanian State Police and the Ministry of Interior.

Conclusions

The evaluation finds that a new phase is viable. This conclusion is based on a number of factors, including the following:

The parties benefitting from the programme, namely multiple levels of the Albanian State Police as well as the Ministry of Interior, have committed and participated to a significant extent. Being aligned with laws contributes to the programme fulfilling many criteria on relevance. The programme is considered relevant to the EU accession process, giving the programme supportive political context.

Although the programme has not experienced a long period of full implementation, it has proved both effectiveness and efficiency. The programme managing team has shown excellent implementation skills, both practical and administrative. The original Theory of Change, however, has not been incorporated enough due to its complexity and scope. This has resulted in confusion when comparing documented results. Another critique is the inadequate coordination with other international organisations. The evaluators find that FCG made too many promises in this regard.

In general terms, the programme is implemented efficiently and has provided value for invested resources, considering the size of the project.

Recommendations

The evaluation contains four recommendations for a third phase, and four recommendations for the remaining time of the second phase.

Recommendations for a third phase include:

If there will be a third phase of the programme, there is no need to change the thematic scope of SCPA, with the condition that community policing and domestic violence continues to be a priority for the government in accordance with policies and strategies for ASP and MoI.

Expanding and further anchoring the CP model should focus on geographical areas where the presence of the model is not developed as much as in the Elbasan and Kukës regions.

Recommendations for the remaining time of the second phase include:

Story-telling can be used more by the PMT to complement results presentation, with short interviews with CPOs, mayors, public officials, NGO leaders and members supporting indications of results.

The PMT should promote increased training for ASP officials on gender issues with focus on domestic violence. There should be changes to Albanian laws to ensure that they are more in line with the country's commitment to international human rights law; relevant is the Istanbul Convention on preventing and combating violence against women and domestic violence.

ASP should be encouraged to increase the number of community policing offices in different areas of the country.

1 Introduction

1.1 EVALUATION FOCUS AND SCOPE

The focus of the present evaluation is the second phase of the “Strengthening Community Policing programme in Albania” (hereinafter SCPA), financed by Sida within the Results Strategy for Sweden’s reform cooperation with Eastern Europe, the Western Balkans and Turkey 2014-2020.¹ The implementation of the second phase of SCPA is being carried out between January 2017 and December 2020. The implementing organisation of SCPA is FCG Swedish Development AB (hereinafter FCG Sweden or FCG), a development cooperation consultancy company which forms part of the Finnish Consulting Group’s global network. FCG Sweden has a dedicated implementation and monitoring team for SCPA, based in Tirana with staff made up of Albanian and international experts, supervised by a programme manager in Stockholm. The Embassy of Sweden in Tirana is responsible for monitoring the programme.

The specific objective of the evaluation is to analyse the overall performance of the programme, compare intended with achieved results and if the original Theory of Change (hereinafter ToC) – presented in the application to the Embassy of Sweden in 2016 – has been adequate during the implementation. The Terms of Reference for the evaluation indicate that the evaluation should make a critical assessment of strong and weak points, including major conditions for success and risks. It should also assess the different roles and responsibilities of the major programme stakeholders like the Albanian State Police (ASP, including the Target Regional Police Directorates), the Ministry of Interior (MoI), local security and safety institutions and civil society members. The evaluation should look also at the quality of the programme coordination with other actors active in the field of security and safety, including both national/local ones and international programmes.

In light of a possible follow up through the support for a third phase of SCPA, the evaluation should provide the Embassy of Sweden with tangible recommendations for the feasibility and composition of the cooperation in the coming five years (2021-2026). Further, it should exploit existing capacities of the programme and ASP/MoI to respectively provide and absorb support for sustainable results, while also exposing limitations.

¹ The strategy is available here: <https://www.regeringen.se/land--och-regionsstrategier/2014/03/ud-14013/>

1.2 EVALUATION CRITERIA

The assessment criteria for the evaluation are relevance, effectiveness, efficiency, impact and sustainability of SPCA with specific evaluation questions for each criterion. They are presented in table 4 and are responded to one-by-one in this report.

1.3 EVALUATION IMPLEMENTATION

The evaluation was conducted by a team of three experts and one intern with complementary expertise, Jocke Nyberg, team leader and senior evaluator and human rights expert; Per-Kåre Eriksson, senior ex-police officer with significant experience from international capacity building missions; and Ani Plaku, senior expert on social policy evaluation and gender equality. Cajsa Hemström, junior researcher in development studies and intern at NCG Sweden, provided with data analysis and production of tables. The team conducted their work during the period March to May 2020.

2 The Evaluated Intervention

2.1 PROGRAMME BACKGROUND: SWEDEN'S SUPPORT TO ASP SINCE 2012

Sweden has been supporting the Albanian State Police (ASP) and Ministry of Interior (MoI) since March 2012 in order to develop Community Policing.

Over the period June 2010 to April 2011, ISSAT/DCAF assisted Sida in supporting MoI and ASP to design a programme to enhance Community Policing in Albania. The first phase of the cooperation started in March 2012 and continued until 2015. Unfortunately, the project did not start up again until the second phase started in January 2017. Due to staff changes during the summer of 2017 the programme was on hold.² With a new programme manager and new international experts, the programme restarted during late autumn 2017.

The second phase is currently running until December 2020, over four years and with a total budget of 30 MSEK. Following on from the results of the first phase, the current phase is based on three inter-related pillars:

(1) Regional Police Directorate Community Policing Support (RPD-CPS), with subcomponents

- Support the ASP to enhance the efficiency of the CP structure
- Strengthening local partnerships
- Capacity building to transform ASP into a modern citizen- and service-oriented organization.

(2) Strategic Management Support (SMS)

- Strategic planning and performance evaluation
- Coordination between all stakeholders
- Support communication processes and capacity building.

(3) Domestic Violence Support (DVS)

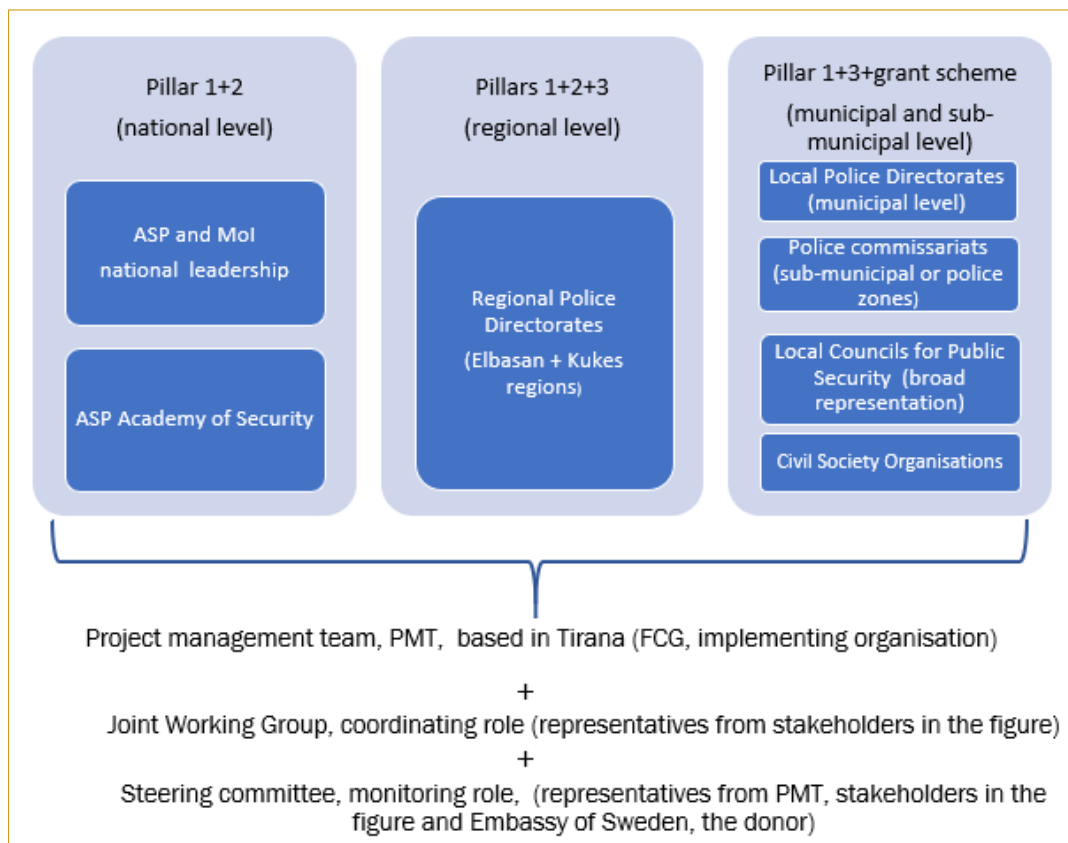
- Referral Mechanism and Interdisciplinary Technical Team in TLPDs
- Restructuring and reorganizing internal premises in pilot region commissariats.

² The evaluators decided not to study or describe the events leading to change of the team leader and other staff in the programme management team. We take note that it for some months 2017 blocked the implementation of the programme. The programme implementation slowed down mainly due to the need to reorient it in line with the ToC after the Inception Report. The replacement has for sure affected the pace but there was no freeze period, and the programme has implemented activities continuously, albeit on a lower intensity, until the new staff arrived.

In addition, and connected to and reinforcing of the three pillars, the programme implements a Grants Scheme to civil society organizations. The programme execution architecture consists of a Programme Steering Committee (PSC) and a Programme Management Team (PMT).

The programme's goal is to help build mutual trust and partnership between police and communities in order to create safer neighbourhoods by facilitating a number of behavioural changes that are necessary to ensure a strong Community Policing approach. These include shifts in behaviour for individual officers, shifts in institutional behaviour within and across Community Safety and Security providers, and shifts in behaviour within the communities. The programme aims are behavioural changes at the level of individual police officers, individual institutions that provide Community Safety and Security, multiple institutions providing Community Safety and Security, and communities (individuals and civil society).

Figure 1: Overview of programme structure and stakeholders



2.2 APPROACHES AND METHODS

2.2.1 EVALUATION PURPOSE AND APPROACH

The central approach to the evaluation is utilization-focused with learning as an overarching purpose. This means that the design, data collection, data analysis and reporting clearly adhere to the needs of the intended users with a strong focus on learning. The evaluation also is adhering to the principle of a spirit of partnership.

The utilisation focus demands close collaboration between the evaluator and intended users, including ongoing communication and dialogue to secure a shared understanding of concepts and how every step in the evaluation will be carried out, without compromising evaluators' integrity and impartiality.³

2.2.2 EVALUATION QUESTIONS

The evaluation questions were established in the Terms of Reference and are the basis for the evaluation methodology. One question was moved from the efficiency to the relevance criteria. The team decided to answer each of the questions without clustering them into different report sections. Table 1 shows where in the report they are analysed.

Table 1: Evaluation questions (EQ) related to the OECD–DAC criteria

Evaluation criteria	Evaluation questions (from ToR)
Relevance	EQ 1. To what extent has the project taken into account the local context and development problems; consistency with beneficiary requirements and needs, and coherence with the ASP/MoI's policies.
	EQ 2. What was the degree of local ownership in the planning, implementation and monitoring of the SCPA work?
Effectiveness	EQ 3. To what extent is the SCPA's Theory of Change still relevant? Has Theory of Change been followed?
	EQ 4. To what extent is the overall project goal achieved?
	EQ 5. To what extent are the intended outcomes for each pillar achieved?
	EQ 6. To what extent are the Grants Scheme outcomes achieved?
	EQ 7. Are there intended outcomes that can now be considered overly ambitious?
	EQ 8. What were the principal factors influencing the achievement or non-achievement of the objectives?
	EQ 9. How can the visibility and outreach to the general public increase?
Impact	EQ 10. What has been the main impact achieved by the SCPA?

³ See Sida evaluation handbook (Sida, 2018, updated 2020), p. 10. Found at: <https://www.sida.se/Svenska/publikationer/165898/sidas-evaluation-handbook/>

Efficiency	EQ 11. How well is the SCPA coordinated with other donor assistance programmes?
	EQ 12. How can the coordination with the Swedish-funded Juvenile Justice Programme be enhanced?
	EQ 13. What can be done to improve efficiency?
Sustainability	EQ 14. What is the perspective for project sustainability, especially regarding the commitment and long-term planning capacity of the direct beneficiaries like the ASP and MoI?
Thinking for the future (Conclusions + recommendations)	EQ 15. What is the general conclusion about the viability of a new phase of cooperation?
	EQ 16. What should be a priority for a next phase of the programme based on the beneficiaries' needs and the lessons learned from the current phase?
	EQ 17. What factors are key to success for the future phase and what has to be changed in the new cooperation to meet the challenges for sustainable results?

2.2.3 DATA COLLECTION METHODS

The evaluation team strive to ensure that data collection tools and data analysis strategies comply with good standards of reliability and validity. The evaluators also adhere to ethical evaluation standards, such as honesty, objectivity, informed consent, respect for anonymity/confidentiality and non-discrimination.

The main data-collection methods are:

Desk studies of a significant quantity of project documents.

Desk review of relevant partners' documents (mainly related to the Grant Scheme), including reports on internal surveys, if any, by the directly involved partners in the programme.

A small study of the experiences of relevant organisations/agencies' learning and capacity building methods and specific tools with emphasis on how transfer of knowledge is assessed or measured, including tools for systematisation of the learning. Single interviews conducted in the two municipalities (Elbasan, Kukës), using tailor-made interview guides (as per category of stakeholders) for semi-structured interviews covering the relevant evaluation questions.

Ongoing consultations with representatives of the Programme Steering Committee (PSC) and Programme Management Team (PMT) to secure a common understanding of relevant findings and their coherence with conclusions and recommendations that are applicable with a reasonable consideration of available human and financial resources. Detailed guiding interview questions were formulated in the inception phase and shared with representatives of PSC and/or PMT.

2.2.4 SAMPLE OF STAKEHOLDERS

A purposive sample of interviewees was used, based on the categories of stakeholders. Some of the obvious ones were mentioned in ToR (not repeated here) and others were

identified during the inception phase. The number in each category was decided in close cooperation with PSC and PMT. A common strength in the NCG consortium's previous assessments was the large number of interviews with tailored interview guides for each stakeholder category, which contributed to the robustness and reliability of the findings, conclusions, and recommendations. The integrity of respondents was always protected.

2.2.5 PROCESS OF DATA ANALYSIS AND DEVELOPING CONCLUSIONS

Interview notes and other key findings were summarised in Word or, and in a few cases, Excel files. Some data were sent to the PMT for verification of accuracy. Analysis of data in the bi-annual reports for some evaluation questions Data analytics in reports led to a request for the PMT to produce statistics on newsletters and other information products. Also, a few short-follow up interviews were made to fill in missing information gaps.

Evidence from the desk review and interviews were extracted in accordance with the 19 evaluation questions. Qualitative content text analysis was then used to extract relevant findings for each one of the evaluation questions.

Table 2: Stakeholder categories and number of interviewees

Category of stakeholder	Number of interviews carried out	Selection criteria
Project Management Team (PMT) including long-term experts	5	All five full-time staff hired to manage the programme with different responsibilities of implementation, monitoring and reporting
Steering Committee Members	0 (4 overlapping with other categories)	The most active ones with knowledge of the project
Senior political and police officials (leading positions)	9	Frequently involved in the programme with different duties
Municipal and regional police officials	2	Key persons in the two municipalities (ordinary local police officers)
Short-term experts	2	Both advisors involved in training and other forms of support related to domestic violence
NGOs involved in the Grant Scheme	2	Representing CSOs in Elbasan and Kukës
Donor representatives involved in other projects supporting Albanian Police	4	Official and experts at OSCE, EU, USAID etc.
Officials at the Embassy of Sweden	1	Responsible NPO + director of development cooperation
TOTAL	25	

2.2.6 LIMITATIONS

The full outbreak of the COVID-19 pandemic occurred almost simultaneously with the start of the evaluation in mid-March and had a significant impact on the evaluators' work. First and most important, the two evaluators based in Sweden could not travel to Albania. Nor could the Albanian team member conduct field work due to the complete close-down of the society, requiring all citizens to be in confinement.

A consequence for the evaluation work was that it took longer to understand all aspects of the programme. Also, it meant a reduction in the number of interviews and a slower process to set up and conduct interviews. The cancelled visits to municipalities in the two pilot regions in Elbasan and Kukës impeded on-the-spot observations as well as meetings and short talks with a wide range of stakeholders, for example members of the Local Councils of Public Security and community leaders.

Sometimes such spontaneous meetings are important to triangulate data received from other sources more directly involved in the action. In short, the evaluation team became more dependent on information from the program management team (PMT) with limited possibilities to overcome eventual intrinsic biases.

The effectiveness of face-to-face interviews is higher than for online interviews. Face-to-face dynamics permit a more fluent dialogue with better possibilities to chime in follow-up questions in semi-structured interviews. The quality of data collection has therefore suffered in this regard.

2.2.7 ACKNOWLEDGEMENT

The evaluators recognize the continuous and swift support from the PMT in Albania and its members outside Albania throughout the evaluation work. It included important support to set up interviews, explain certain data whenever needed and delivering quantitative data requested by the evaluation team. All interviewees in and outside Moi and ASP devoted time to collaborate with the evaluators with no restrictions.

3 Findings

3.1 RELEVANCE

Summary of findings on relevance questions:

- ❖ The second phase of SPCA is well aligned with the Albanian government's strategy to further strengthen community policing through the country's local police districts. The three pillars of SPCA show a holistic approach to the needs for capacity building of ASP. Domestic violence is a prioritised problem in the national strategy for gender equality, as the prevalence of violence impedes women's rights to economic and social development and political participation. (EQ1)
- ❖ Local ownership is considered to be relatively strong due to permanent involvement by the ASP and MoI's leadership in all aspects of SPCA. (EQ2)

3.1.1 LOCAL CONTEXT, DEVELOPMENT PROBLEMS AND BENEFICIARY NEEDS

Focusing on community policing for the capacity building of ASP and the fight to prevent and eliminate domestic violence⁴ is relevant for the Albanian context, its institutional development and the beneficiaries' needs, the latter referring to both the police directors and officers as direct beneficiaries, and more indirectly the general population not least outside the capital Tirana. To link community policing (CP) and domestic violence (DV) is logical as done in SPCA. One source explained:

It is the police that has the first contact with the victim as they are on duty 24 hours, 7 days a week which is not the case for the social workers. Often it is the police fixing a shelter for the victim when this is needed.

Community policing is not a new strategy for the Albanian Police (ASP) but has been increasingly prioritised by the government, including the leadership of the Ministry of Interior and the Albanian Police. Legal, political, and administrative decisions are in place.

In many countries CP is a recognised strategy for crime prevention with interlinked purposes: to improve citizens' perceptions of safety and security, and to build institutional and interpersonal trust in the society. If successfully implemented, reforms to introduce or strengthen CP improve the labour conditions of police and provide their staff with a sense of meaning and pride in their work, with further spin-off effects. This

⁴ The evaluators use the same term – domestic violence – throughout the report as this is the concept used in the programme and by most stakeholders involved. They, as well as we, are aware that a more actualised or accurate terms could be violence in close relationships, gender-based violence in the private sphere and others.

is particularly true in a context like Albania, where the police for five decades mainly served as an instrument for the communist regime to repress the population. To change the doctrine and mentality of ASP towards a service- and cooperation-oriented institution will take decades. Strengthening community policing is also in line with requirements to become a member of the European Union (a cherished ambition for Albania).

For the Swedish cooperation strategy – regional, covering Western Balkan, Eastern Europe and Turkey – the relevance of SCPA is linked to the support to strengthened democracy, and specifically a “ more fully developed state under the rule of law with focus on a more efficient public administration with administrative capacity to implement reforms for EU-integration”⁵. A reduction in gender-based violence, hate crimes and human trafficking is part of the objectives in the strategy.

To fight domestic violence is relevant in every society and a priority in many. It touches on many development problems, limiting especially women’s social and economic empowerment and participation in politics. A number of declarations and conventions within international human rights law to prevent, eliminate and punish violence against women have been adopted and ratified by a growing number of countries. Violence against women is deeply in the patriarchal traditions and customs which have long shaped the Albanian society. Many adult and young women are forced to live in violent relationships, because they have insufficient support in economic and social terms and are therefore disempowered and unable to leave their violent environments. Regardless of the numerous (legislative, administrative, educational, etc.) measures taken in this regard; it will still take a considerable time to significantly reduce the prevalence of domestic violence.

The most recent National Survey on Domestic Violence (in 2018) measures the frequency of five types of violence against women (violence from intimate partner, violence from the boyfriend, violence from non-partner, sexual harassment and general harassment) and social behaviours in society related to violence against women. Data show that the percentage of women who have experienced one or more than one of these types of violence is 36.6%. The legislation on domestic violence has continued to change, which has imposed a need for strengthened coordination and joint action by national and local authorities with different responsibilities including the members of the referral mechanism and more especially for the police. It has also meant a need for continuous training on prevention and protection measures as well as issues related to investigation, and punishment. One of the SPCA’s focus areas is to strengthen a key mechanism in Albania, the Referral Mechanism against Domestic Violence, a dedicated mechanism that aims to protect and support survivors of domestic and

⁵ Page 2 in the strategy, found here:

<https://www.regeringen.se/49b72b/contentassets/12a89180bafb43e3823b6c6f18b6d86a/results-strategy-for-swedens-reform-cooperation-with-eastern-europe-the-western-balkans-and-turkey-2014-2020>

gender-based violence. It is composed of a team of community professionals who have institutional responsibility to respond to and address the various needs of survivors of domestic violence. Each member of the team plays a key role in the overall community response to the crime of domestic violence. Sweden has been one of the key donors to promote the establishment of this mechanism within the framework of the National Strategy and Action Plan on Gender Equality⁶. Finally, the MoI and ICITAP's study (2010) DV as an issue that needed to be addressed as a dedicated issue.

3.1.2 THE DEGREE OF LOCAL OWNERSHIP

The conditions for local ownership have been good. The feasibility study with its process for phase 2 took place with participation of relevant key interlocutors (MoI, ASP, Civil Society, and the International Community). The MoI's and ASP's leadership participated in planning workshops and review meetings and in the editing of the draft proposal, including selecting the programme's direct outcome objectives. Even so, the inception report (December 2017) shows that FCG was aware about a further need to secure a significant degree of local ownership, which is essential for a successful implementation in all capacity building programmes. The inception report states that "Experiences in all police services dealing with CP show, that in the long term the police has to be the 'motor' for it". The establishment of the Joint Working Group (JWG) and the Steering Committee shows high awareness of the importance to work continuously with local ownership issues.

Even so, with a resourceful FCG-hired management team working with the programme on a daily basis in Albania, there is a risk of 'taking over' many responsibilities that could lie with ASP as a partner and not merely a beneficiary. The evaluators' interviews and studies of documents show that this has not happened. Planning, monitoring and implementation of activities is done jointly as planned.

In Kukës for example it was found that the process used to tighten collaboration and coordination between PMT and LPD staff was key to establishing ownership of the process. For example, setting up a list of priorities helped to create a permanent commitment to and responsibility of activities: specialized training of the staff of the Strategic Analysis Sector in DVP Kukës; drafting job descriptions of the DVP Strategic Analysis Sector, trainings and new job descriptions related to school education meetings, the use of bicycles, plan study visits etc.

⁶ <https://awenetwork.org/wp-content/uploads/2017/01/SKGJB-EN-web.pdf>

3.2 EFFECTIVENESS

Summary of findings

- ❖ Theory of Change has not been relevant for the monitoring of progress towards the achievement of results. The outcome concepts used in the ToC mismatch considerably with the results framework used during implementation period. (EQ3)
- ❖ However, even if the reporting by the PMT is limited to outputs, the evaluation finds that there are indications of a significant contribution to building trust between the ASP and the general public, as also the 2013, 2015 and 2018 surveys show, a positive development to achieve the overall objective. (EQ4)
- ❖ Achievement of outcomes in each pillar is a challenge to assess due to the many and complex promised outcomes. (EQ5)
- ❖ The Grant Scheme to CSOs is innovative in this type of capacity building programmes, and results show a close cooperation between the ASP and CSOs at local level mutually reinforcing both parties. (EQ6)
- ❖ How the programme is managed is a positive factor contributing to many results while the constant change of local police directors is a negative factor. (EQ7)
- ❖ Lessons learned from the first phase and a detailed participatory planning for the second phase are positive factors for the achievement of the results. The most obvious factor limiting results and their sustainability is the frequent rotation of LPD directors. (EQ8)
- ❖ Lastly, the two final outcomes were overly ambitious for a four-year period. Visibility is assessed to be good as communication and information have been prioritised with many products and services directed to relevant target groups. Outreach to the wider public has not been a priority. (EQ9)

3.2.1 IS SCP'S THEORY OF CHANGE STILL RELEVANT?

The sub-question from ToR is “To what extent has the project's Theory of Change (ToC) matrix been followed and intended results achieved, compared to the overall project purpose?”.

The ToC with its figure was presented in the application document to the Embassy. It was part of the programme design process which took place over the period September – December 2014. The figure or matrix has one impact objective, two final outcome objectives, eight objectives presented as intermediary outcomes and finally 18 direct outcomes. Logically there is also an unspecified number of outputs and many activities. (The Theory of Change figure is presented in Annex 3)

So far FCG reports on two categories of outputs—level results and on overall and specific objectives to the embassy, without matching most of the outcome level results. The reporting uses a result matrix based on the LFA model (Logical Framework Approach), describing outputs achieved for every six-month's period and accumulated over time. This presentation is quite different from the ToC, which is more based on RBM (Result Based Management). RBM is often called a strategy, an approach, or a

mindset for steering towards results⁷. Table 3 presents the result–concepts in the ToC figure and the result–concept presented in FCG’s biannual reports, and if when they match each other or not.

So the straightforward answer to the sub–question in ToR is that Theory of Change (ToC) matrix has not been followed but that some of the intended results are making good progress to be achieved, analysing the relationship between the outputs and some of the direct and intermediary outcomes.

The evaluators come back to the ToC–matrix in the reply on the evaluation question.

Table 3: Presence of results and objectives concepts in ToC and the Logical Framework

Results concepts used in ToC with examples	Results concepts used in Logical Framework in the bi–annual reports with examples	Evaluators’ comments
Impact	Overall objective (intervention logic)	Similar but not exact formulations.
Mutual trust and partnership between police and communities in order to create safe neighbourhoods	Contribute to building mutual trust and partnership between police and communities in order to create safer neighbourhoods.	
Final outcomes (Examples 2 of 2):	Specific Objectives (Examples 2 of 2):	Final outcomes and Specific objectives match each other. Same content.
1. Accountable, capable and responsive institutions providing community safety and security (CSS)	2. Accountable, capable and responsive institutions providing community safety and security (CSS)	
2. Citizens play an active and positive role towards their personal and CSS	2. Citizens play an active and positive role towards their personal and CSS	
Intermediary outcomes	Not present	No presence of intermediary outcomes in bi–annual reports. No matching concepts.
Example (1 of 8): Increased performance of the Mol/ASP and other institutions		
Direct outcomes	Not present	No presence of <i>direct outcomes</i> in bi–annual reports. No matching concepts.
Example 1 of 16: Increased awareness by CSS institutions of the need for, and commitment to coordination		
Not present	Mandatory outputs (overall outputs)	No presence of mandatory outputs in ToC, which is logical
	Example: Analysis for TLPD Elbasan completed and recommendations agreed by the TWG*	

⁷ Source: Sida. <https://www.sida.se/English/partners/results-based-management/>

		as ToC matrixes usually do not have outputs.
Not present	Verifiable indicators	
	Example: Thorough analysis of the TLPDs conducted	No presence of verifiable indicators in ToC which is logical as ToC matrixes usually do not have indicators.

* The example of the mandatory output is taken from the Bi-annual report June 2019.

According to FCG the ToC framework, as presented in the application, is still relevant in the sense that outcome results will be presented in the final report of the project, after December 2020. It was explained that the design of ToC “applies to generic model for police support”, making it somewhat less relevant for the actual monitoring of the progress of programme outcomes. The many different and mis-matched concepts used in the ToC and the logical frameworks presented in the four bi-annual reports support this statement.

This mismatching and discrepancy make monitoring and reporting of actual progress confusing, also for the key stakeholders in the project. The evaluators’ interviews confirm that ASP directors supposedly being part of the design process do not fully understand the concepts and the practical use of them. Also, the vast number of outputs and verifiable indicators contributes to the challenge to report progress in a clear, pedagogical and reliable way with connection to the original ToC, with its three outcome categories. FCG needs to have a more coherent and simpler model monitoring and reporting progress also considering the intended outcomes for each pillar and the entire programme.

3.2.2 ACHIEVEMENT OF OVERALL PROJECT GOAL

The overall project goal is to *contribute to building mutual trust and partnership between police and communities in order to create safer neighbourhoods*. The overall perception from interviewees, (both inside and outside the PMT) is that confidence-building is going in the right direction and that the programme has contributed to this positive development. All consulted sources recognise that it is a long road still to travel; after 30 years of democratization there are attitudes and behaviour contravening a positive development. We explore these in subsection 4.3.2.

Without an aggregation of outputs to outcomes and eventually impact, it is difficult to have an evidence-based assessment of the level of fulfilment of the overall goal. As one key source stated:

The overall work problem for us is that we do not have a benchmarking system, no standard statistical system to measure different aspects of police work. But the programme has provided us with some statistical products to improve the situation.

The two surveys contributing to the impact assessment are the Local Safety Measurement System (LSMS) and Public Security Survey (PSS), both realized in 2018 within this phase of the programme. The produced accumulated outputs are the following:

- Based on PSS of May 2018, 63% of Albanian citizens consider the ASP is doing a “good” or “very good” job. The same figure in the 2013 survey was 36% and the following survey 2014 showed that the improvement was quite substantial and that was also related to the massive interventions in reception halls of the police carried out by the Swedish project in the first phase, 73%.
- 75% of Albanian citizens declare they feel “safe” or “very safe” walking in their neighbourhoods at night. The same figure in the 2013 survey was 63% and the following survey 2014 showed an improvement to 76%.
- Only 62% of citizens are willing to call the police when they see a crime committed on the streets. The same figure in the 2013 survey was 50% and the following survey 2014 showed confidence increased to 63%.

The next PSS survey was about to take place in May 2020 but due to the Covid-19 pandemic has been postponed to September 2020 (as data-collection is based on the household method). The surveys are not carried out by the PMT but procured through open call-offs and finally conducted by companies specialised in opinion and attitude polls.

A first positive observation is that attitude/perception surveys as support to the assessment of outcomes and impacts in Swedish support to capacity building programmes are rare. The use of professional surveys shows that FCG with its team shows an aspiration and drive for high technical standards for results management and monitoring.

There are numerous perceptions and indications in both surveys which are useful in monitoring the two main parts of the impact objective: increased trust and safer neighbourhoods. A good number of indicators in the PSS shows that the public’s perception of safety (75%) is not far from Sweden’s (85%) and the EU average (76%). On trust in the police, Albania does worse than many European countries. The LMM survey also produces data for the programme’s two pilot regions.

From the results:

- The population in Elbasan district that agrees with the statement “Police Takes care of public order issues” was 77.6% in 2018 compared to 72.5% in 2015, a slight improvement.
- The average number of people (same statement) who agreed in Kukës in 2018 was 91.9% compared to 77.6% in 2015, an improvement.
- Elbasan scores lower than the national average while Kukës scores much higher.

Maybe more important to the positive progress towards the overall goal is that so much has been changed within ASP and these changes can be attributed to the programme. All the 12 Local Police Directorates (LPDs) have CP sections and in each commissariat, there is a CP unit. A major step has been taken towards the structural reorganization of the State Police and limiting the number of police officers at the executive level. A new education system with a new training curriculum for police officers at all levels has been established. Civil society organizations are empowered through the grant making scheme with positive effects on their capacity to support and coordinate community-based coalitions’ collaboration with the police. There is more

knowledge about prevention measures like how to work with conflict resolution, awareness about drug abuse, human trafficking, homophobia, radicalism and violent extremism, cybernetic crime and bullying in schools.

In terms of behavioural change, trustful relations are more common at both national and local levels. Feedback on joint activities is quicker, by both the police and CSOs. The new CPO model means more activities similar to the ones in CPO models in European Union member countries.

At organisational level an important result is the set up of new units for strategic analysis, planning, monitoring and evaluation in all LPDs a process that went quicker than expected: the ASP leadership had a positive view on what the PSCA had been doing in Elbasan and Kukës and expanded the units to the entire organisation.

LPDs in several places have also improved the collaboration with and their coordination role within the Referral Mechanisms on domestic violence, especially with local coordinators in the municipalities in charge of promoting and implementing prevention of domestic violence.

Finally, a few quotes from the interviews:

We note increased trust and better prevention measures through our use of bicycles (street pedalling) and phosphorescent vests. The Local Council for Public Safety (LCPS) works better and with this the institutional efficiency has improved. Through the training and preparation of SPZs to work with young people, our human resources have been strengthened. The preparation of the monthly newsletter – referred to as the virtual police – is another interesting work although it still needs improvements.

Some very positive final outcomes of community policing are seen in the development of cooperation models among citizens, between local institutions and community members and educational institutions. The model has also given autonomy to structure community policing with the aim to have effective strategies in addressing specific community concerns.

3.3 OUTCOMES ACHIEVED IN EACH PILLAR

This evaluation question is linked to the following designing and planning aspects: Firstly, in the Theory of Change model there are three categories of outcomes with a total of 26. Secondly, even if the inception reports refer to the direct outcomes as being the most important ones, there are 16 – too many in the evaluators' opinion. Thirdly, the FCG application contains a large number of foreseen behavioural changes at many levels (individual police officers, individual and multiple institutions providing community safety and security and within the communities) linked to the outcomes. And finally, in the application (Annex A) with direct outcome level indicators and data sources that have not been used in the reporting.

Having said this, it should be recognized that these complexities are related to the design of the programme. The PMT and all other stakeholders are working in a perfect line to achieve the direct outcomes. Supporting this statement is the large number of relevant and apparently well-organised activities resulting in many outputs, plus the fact that the programme involves many institutions and levels within them sharing the same mission as the programme.

Table 4: Achieved outputs linked to specific objectives at outcome level

Outputs linked to specific objectives of Pillar I:	Specific objectives
1. The TWG started working on the assessment report recommendations.	1. Support the ASP in enhancing the efficiency of CP structure 2. Strengthening local partnership 3. Capacity building
2. New CPO job description drafted. Elements for CP fitting Albania case recommended.	
3. 15 job descriptions recommended for LPDs and Commissariat, including CPO position.	
4. 60 bikes and firefighter equipment provided. Command and Control Room in Elbasan & Reception Hall and other premises in Has Commissariat and Librazh Commissariat renovated.	
5. Command and Control Room of Kukës LPD co-financed with the local businesses.	
6. Prevention Room for Kukës LPD reconstructed and refurbished.	
7. Reception Hall and detention premises of Tropoja reconstructed.	
8. Web constable established in TLPDs.	
9. Draft ToR for RH software elaborated, and re-engineering of services completed.	
10. LCPS in Elbasan is active, while LCPs in Has, Tropoja, Librazhd, Perrenjas, Gramsh, Patos, Kavaja, Peqin, Selenica and Vlora established.	
11. Training curricula for CPOs drafted, ToT delivered, and training provided to 650 officers. Coaching provided for Elbasan and Kukës LPDs.	
12. Study visit in Slovenia and Croatia focused on CP practice organized in June 2018 and study visit to Germany organized in May 2019.	
Outputs linked to specific objectives of Pillar II:	Specific objectives
13. CP Document 2018-2020 approved. Monitoring plan drafted.	1. Strategic Planning and performance evaluation 2. Coordination between stakeholders 3. Communication
14. Analysts and managers in 2 TLPDs trained (25 participants in 10 training days). Coaching delivered (20 coaching days). 16 analysts in other LPDs trained in 8 days modules. Standard Operating Procedure for analysts developed.	
15. Police Satisfaction Survey 2018 completed, and results shared with stakeholders.	
16. LSMS I & II for Elbasan and Kukës completed and results shared and discussed with stakeholders. Results of PSS presented in Elbasan LCPS and members invited to take measures.	
17. 12 LPDs spokespersons trained in 3 days training and coaching provided as follow up.	
18. Newsletter for Elbasan and Kukës LPD produced and web constable launched.	
19. Manual for the CPOs Educators prepared; 5 days training for 60 participants delivered. 3 awareness campaigns developed. Web Forum for Educators developed. Leaflets and booklets printed and distributed.	
20. Workshop with managing directors of the LPDs.	
21. Workshops with analysts and managing staff of 8 LPDs.	
Outputs linked to specific objectives of Pillar III:	Specific objectives
22. Referral Mechanism established in Gramsh, Belsh and Kukës and continuous support provided.	1. Strategic Level Interventions 2. Capacity Building and Strengthening 3. Infrastructure and Logistics support
23. DV Awareness Campaign implemented in November and December 2017, 2018 and 2019.	
24. Friendly interview rooms in Librazhd and Comm. 4 in Tirana completed.	
25. Interview room created in Has.	
26. The report on Prevention Approach finished and submitted. Capacity development plan drafted	
27. 42 police officers of Kukës LPD trained on addressing DV cases and risk assessment.	
28. Interview Unit for minors and DV victims in LPD Elbasan created (works + equipment) and staff trained.	

All consulted stakeholders at management level, both within and outside PMT, with a level of understanding and awareness of the programme's result framework, are humble when assessing the outcome level results related to significant behavioural

changes, which are always difficult to assess. One source claim that there is only “anecdotal evidence” of the type of behavioural changes that the programme aims to contribute to as stated in the application to the embassy. However, even considering such statements the

Articles in the newsletters could be used more to present results in form of story telling.

3.3.1 GRANT SCHEME OUTCOMES

Grant Scheme is an interesting and uncommon approach to a capacity building programme for the police in a country undergoing a long-term transition to a full liberal democracy. In many similar contexts there is often mistrust and even antagonism between civil society organisations (CSO) and the law enforcement agencies. To include CSOs in the capacity building process has been useful both as strategy for trust-building at local level and also with possibilities to hold the police accountable for their actions. As the application notes, there are only “a few NGOs who include police accountability in their analysis. Both the MoI and the ASP hierarchy have shown strong support for the idea of enhancing external accountability mechanisms for the police.” Also, FCG recently developed a Grant Management Application to enhance the monitoring and risk management of grant schemes. It has been introduced in the fourth round of the grant scheme in the SCPA.

The Grant Scheme has worked according to the original plan. PMT is responsible for the entire process, from selecting CSOs through a mix of open competitive calls with direct contracting, to monitoring and evaluation of the often small projects. Direct contract is a bit risky as it may create ‘unhealthy’ relationships while at the same time it is understandable that sometimes there are not many organisations at the local level working with domestic violence.

The outcome for the Grant Scheme is to “Empower civil society organizations to embrace and implement the CP philosophy and support to combat domestic violence”. The evaluators only consulted three CSOs that received small grants, one of them for the first time, another 9000 EUR and a third larger with at least three grants and also cooperation with the Swedish CSO “Kvinna till Kvinna”. All recognised good cooperation with the local police and an increased commitment to work with civil society organisations. A few quotes:

We support victims of domestic violence with psychological service and legal counselling and provide them with shelter. The results from our cooperation with LPD in Elbasan is an increased awareness about their role in the fight against domestic violence.

Knowledge has increased among the citizens in rural areas that have never been part of education and information campaigns. Rural schools have organised their own small information campaigns against domestic violence thanks to the project.

Problems mentioned were that police officers often have many duties, with involuntary time restrictions to give the degree of priority the CSOs want. There is also a continued need to provide police officers with training on how to assess risks when there are signs that women are exposed to threats that may lead to physical violence.

3.3.2 PRINCIPAL FACTORS INFLUENCING ACHIEVEMENTS OR NON-ACHIEVEMENTS OF THE OBJECTIVE

The principal factors influencing good progress to some of the outcome level results are easy to observe:

- The preparation process of the programme was rigorous with an in-depth feasibility study followed by inception phase. In both the leadership of ASP and MoI participated actively in, if not all, many steps leading to a strong anchoring of the programme.
- The programme had a first phase with many lessons learned.
- The management team has its base in Albania, is led by Albanians and complemented by international experts, one of them with in-depth and long knowledge and experience of capacity building programmes of police in different settings.
- The large number of relevant activities combined with strong monitoring and documentation of them.
- Apparently good relationships between the police directors and the members of the PMT.

There are three main factors related to the non-achievement of the objectives. The first one has been already discussed and is related to mismatching the ToC and the actual monitoring of the progress to achieve the objectives. As stated, this is more about planning than actual implementation. The second is mainly related to behavioural changes at institutional and individual levels taking a longer time than expected. Findings, from testing the accuracy of theories in organisational and economic development, increasingly and consistently show that institutional changes take decades or more.

The third factor is maybe more interesting. Interviews testified that the rotation/turnover of police directors at the LPD is a major problem. As one source noted:

They often stay 10–12 months and are constantly replaced. How is someone motivated to become involved in time-consuming actions for change when there will be another director soon coming in who maybe will start everything again?

Another pointed out that the annual strategic plans of ASP, closely linked to the ambitions in pillar III, have too many objectives, 15–20, suffering the same problem as the programme, and becoming hard to monitor due to their scope and complexity.

3.3.3 ARE THE INTENDED OUTCOMES TOO AMBITIOUS

The short answer is yes and also too complex. As discussed in 4.2.2 and shown in table 4 the outcomes at three levels in the ToC matrix mismatch considerably with the objectives used to monitor and report progress. In addition, the promised behavioural changes at so many levels make the aspiration to achieve at least a good number of the 16 direct outcomes unrealistic.

There are only two outcomes from the ToC matching the ones labelled as specific objectives:

1. Accountable, capable, and responsive institutions providing community safety and security (CSS)
2. Citizens play an active and positive role towards their personal and CSS.

It should be possible to improve the aggregation of some output level results to outcome results and further to the projects impact. The fourth survey measuring trust is one opportunity to do this. Due to the COVID-19 crisis, the survey has been postponed, from planned in May to October 2020.

3.3.4 VISIBILITY AND OUTREACH TO THE GENERAL PUBLIC

Communication has been an important part of the programme and integrated as a key part in both planning and implementation. Communication strategy, the PMT has produced and been engaged in a good number of information and communication actions with a purpose to make the programme visible. The most important ones are listed in table 5.

The organisational set up of the programme also showed awareness of visibility and contributed to spreading general information and knowledge about the project. Here we refer to the Joint Working Group (JWG) and the Joint Steering Committee, which include many entities inside and outside the Albanian police. The programme and what it does is well-known among many people within institutions and organisations with interests in not only community policing and the fight to prevent and eliminate gender based violence but also in wider safety issues in communities.

Table 5: Overview of information and outreach statistics, 2017-2019

SCPA newsletters, web, and social media outreach								
Time period	Web visitors	Photos*	# of PMT newsletter	# of TLPD newsletters	PMT Facebook /Google account	2TLPD Facebook	YouTube clicks	Presence in local TV news
Inception phase, entire 2017	11,236	53	4	0	3,571	0	256	6
Jan–Jun 2018	21,547	81	6	3	4,186	2,700	5,216	9
Jul–Dec 2018	32,284	252	5	4	10,699	4,587	5,230	5
Jan–Jun 2019	25,096	953	6	4	8,476	2,354	6,745	13
Jul–Dec 2019	21,123	872	6	4	10,299	4,372	3,282	7
Total	111,286	2,211	27	15	37,231	14,013	20,729	40

* Photos are the ones produced by mainly the PMT, different police officers and CSOs, and published in the newsletters, the web and social media.

Without diving deep into the numbers, the evaluators assessment is that the various information products have managed to reach quite a large number of people.

Coverage by local TV news is a smart strategy to reach a larger audience among the public, but why not also radio and the many web news services?

The PMT is spread electronically and a printed version is sent to approximately 300 public institutions at regional and municipal levels. The target group was said to be “the general public” but it reaches other specific target groups in the public sector like mayors, municipal council members, municipal education and health directors,

media, NGOs, businesses, and police officers. The purpose of the newsletters is to spread information about the philosophy of the Community Policing (CP) + create spaces for dialogue.

There have been three versions of the newsletter, one (PMT newsletter) aimed at a general, national level produced entirely by the PMT, and two others (LDP newsletters) tailored for the local police directors in Kukës and Elbasan respectively. For the latter, the LDP spokespersons and youth spokespersons were trained in basic photography and writing skills. They produced their own texts and photos for the newsletters, aimed at a targeted local public, for example the members of the Local Councils for Public Safety (LCDPs). Unfortunately, the two local newsletters were only produced in three editions in 2018 while the general version continues. The fact that the partly self-produced material ceased and the local versions no longer exist does not affect the evaluators' positive assessment of a quite strong communication behaviour by the PMT but is an additional fact that strengthens our observation that the police organisation at municipal level has not been a priority by the PMT.

An apparent successful outreach activity has been the promotion of school lecturers, inspired by Croatian and Slovene models. One interviewee also referred to Sweden's model. 61 police officers in 12 LPDs have been trained by PMT to give speeches and lectures in many schools (6 and 7th grade) throughout the country. The content is about prevention of drug and alcohol abuse, personal security in general and protection measures in relation to earthquakes. The PMT started a process to train 180 High School Security Officers (employees of the M. of Education) to deliver the same curricula in their work places. Approximately 120 have been trained and three groups of security officers were postponed due to Covid 19 outbreak.

Sources consulted by the evaluators stated that the demand for speeches and lectures is high and both the ministry of education and the ministry of health are in a dialogue with ASP on how to expand the activities.

3.4 IMPACT

Summary of findings

- ❖ The SPCA has made in impact on ASP and MoI works with the CPO model and why it is important reforming the entire organisation with the overall aim to improve relationships and cooperation with the general public. Domestic violence is higher up on the police agenda and with the support of SCPA have resources to implement the national strategy in accordance to legal changes. (EQ10)

3.4.1 WHAT IS THE MAIN IMPACT EFFECTIVELY ACHIEVED BY THE SCPA?

The second phase of SPCA has contributed to generation of impact in how the Albanian police is organised, managed, and has a more service-oriented approach to its role through the community policing model.

Impact results are understood as long-term effects of transformative character. More than 4,000 activities during approximately three years (2017, 2018 and 2019) with many documented outputs shows a higher gear in implementation compared to the first phase of SPCA. Combined results from the two phases – the second yet not finalised – contributed to some impact as well as a mostly positive local environment for a successful capacity building process.

A few examples of impact are shown in the following:

- The community police model has been improved in qualitative terms covering more issues of concern for the citizens and also expanding to more regions.
- The institutional structure of ASP has more autonomy and capacity to design strategies to address community concerns, with the example of the establishment of units for Strategic Analysis, Planning, Monitoring and Evaluation.
- Trust towards police officers has increased significantly – the number of reports has increased (for instance in 2019 in Kukës it has increased by 21% compared to 2018).
- A more human rights-based approach by the ASP when dealing with victims of domestic violence and juveniles. There is an ongoing shift in mentality and treatment applied in interrogation rooms (also linked to logistic and infrastructure improvements).
- The ASP has more self-confidence and knowledge of how community policing works in other countries thanks to study visits, with possibilities of continued relationships.
- The ASP is more friendly and citizens' oriented organization. Service delivery is organized based on the one-stop-shop model, reception halls were renovated and made much more accessible, while currently a new software is under development to provide electronic management of the queries and electronic delivery of the services.

Both the leadership in MoI and ASP fully embrace these changes and are committed to SCPA. Again, the political consensus in Albania to become a member of the EU makes the political context easier, without decisions or lobbying efforts contravening the reform process itself.

Having said this, the frequent rotation of local police directors, identified by several stakeholders as an efficiency and sustainability problem, is also a threat to impact level results, as it is sometimes attributed to interests with an overall purpose to control or influence the staff of ASP for obscure economic benefits or even illegal actions. How such delicate issues should be handled by the SCPA should be discussed jointly with like-minded donors and FCG as an implementing partner?

3.5 EFFICIENCY

Summary of findings

- ❖ The annex in FCGs application has a critical review of donor coordination with an ambition to change it. In the implementation of SCPA more efforts to coordinate could have been done, especially with the OCSE. (EQ11)

- ❖ There are successful examples of joint work between SCPA and the Swedish funded Juvenile Justice Programme, related the establishment of special premises for interviews but there are no proposals without more involvement from the Swedish police. (EQ12)
- ❖ A new model with less fixed cost for international police officers should be explored (EQ13)

3.5.1 HOW WELL IS THE SCPA COORDINATED WITH OTHER DONOR ASSISTANCE PROGRAMMES?

Coordination has been an important issue since the start of SCPA. A comprehensive mapping of donor support to projects on community policing and domestic violence has been carried out before and during both phases of the SPCA. They are well documented. The appendix to the FCG application – originally a document produced by ISSAT – contains a critical view on how coordination so far had been managed:

Although information is exchanged among donors, the donor coordination mechanisms as such are not functioning very well in Albania. There is no clear approach and leadership to donor coordination by the government of Albania. Officially, Sector Working Groups and Technical Working Groups are organised, co-chaired by the government and a lead donor (e.g. on Community Policing where Sweden is the co-chair). But these working groups include too many actors to be efficient. Information is exchange but it does not bring complementarity of donor interventions⁸ towards a common goal.⁹

Among risk factors mentioned, it is stated that SCPA to some extent depends on what others do. There is a risk that “(...) *the International development programmes fail to achieve stated aims and objectives in areas linked to the SCPA*”. Risk mitigation efforts foreseen were, among others, an ambition by the PMT to “(...) map out what key deliverables from other programmes will influence their activities”. Further, the programme proposal and future programme activity documents should be “(...) shared widely with the governments and the international community (IC)” and also be “(...) presented at the EU monthly meetings on Rule of Law”. The success also depends on “Sida maintains constant advocacy in support of the SCPA and other security and justice interventions”. Also, within the ambition to replicate the work done, under the aim to pilot LPDs on domestic violence to other LPDs “(...) external (international) parties shall be involved in the validation process.”

What has happened with these coordination ambitions?

Ministry of Interior invites donors and international organisations to meetings four times a year with the purpose to share information, exchange ideas and in general terms improve networking. The specific aim is to avoid double work and overlaps, well in line with the Paris Agenda with its principles of ownership, alignment, harmonisation, managing for results and mutual accountability. The PMT regularly participate in these

⁸ The most important ones are ICITAP (USAID), UNDP, OCSE and the European Union.

⁹ Programme Proposal: Strengthening Community Policing in Albania, (not dated), page 13.

coordination meetings as well as in meetings twice a year organised by the European Union. The PMT has knowledge of what other donors are doing. One example of positive coordination is from the Police Academy. All police officers who manage cases of domestic violence have to be trained. In coordination with the UNDP, the ASP headquarters and the Academy it was agreed that SCPA will train at least 150 police officers.

It is clear that several donors perceive that SCPA is the government's flagship project to strengthen community policing, due to the comparatively large budget and coverage of strategic and managerial issues with delivering not only technical advice but also financing infrastructure and equipment. What other donors work with in similar fields is comparatively small, making coordination a challenge.

There is one, and for Swedish development cooperation on peacebuilding, democracy and human rights important organisation, OSCE, with a critical view on how PMT has managed some aspects of coordination. OSCE acknowledges the positive role that PMT and the SPCA steering group have taken to lead in the reforming of ASP in relation to community policing. This includes positive assessment of the SCPA work plan. But OSCE claims that it has not been invited to attend meetings with the Joint Working Group and this has affected an original ambition to coordinate more. In a written communication with the evaluators, OSCE wrote:

The formation of the Albanian Government in September 2017 clarified a number of strategic requirements placed on the OSCE with the development of sustainable CP strategies a key policy of the Government. At that time the Albanian Government stated the OSCE was the principle international partner to lead the delivery of CP and assist ASP in developing sustainable practices, which was further emphasized after the submission of the OSCE CP report. Further, it was decided by the MoI to establish a Working Group with the engagement of SCPA and OSCE experts to develop a Community Policing Strategy. The OSCE staff including the Head of Presence had a number of meetings with SCPA to discuss a joint course of action in the development of CP model for Albania. Additionally, there were discussions between SCPA, ASP and MoI to pilot a number of activities in Elbasan and Cerrik to assist in achieving 'proof of concept' and for any shared learning to be rolled out across ASP. However, in practice the cooperation between SCPA and the expert hired by the OSCE had not yielded the results that met our expectations.¹⁰

In the view of the PMT there is no specific benefit in OSCE taking part in activities, where both have an interest. Interviewees summarised:

The challenge therefore for OSCE is to acknowledge the current position of SCPA and agree where the most benefit can be derived from our (SPCA's) support. It is inefficient to continue working on aspects of a process which may already have evolved sufficiently through the activities led by ASP and SCPA.

¹⁰ From e-mail communication between the evaluators and OSCE representatives.

A conclusion related to mutual criticism is that OSCE's representatives and the PMT apparently have not communicated with each other sufficiently; engaged in an ongoing dialogue to create an understanding of each other's commitment to community policing in Albania. A dialogue can be re-initiated with the purpose to gain benefits from both involved parties' – SPCA's and OSCE's –resources. To restart such dialogue probably needs support from the embassy and MoI.

3.5.2 HOW CAN THE COORDINATION WITH THE SWEDISH FUNDED JUVENILE JUSTICE PROGRAMME BE ENHANCED?

The managers of the Swedish Justice Juvenile program, which is another program funded by SIDA, appears to have limited knowledge of the SCPA. There are ideas for more coordination, but it requires a quite different approach and a considerable investment in time, energy, and creativity to coordinate more. One source told the evaluators of a useful experience:

Our project on juvenile justice and the SPCA have coordinated efforts to establish special premises – so-called interview units – for where the police, prosecutors and others meet juveniles in contact with justice as victims, witnesses or suspects and where interviews can be recorded in audio and video. The Juvenile Justice Program developed national standard operational procedures (SOP) and national technical standards for these interview units. Thereafter we conducted the procurement of technical equipment together. I believe the experience within the Swedish police in the area of interview technique and equipment related to Interview Units were valuable for SCPA since it lacks this expertise within its core structure. We have avoided different interpretations of the new concept thanks to this coordination. This has and will save money for the Albanian police in the future, related to training and maintenance of infrastructure and equipment.

More use of Swedish experts a proposal with the argument that the Swedish police have a database with many active experts on Community policing, and domestic violence.

The counterargument for this radical change is that the two projects are different, in approaches, objectives, and target groups. In the juvenile justice project, five different Albanian institutions are involved, the ASP being one of them

The perspective by the Swedish police is that more could be coordinated between the two projects considering for example sharing office space, administrative human resources, explore the same or similar monitoring methods, tools for analysing institutional and wider contexts analysis and with this learning.

Both projects deal with capacity building of key institutions within the justice sector. A conclusion is that coordination possibilities should at least be explored with the purpose to improve efficiency and improve chances for synergy effects.

3.5.3 WHAT CAN BE DONE TO IMPROVE EFFICIENCY?

The evaluators have not realised an exhaustive study on the efficiency, rather our observations are superficial. We have not, for example made a calculation of training costs (input per trained officer etc).

The fulltime PMT in Tirana and the short- and-term experts have been able to plan, promote and implement more than 4000 activities and a large number of them are well-documented. In this regard to control over the used financial resources is good. One source also noted:

One positive efficiency aspect is the PMT members have multifunctions, like sharing grant making responsibilities with expertise in domestic violence, as they are interlinked. I believe the team has good capacity for both.

Compared to other international projects, SCPA has a limited involvement of international experts and relies largely on local consultants with capacity to both analyse local institutional and political contexts and manage international contacts and relevant situations. The criticism by OSCE appears to be an exemption. Different sources reflected on the use of foreign based international police experts which in the current programme are paid per working days, in one case 20 per month. Could police experts rather be paid on a mission-based function, is the question. There has also been a discussion of the possibility to use Swedish police resources but apparently there is limitations for this as in this case the entire program needs to be managed by the Swedish police. The evaluators conclude that the chosen international police experts from Germany has even comparative in-depth knowledge of a number of key aspects of SCPA and the Albanian Police, related both to management models and how community policing should be organised and implemented.

One way at least to explore possibilities to increase the use of resources to gain efficiency is related to coordination. The evaluators raise this idea in the last paragraph in sub-chapter 4.5.2.

3.6 SUSTAINABILITY

Summary of findings

- ❖ There are reliable and positive indications that ASP and MoI have continuous commitment to capacity building of the police. The many achieved outputs, strong relationships between Sweden and Albania, and a political consensus among political forces in Albania to the EU accession process are reasons for this assessment. With almost a decade-long support to ASP, planning capacity can be observed by several donors and international organisations (EQ 14).

3.6.1 SUSTAINABILITY: ASP'S AND MOI'S COMMITMENT AND LONG-TERM PLANNING CAPACITY

Community policing as a crime prevention strategy promotes organizational and communication strategies to address public safety issues. In this perspective sustainability is understood here as the long-term planning capacity of the Albanian

State Police and of the Ministry of Internal Affairs to making police-community interaction the basis of crime and social disorder prevention. In this regard the management team and senior political and police officers consider the outputs of the SPCA project as very sustainable.

The general impression of long-term planning capacity from the interviewees is positive. This is reflected according to them in three different but interconnected levels:

- In profound changes within the police organization and communication strategy
- In prioritization of community policing in strategic documents and laws and bylaws; and
- In the establishment of applicable standards in other regions of Albania.

Financial resources are considered essential for the future and they can be an obstacle if not allocated accordingly. Although many of the interviewees evaluate reporting procedures and formats as very efficient, no real indicators of progress to measure ASP's and MOI's performance in community policing exist.

In terms of domestic violence, referral mechanisms and gender sensitive data reporting are seen as two indicators of sustainable progress. But, nevertheless, since prevention is the cornerstone of community policing philosophy, much more work should be done in prevention strategies and training against domestic violence.

For the purpose of analytical simplicity, commitment and long-term planning capacity is operationalized here as direct beneficiaries' capacities to

- (i) organize and plan internally.
- (ii) deliver training and awareness raising campaigns; and
- (iii) prioritize community police in the future.

Organisation and planning capacity: At the local level regular staff meetings, periodic reporting and meetings with NGOs or other community members are organized systematically. At the central level top- and middle-level leaders meet and work with Technical Working Groups. Such internal meetings and other means of communication among police officers, at the local and central levels are now a managerial routine defined in job descriptions as well. The strategic planning capacity has been improved by designing interventions in structural and institutional changes. Community policing sections have been reorganized and a special section for training and development of information campaigns has been created. The new sector of Strategic Analysis, Planning, Monitoring and Evaluation and the sector of Command and Control have an added value in management and strategic planning at the local level. A high degree of local ownership has been achieved because of staff members' participation in budgeting and evaluation meetings.

Delivery of training and to organise awareness campaigns: SPCA has invested much in human resources. Training modules and standard operational protocols have been delivered to patrol officers, to citizens' service offices, to other police representatives involved in awareness raising meetings in the schools, and to other top-level managers of the ASP. In collaboration with UNDP, training curricula and modules against domestic violence have been developed. In 15 days, 12 meetings in 12 districts were

organized in Kukës and Elbasan with 120 police representatives from crime department and station police¹¹. Other examples:

- Training for community policing officers and study visits for community policing in Slovenia, Croatia, and Germany
- On-the-job training in theoretical and practical aspects with the employees of the Analysis Sector in Elbasan and Kukës LPD
- Training with CPOs and LPD in Elbasan and Kukës
- Training of trainers – in collaboration with the Security Academy, 650 CPOs are being trained
- Trainings of CPOs in delivering activities in educational topics in schools.

Community policing a policy priority of ASP and MOI: The model of community policing has been regulated with laws and by-laws and strategic documents of the Albanian State Police. Article 80 of Law no.108/2014 “For the State Police” indicates that (i) at the local level the state police should design annual strategies for community policing; (ii) community policing strategies are drafted in cooperation with other state institutions, civil society, representatives of religious communities and in consultation with the community; (iii) community policing strategies are drafted according to the procedures set out in the Police Regulation; and (iv) special police structures in the field of crime prevention implement community policing strategies.

Community policing is coherent with the Albanian government strategic plan of the State Police. In this strategy the Albanian State Police supported by international projects and institutions (SCPA/PAMECA V/ICITAP etc.) is responsible to reform and promote the community policing approach all over the country. The regulation of the State Police indicates: “Each police directorate at the local and regional level drafts the Annual Community Policing Strategy and its action plan”. The ASP Strategy specifies that the state police should apply Community Policing as a policing model in the future. Order no. 197, dated 17.02.2020, of the General Director of the State Police stipulates job description and daily tasks of the Assistant Community Policing Specialist NSPK/SPZ; of the Assistant Community Policing Specialist NSPK/SPZ for school education and work with young people; and of the General Patrol Officer.

In terms of domestic violence, referral mechanisms and gender sensitive data reporting are seen as two indicators of sustainable progress. In periodic progress reports there is a dedicated chapter where gender sensitive data is disaggregated; and this new reporting structure is quite an improvement if we bear in mind that many problems when it comes to gender collection data start exactly due to non-structured reports in gender sensitive issues. This will help planning and prevention strategies.

The establishment of 5 referral mechanisms, in Kukës, Belsh, Gramsh, Peqin and Librazhd, after consultation meetings with the Ministry of Health, is a coordinating mechanism that has improved the efficiency and functionality of the Police.

¹¹ Data reported by M.Fishka, DV coordinator in PMT

The domestic violence office at the police station level has a new structure, as each of them has a specialist of domestic violence as a focal point. The State Police's approach document on Prevention of Violence has also been approved, working groups have been assigned, and a working plan is in place.

4 Evaluative Conclusions

What is the general conclusion about the viability of a new phase of cooperation? (EQ15)

The viability of a new phase is good due to the following factors:

SCPA is well planned and designed with significant participation and commitment from the benefiting parties, mainly ASP at different levels but also MoI. SCPA fulfils many relevance criteria, not at least being aligned with laws, strategies and action plans defined by the government. SCPA is pertinent for the EU accession process, which contributes to a supportive political context of SCPA and the entire reform process.

Despite a relatively short time of full implementation, the SCPA has been able to implement a large number of relevant activities, leading to many outputs of which several can be easily converted to outcome level results. More results are achieved than the actual documentation (bi-annual reports) shows. Stories from the newsletters could be used more to present results.

The programme managing team in Tirana have shown capacity to plan, monitor and keep a detailed record of all activities. The technical capacity, always crucial in capacity building projects to specialised public authorities, is equally found to be high, as procurement, implementation and presentation of the surveys on citizens' perception of security & safety shows.

The Theory of Change has not been used by PMT to monitor and report results due to the impression that the expected outcomes appear to be too many and complex. They also mismatch with the result matrix used by the team in the biannual reports, leading to confusion when reporting results.

Coordination with other international organisations, not least OSCE, can be improved. Too many promises were given by FCG in this regard. The same critics made by FCG in the inception reports have bounced back. However, coordination is a wide concept and should be defined better.

The evaluation has not made an exhaustive study of how efficiency can improve. SCPA is implemented in an efficient way in general terms. Being a fairly large project for Sweden's development efforts, SPCA has provided value for invested resources. Stronger coordination could part of an improvement of efficiency.

5 Lessons Learned

- Swedish authorities with thematic expertise in the required field can be replaced successfully by a private company capable of managing a capacity building programme of this size if the process is well prepared. Knowledge of the local context needs to be balanced with high-end technical expertise. In this case, FCG has achieved this balance. Often Swedish authorities using their own long- and short-term experts lack in-depth knowledge of complex and sensitive aspects of the local institutional and wider environment, also involving politics.
- Long-term commitment – say 6 to 12 years – to capacity building is key to achieve transformative results when positive conditions exist to support a national authority like the police. The SPCA and how it is designed, implemented, and monitored contribute well to the recognised theory of institutional development as a driving force for democratisation, social and economic development.
- Some factors act as hurdles on sustainability of the results and improved effectiveness to achieve outcome results appear to be related to frequent change of police directors at district level. This is a structural problem that maybe relates to powerful elites. If so the Embassy of Sweden could join forces with the EU to address these problems.

6 Recommendations

What should be a priority for a next phase of the programme based on the beneficiaries' needs and the lessons learned from the current phase? (EQ 16)

1. If there will be a third phase of the programme, there is no need to change the thematic scope of SCPA, with the condition that community policing and domestic violence continues to be a priority for the government in accordance with policies and strategies for ASP and MoI.
2. Expanding and further anchoring the CP model should focus on geographical areas where the presence of the model is not developed as much as in the Elbasan and Kukës regions.
3. The design/planning of an eventual third phase should contain an exit strategy with step-by-step description on how ASP and MoI at all levels gradually take responsibility for the main actions and activities in the programme. This responsibility should include increased co-financing of the most important actions as well as the execution of activities and monitoring the progress toward the expected outputs and outcomes. This puts higher demands on local ownership and commitment than during the second phase.
4. Coordination with other donors should increase and improve. The Embassy of Sweden should give higher priority to dialogue with the leadership of MoI and ASP on how SCPA can be aligned, and harmonized – to use principles agreed in the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action (AAA) – with other relevant programmes and projects, regardless of their sizes in budget and geographical scope. With coordination, we mean more than holding meetings where sharing of information is the core subject. Lessons learned from different actions, presentations from experiences such as study visits, and trainings sessions, grant schemes etc. and how Albanian and International experts can be shared and used should be part of the coordination agenda.

Recommendations for the remaining time of the second phase, June–December 2020

5. Start to identify and present contributions to outcome level results linked to what has been reported as mandatory outputs. This should be done together with interested stakeholders within the Steering Group, not least ASP directors at national and local level. The evaluators suggest also to include a small selection of very local community police officers and relevant NGO representatives in such meetings. They should exclusively be dedicated to analysing evidence or strong indications of contribution to outcomes. With a higher ambition to present outcome level results it is probably necessary to change the current updated logical framework (which is an annex in each bi-annual progress report) to one more close to a result-based management model with different result concepts: activity–output–outcome–impact with some indicators for every result level. FCG has capacity to work on this.

6. Storytelling can be used more by the PMT to complement results presentation, with short interviews with CPOs, mayors, public officials, NGO leaders and members supporting indications of results.
7. The PMT should continue to promote increased training for ASP officials regarding the continues changing in the legislation which address domestic violence in the country.
8. ASP should be encouraged to increase the concept of community policing in more regions of the country.

7 Annexes

ANNEX 1: PEOPLE INTERVIEWED

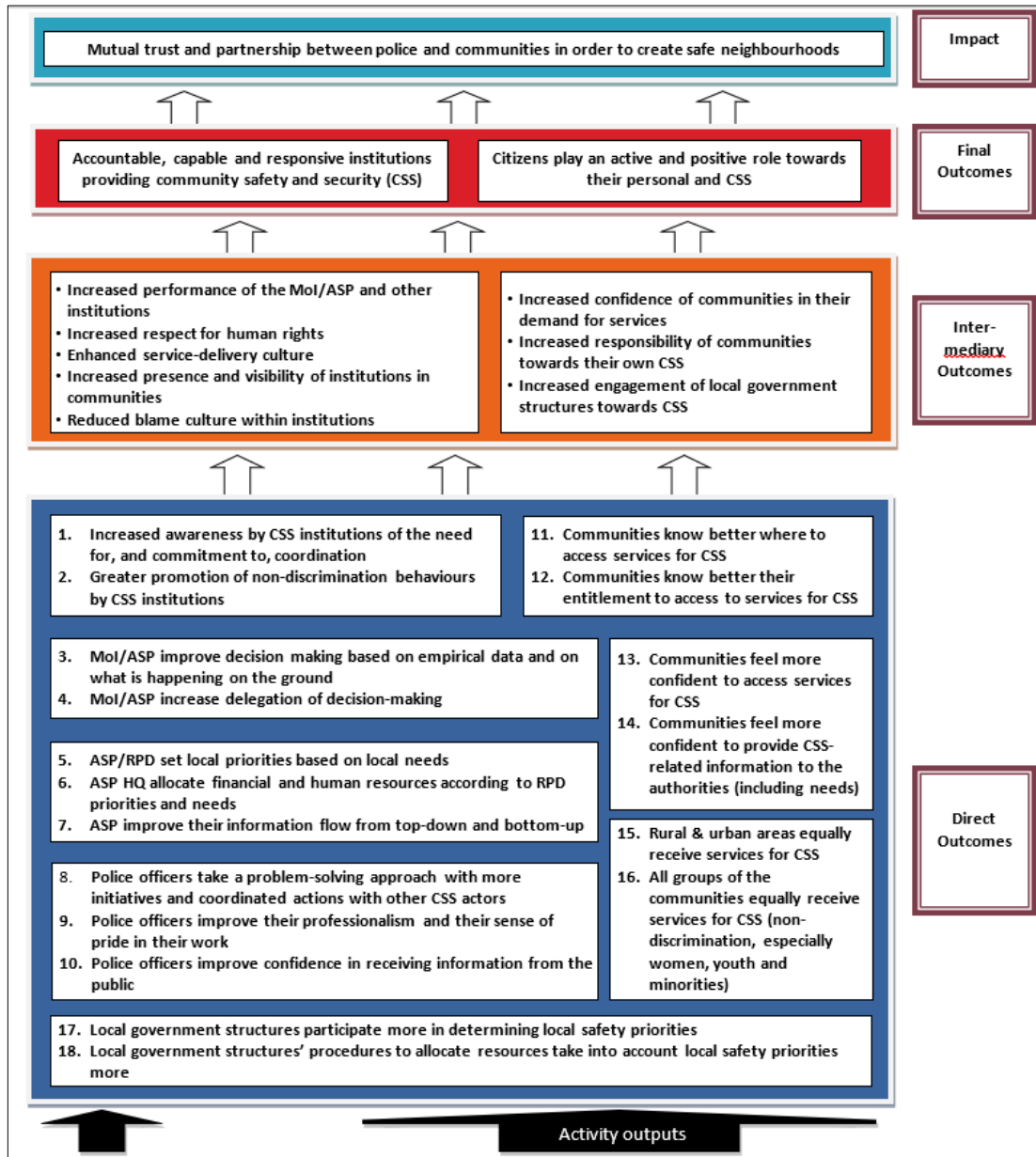
<u>NAME</u>	<u>POSITION</u>	<u>ORGANISATION</u>	<u>INTERVIEW DATE (2020)</u>
Project Management Team (PMT) + long-term and short-term experts			
Pontus Förberg	Programme Manager	FCG	21/4
Ansi Shundi	PMT Team Leader, SCPA	FCG	Ongoing consultations + 23/4
Ulrich Dugas	International expert	FCG	
Arian Braha	Project Official, SCPA	FCG	22/4
Jolanda Gugaj	Project Official, SCPA	FCG	22/4
Miranda Fishkaj	Project Official, SCPA	FCG	17/4 + 12/5
Political and senior official leaders, national level			
Brunilda Dervishaj	Head of sector of Social Inclusion and GE	Ministry of Health Social Protection	20/4
Romina Kuko	Deputy minister	Ministry of Interior	
Albert Dervishaj	Head of Public Order	Police Directory	23/4
Ferdinand Zera	Chief of Section, Community Policing Section, ASP	Police Directory	23/4
Eneo Gjergjani	Chief Commissar, Community Policing Section, ASP	Police Directory	23/4
Besnik Bakiu	Head of Sector for Trainings, ASP		24/4
Altin Qato	Former Director of Public Safety Department, currently lecturer at the Police Academy.	Police Directory	28/4
Regional, municipal and sub-municipal police and other public officials			
Arjan Muca	Director	Local Police Directorate of Elbasan	3/5
Zef Laska	Director	Local Police Directorate of Kukës	5/5
Os involved in grant scheme			
Mirela Gjoni	Executive Director	Woman Forum Elbasan	24/4
Rezarta Sheshaj	Executive Director	Family to Family	3/5
Mirela Jonuzaj	Social affairs expert	Family to Family	3/5
Officials at the Embassy of Sweden			
Linda Gjermani	Project Official	Embassy of Sweden Albania (Sida-staff)	27/4
International organisations and donors involved in relevant support projects			

Mona Nordberg	Police Affairs Officer/Adviser on Community Policing ,	OSCE HQ Vienna	21/3 + 23/4
Paulo Costa	Head of the police programme	DCAF	9/4
Kjell Elefalk	CEO	Stockholm Analytics, previous member of SPCA PMT	14/4
Jan Åke Kjellberg	Programme Director	Swedish Juvenile Justice Program	15/4
Victoria Walker	Head of the International Security Sector Advisory Team (ISSAT)	DCAF/ISSAT	9/4
Susanna Naltakyan	Security sector development officer	OSCE, field office Tirana	28/4

ANNEX 2: LIST OF PROGRAMME DOCUMENTS STUDIED

1. Technical agreement ASP-SCPA.docx
2. Contract to SIGN FINAL scp phase 2 revised ACCEPTED BY SIPU.docx
3. Appendix 1 Program Proposal ENG.docx
4. Cost Summary Dec 2018.xlsx
5. Budget Forecast 2019.xlsx
6. Capacity Building Plan _final (1).docx
7. Bridging workshop minutes 100317.docx
8. Technical Standards Interview Unit.DOCX
9. ToR Police Satisfaction Study March 2018.docx
10. Questionnaire satisfaction study ENG.docx
11. LSMS ENG 2018.pdf
12. Police Satisfaction Survey 2018 report ENG.pdf
13. Evaluation report PSS 2018.docx
14. Biannual report Jan 2019 final.docx
15. Bi annual report July 2019 DRAFT 1.docx
16. Bi annual report Dec 2019 ENG (1).docx
17. Bi annual report Jan 2019 final.docx
18. Annex 5 -DV Prevention Approach ENG.docx
19. Annex 4 -Report about CPO final July 2019.docx
20. Annex III Grant Scheme Plan.docx
21. Annex II Logframe.docx
22. Revised Inception Report.docx
23. Minutes of Meeting_SCM 15 02 2018 ENG.docx
24. Minutes of Meeting_SCM 14 02 19 ENG.docx
25. Minutes_Meeting_JWG_200717.docx
26. GRANT SCHEME PLAN_Draft3_PF comments reflected_MF questions.docx
27. GS Monitoring Report-2 st round final.docx
28. GS Monitoring Report-1st round final (1).docx
29. Grant scheme guidelines 10 oct 2017 final after Linda's comments_MF.docx
30. GS Monitoring Report-1st round final.docx
31. Final_Miranda 26 June Gender Mainstreaming Plan.docx
32. Annex 4 -Report about CPO final July 2019.docx
33. Capacity Building Plan _final (1).docx
34. Bridging workshop minutes 100317.docx
35. SURVEY on local safety measurement system narrative-report-2015.pdf
36. short-information-on-the-report-2015.pdf
37. 1. Narrative Report Phase 1 - must be read in conjunction with narrative report phase 2.pdf
38. 2. Narrative Report Phase 2.pdf
39. 3. ENG Programmatic Options Paper for Sida-MoI on Community Policing Version 3.pdf
40. 4. Sida-Final-MoI-Programme-Document - public version.pdf
41. 5. Lessons Identified – Albania Community Policing Design Project.pdf
42. Support to SIDA Comm Policing in Albania - mandate feedback.pdf
43. Albania PESTLES analysis July 2010.pdf
44. Mid-term review of the Swedish support to the Albanian MoI-ASP on Community Policing - Final report.pdf
45. short-information-on-the-report-2015.pdf
46. SURVEY on local safety measurement system narrative-report-2015.pdf
47. Community-Policing-English.pdf
48. Strategic Management.docx
49. The questionnaire for the Albanian Local Safety Measurement System draft version 12th July.docx

ANNEX 3: THEORY OF CHANGE FIGURE



ANNEX 4: TERMS OF REFERENCE FOR THE EVALUATION

TERMS OF REFERENCE: Evaluation of the 2nd phase of the Strengthening Community Policing programme in Albania (SCPA) January 2017-December 2020

Date: 19/2 2020.

Background

Sweden has been supporting the Albanian State Police (ASP) and Ministry of Interior (MoI) for a number of years in order to develop Community Policing. The first phase of the cooperation has started in 2012 and the 2nd one, has started in January 2017 and is currently running until December 2020, over four years and with a total budget of 30 MSEK. Following on the results of the first phase the current phase is based on three inter-related pillars: (1) Regional Police Directorate Community Policing Support (RPD-CPS), (2) Strategic Management Support (SMS), (3) Domestic Violence Support (DVS). In addition, and closely connected to and reinforcing of the three pillars, the programme implements a Grants Scheme to civil society organizations. The programme execution architecture will consist of a Programme Steering Committee (PSC) and a Programme Management Team (PMT).

The programme's goal is to help build mutual trust and partnership between police and communities in order to create safer neighbourhoods by facilitating a number of behavioural changes that are necessary to ensure a strong Community Policing approach. These include shifts in behaviour for individual officers, shifts in institutional behaviour within and across Community Safety and Security providers, and shifts in behaviour within the communities. The programme aims behavioural changes at the level of individual police officers, individual institutions that provide Community Safety and Security, multiple institutions providing Community Safety and Security, communities (individuals and civil society).

The detailed development of the activities has predominantly left to the SCPA implementers, considering their knowledge and experience, as well as their updated awareness of the Albanian context at the time of implementation

The support provided by the SCPA has been envisaged as below:

1. Pillar 1: Regional Police Directorate Community Policing Support (RPD-CPS)

The Regional Police Directorate Community Policing Support pillar intends to address the need to improve community policing issues at a local level. Areas of support have focused on:

A. Analysis of the gaps in service delivery at local level

The TRPDs would be supported to undertake an analysis of the gaps in the chain of competence (for example skills and procedures related to Community Policing Officers (CPO), reception, domestic violence units etc.).

B. Concrete projects within TRPDs to meet those gaps

Specific areas that could be addressed may include: Soft skills, Operational skills, Management and administration skills, Cross-cutting themes.

C. Material support to the TPRDs

This area focuses on reinforcing MoI/ASP efforts to improve infrastructure, and could include aspects such as: Support to identifying how to co-locate CPOs within existing community institutions (e.g. local government or commune offices, health facilities, youth centres etc.); Contributing to enhancing

transportation capacity for CPOs (e.g. bicycles, motorbikes); Supporting the Targeted Regional Police Directorates in redesigning the facilities to meet customer needs.

D. Enhancing police accountability

This would involve the establishment /strengthening of community groups to engage with the police to discuss local safety and security concerns, feed into priorities and hold police to account at a local level for their performance.

E. Funds for support to disseminate and replicate successful approaches to other RPDs

This should include procedures and approaches for the new CPOs.

2. Strategic Management Support (SMS)

A. Monitoring and Evaluation capacity development

Focus on support has been on Monitoring & Evaluation (M&E) capacity development, communications and coordination support. The central level (ASP HQ and MoI) are to be supported in their capacity to collect, analyse and use data to inform management and strategic decisions, and communicate better their achievements to the other institutions of the GoA and to the population of Albania. Support was also to be provided to the regional and local level within the ASP to enhance their own capacity in data collection to inform local priorities based on local needs.

B. Communications support

In particular, support was to be given to institutionalise the communications process needed to identify local priorities and introduce a more decentralised system of communications including Community Policing Officers' skills should be emphasised. Support was to be provided also to enhance the information flows between the Targeted Regional Police Directorates and the central ASP HQ

C. Coordination support

Efforts should be centred on supporting coordination of different local actors working on Community Safety and Security (CSS). Support could be provided to the ASP Directorate of Strategic planning to review and coordinate strategies and action plans (internal and external). Efforts would focus on supporting the development of coordinated indicators with institutions across the criminal justice chain and the sharing of data.

3. Domestic Violence Support (DVS)

In partnership with the Albanian authorities and local CSS actors, the programme should develop specific activities to reach the outcomes. The programme would focus on preventative and responsive needs with regard to domestic violence, initially concentrated on the TRPDs, but also providing additional support to projects across the country receiving grants from the programme.

4. Grants scheme

The Grants Scheme should underpin the work being carried out in the three other programme pillars but also engage a wide range of actors using smaller grants. The selection and management of the grants should involve multi-stakeholder selection committees with fair and transparent selection processes, a strong focus on minority groups and gender issues, and a monitoring and evaluation system. Priority should be given to the activities responding to main safety and security needs of the region. The SCPA would support grantees to monitor, report and evaluate the results. Main grants should support the joint work of the ASP, local institutions and communities to address local safety and security concerns with commitment for sustainability from Albanian local and/or central institutions. Smaller grants should go to new, innovative ways to reinforce partnerships and enhance coordination between the ASP, local institutions and communities. Support should also be provided to lesson-sharing events that bring together similar grants project implementers and relevant institutions.

Evaluation purpose

While the current phase of the programme is running from more than three years, the latest review of the programme dates back in the middle period of implementation of the first phase (2013). The level of resource engagement of the SCPA and the changes in the political and institutional context of the programme, require a review of its overall performance compared to the intended results and the desired changes as defined in the respective Theory of Change.

The evaluation of the programme shall make a critical assessment of the strong and weak points of the performance of the programme, including major conditions for success and risks. The evaluation should also assess how the different roles and responsibilities of the major programme stakeholders like ASP (including the Target Regional Police Directorates), the Ministry of Interior (MoI), local security and safety institutions and civil society members. The evaluation should look also at the quality of the programme coordination with other actors active in the field of security and safety, including both national/local ones and international programmes.

In light of a possible follow up through a third phase, the evaluation should point towards concrete recommendations for the feasibility and composition of the cooperation in a five years period between 2021-2026. The evaluation should capitalise on the existing capacities of the programme and ASP/MoI to respectively provide and absorb support for sustainable results, while also exposing the limitations.

Suggested Analytical Framework

The evaluator can include other aspects in accordance with the purpose of the evaluation and in agreement with the SCPA and The Embassy of Sweden in Tirana/Albania. The key evaluation criteria revolve around the following aspects:

- **Relevance:** The evaluator will assess the degree to which the project takes into account the local context and development problems. The evaluation will review the extent to which the objectives of the project are consistent with beneficiary requirements and needs and assess whether the approach was coherent with the ASP/MoI's policies. The evaluation will also review the extent to which the project design was logical and coherent, and it will assess the link between activities and expected results, and between results and objectives to be achieved.
- A.
- **Effectiveness:** The evaluation will assess the extent to which the project's Theory of Change has been followed and intended results have been achieved, compared to the overall project purpose. In evaluating effectiveness, it is useful to consider: 1) if the planning activities are coherent with the intended results and project purpose; 2) the analysis of principal factors influencing the achievement or non-achievement of the objectives.
- B.
- **Impact:** The evaluation will assess the main impact effectively achieved by the SCPA.
-
- C. **Sustainability:** The evaluation will assess the project capacity to produce and to reproduce benefits over time. In evaluating the project sustainability, it is useful to consider to what extent intervention benefits will continue even after the project is concluded and the principal factors influencing the achievement or non-achievement of the project sustainability.

Stakeholder involvement

The review will be conducted in active consultations with the direct beneficiaries like ASP/MoI, civil society organizations, local level safety & security institutions, grantees, and other relevant international assistance programmes (like but not limited to PAMECA and ICITAP).

Review questions

A. General questions

1. What is the degree of local ownership in the planning, implementation and monitoring of the SCPA work?
2. What can be done to improve efficiency?

3. What is the perspective for the project sustainability, especially regarding the commitment and long-term planning capacity of the direct beneficiaries like the ASP and MoI?
4. How well is the SCPA coordinated with other donor assistance programmes?
5. How can the coordination with the Swedish funded Juvenile Justice Programme, be enhanced?
6. How can the visibility and outreach to the general public increase?

B. Project objectives

1. To what extent is the overall project goal achieved?
2. To what extent is the SCPA's Theory of Change still relevant?
3. To what extent are the intended outcomes for each pillar and the Grants scheme achieved?
Are there intended outcomes that can be now considered overly ambitious?

C. Thinking for the future

1. What is the general conclusion about the viability of a new phase of cooperation?
2. What should be a priority for a next phase of the programme based on the beneficiaries needs and the lessons learnt from the current phase?
3. What factors are key to success for the future phase and what has to be changed in the new cooperation to meet the challenges for sustainable results?

Recommendations and lessons

The evaluation shall present a review of the cooperation, compared to the programme document and Theory of Change, and as an answer to the above questions. The recommendations should be directed to Sida/Embassy. Preliminary findings on lessons learnt, problems, roles and other issues of special relevance for the remaining implementation of the programme should be discussed with the beneficiaries, the implementing consultant (FCG) and Embassy in a short seminar/meeting. Whenever possible, the evaluation should look into the cumulative effects and the overall impact from the two phases of the programme.

Methodology

The assignment will include a desk study of the documents pertaining to the programme including programme document, progress reports, etc. The assignment will also include a field mission to Albania which will constitute the most crucial part of the work. Might be advisable that the consultant meets beneficiaries at least in one of the two pilot regions of the programme (Elbasan, Kukës).

The evaluator will need the following qualifications:

- Expert knowledge regarding rule of law and police. Previous experience or knowledge about community policing is an advantage.
- Expert knowledge in Domestic Violence issues and programmes
- Expert knowledge on capacity building and institution building in development cooperation.
- Knowledge of evaluating development cooperation programmes
- Fluency in the English language

Time schedule and budget

The tender/reply to the call off inquiry should be available to Embassy not later than **4 March 2020**. The assignment will start not later than **20 March 2020**. A start-up meeting at the Swedish Embassy in Tirana between the responsible programme officer and the consultant will take place before the field work. A draft report of the evaluation should be presented to the Embassy not later than **05th of May**. The final report, after Embassy's comments shall be presented roof-read no later than **25 May 2020**. The consultant shall present a proposal and budget corresponding to not more than **180 working hours**, including desk study, field trip to Albania, relevant meetings/interviews and reporting. The

consultant is expected to visit the beneficiaries and implementing consultant in Tirana, Albania. These field work visits are planned to take place in **March/April**.

For requirements on tender and invoice, see below.

The contact person at Sida/Embassy is Linda Gjermani e-mail: linda.gjermani@gov.se and telephone number: +355 692080887

Specification of requirements in the tender

1. The Tenderer shall present the planned methodology for the assignment.
2. The Tenderer shall specify the consultant responsible for the assignment and the other consultants participating in the assignment. Tenderers shall specify the level of competence for the consultants allocated to the assignment. If suggested consultants are not on the list of approved consultants by Sida but are suggested as temporary consultants involved specifically in this assignment, Sida's template for CV must be used as an attachment to the tender. For the template, please see attachment 1 below.
3. Tenderers shall specify the total cost of the assignment, in the form of an hourly fee for each category of personnel and any other reimbursable costs for the part of the assignment carried out in Sweden and abroad. Reimbursable costs must as a minimum, when applicable, be specified with costs for per diem, accommodation and type of flight ticket, to make sure that economic class is used. If the tenderer assesses that economic class for flight ticket is not for some reason possible, the tenderer must motivate this to Embassy for an eventual approval. All types of costs shall be given in SEK, excluding VAT.
4. The invoice shall be specified in the same way as the budget as presented in the tender. Tenderers shall submit a time schedule for the assignment.

Reporting

The consultant shall present a report based on these Terms of Reference. The report shall be written in English and shall not exceed 25 pages, excluding annexes. The Embassy shall within ten days present comments to the draft report.

The proposal, as well as the reports, shall be sent to linda.gjermani@gov.se



Albanian Police Capacity Building: From repressive force to serve communities with trust

Evaluation of Sweden's support to the programme "Strengthening Community Policing in Albania", second phase 2017–2020

The object of the evaluation is the five year (2017–2020) programme "Strengthening Community Policing in Albania", aimed at contributing to the democratic transformation of the Albanian State Police, from a repressive instrument to a service oriented institution trusted by citizens. The programmes' overall objective is to expand the implementation by local police districts of community policing, a world wide recognised approach by police organisations to improve relationships and cooperation with the general public. The programme's second focus has been to combat and prevent the prevalence of domestic violence.

The overall conclusion on is that the relevance of programme is well in line with the needs and priorities of the government. Community policing is a well established concept in Albania. There is evidence of a contribution to behavioural changes of the police in the two pilot regions, Elbasan and Kukës. Albanian citizens have increased their trust in the police. The programme is implemented efficiently and has provided value in relation to invested economic and human resources. Coordination with other international donors could improve. The evaluators are positive to the idea that Sida through the Embassy of Sweden should of e third phase of the programme.

SWEDISH INTERNATIONAL DEVELOPMENT COOPERATION AGENCY

Address: SE-105 25 Stockholm, Sweden. Office: Valhallavägen 199, Stockholm

Telephone: +46 (0)8-698 50 00. Telefax: +46 (0)8-20 88 64

E-mail: info@sida.se. Homepage: <http://www.sida.se>

