

BASELINE ASSESSMENT

INTERSECTORAL STRATEGY ON COUNTERING ORGANIZED CRIME 2013-2020



Center
for the Study
of Democracy
and Governance



Kingdom of the Netherlands

Baseline Assessment:

Intersectoral Strategy on Countering Organized Crime 2013-2020

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ABBREVIATIONS AND ACRONYMS

AASCA	Agency for the Administration of Seized and Confiscated Assets
ALUIZNI	Central Immovable Properties Registration Office
AP	Action Plan
CC	Criminal Code
EMCDDA	European Monitoring Centre for Drugs and Drug Addiction
GDPML	General Directorate for the Prevention of Money Laundering
GDSP	General Directorate of State Police
GPO	General Prosecution Office
ISAC	Inter-Sectoral Strategy against Corruption
ISCOC	Intersectoral Strategy for Combatting Organized Crime, Illicit Trafficking and Terrorism
Mol	Ministry of Interior
NAPFCTC	National Action Plan on the Fight against Cultivation and Trafficking of Cannabis
NSDI	National Strategy for Development and Integration
PI	Performance Indicator
POS	Public Order Strategy
SELEC	Southeast European Law Enforcement Center
SO	Specific Objective
SPAK	Special Anti-Corruption Structure
SSO	Subobjective
UNTOC	United Nations against Transnational Organized Crime
VOT	Victim of Trafficking

ABSTRACT

This report assesses the results achieved through the implementation of the Intersectoral Strategy for Combating Organized Crime, Illicit Trafficking and Terrorism 2013-2020. The strategy is the continuation of a previous document that covered the period 2008-2018, both adopted by the Government of Albania in response to the increasing threat from organized crime.

The strategy sets out policy goals, strategic and specific objectives and indicators to measure results. The strategy is a public document and provides for the production and publication of annual reports on its implementation and achievements. However, no monitoring reports on its implementation have been produced or/and published to date.

The report seeks to provide a baseline assessment that can be used by institutions in charge of the implementation and review of the strategy for monitoring and evaluation and capacity building purposes. The report aims also to support the process of developing the next strategy on organized crime as well as providing the public with the necessary information on the implementation and results achieved. Given that the strategy expires in 2020, an external evaluation can provide an additional angle for analyzing the achievements and failures in meeting the goals, objectives and targets set out in the current document, as well as analyzing the factors that have contributed to their achievements and/or failures. On the other hand, in terms of accountability, it is mandatory to inform the public on the implementation and results of the strategy, given that significant resources have been allocated for its implementation.

The data used for producing this report have been collected from government and international reports and statistics, independent articles and sources as well as consultations with different stakeholders. The data have been processed by applying combined analytical approaches, namely statistics analysis, text analysis, and comparative analysis.

The findings show that the formulation of the strategy has a number of flaws and incoherencies, which make implementation and monitoring and evaluation inherently challenging. Incoherencies are also evident in relation to the strategy and its action plans as well as vis-à-vis other national sectoral strategies related to organized crime.

The main weakness appears, however, to be the inadequacy of monitoring and evaluation approaches and capacities, from which the identified shortcomings seem to derive. The deficiencies with the monitoring and evaluation are also to be accounted for the lack of sustainability of the implementation process and reporting.

While a general picture can be drawn on the achievement of the strategy, due to the above shortcomings, it is difficult to evaluate the extent to which the implementation of the strategy has contributed to addressing the organized crime concerns in the period 2013-2019. These shortcomings need to be addressed in the remaining time of the implementation of this strategy and should also be taken into account in the process of drafting the next strategy.

I. SUMMARY

Organized crime has emerged as one of the most important challenges to Albania since the beginning of the country's political and economic transition. Largely unprepared to deal with this challenge during the 1990s, a more structured response began to be outlined only during the following decade. In 2008, Albania adopted the Intersectoral Strategy for Combating Organized Crime, Illicit Trafficking and Terrorism adopted (ISCOC 2008), which was renewed in 2013.

The Intersectoral Strategy for Combating Organized Crime, Illicit Trafficking and Terrorism 2013-2020 (ISCOC 2013) is the 'key national strategic document' with regard to fighting against organized crime.¹

However, despite the relevance of the ISCOG 2013 in tackling the organized crime problem, its monitoring and evaluation have not been performed in accordance with the provisions set out in the strategy. No annual reports on its implementation have been produced or published and no systematic information on its implementation has been communicated to the public. Communication is essential to effective implementation of public policy, as it serves to inform specific audiences, stakeholders, and the overall public on achievements and failures, shaping thus their expectations and behaviors.

More important, the ISCOG 2013 expires by the end of 2020 and another strategy will be adopted for the next period. However, a solid review process requires an analysis of the achievements and shortcomings and the fulfilment of objectives and indicators set out in the current strategy.

Against this setting, this report provides a baseline assessment of the Intersectoral Strategy on Countering Organized Crime 2013-2020 with the aim to support the efforts to strengthen the monitoring and evaluation capacities of the government institutions and to support the drafting of the new strategy and the public consultation processes as well as to strengthen accountability.

While it is the main policy document in the fight against organized crime, the ISCOG 2013 is little known outside the institutions that implement it and has almost no public visibility. The adoption of the Action Plan 2019-2020 in September 2019 without any public and stakeholder consultation missed the opportunity to make the strategy known to a larger public.

The report is compiled with data collected from government and international reports and statistics, interviews and consultations with relevant stakeholders and actors. The data have been processed and analyzed from the point of view of policy outcomes and impacts, in view of measuring the achievement of the performance indicators and strategic objectives.

The report provides a fourfold analysis. Firstly, the analysis focuses on the formulation of the strategy by examining its structural and logical coherence based on results chain and availability of statistics to measure results. Secondly, the report analyzes the coherence between the ISCOG 2013 and the Action Plans. Thirdly, the analysis focuses on the coherence between the ISCOG 2013 and related sectoral strategies. Fourthly, the report analyzes the

¹ Council of Ministers' Decision No. 246, dated 9.5.2018, "On Adoption of the National Plan for European Integration 2018-2020" Article II.I.I

implementation of the strategy in relation to the achievement of performance indicators and objectives.

1.1 Structure, Formulation, and Internal Coherence

In essence, the strategy entails two main processes: a) formulation, and b) implementation. Formulation involves analyzing the environment, setting goals and policy objectives that guide the actions as well as defining the resources, while implementation refers to the actions performed to achieving the established goals and objectives.

The strategy is outlined in 6 main parts: (1) Methodology and Introduction; (2) Situation Analysis; (3) Vision, Policies and Strategic Objectives; (4) Policy Objectives and Major Outcomes; (5) Financial Resources and Institutions Involved; and, (6) Accountability, Monitoring and Evaluation.

While the document is adequate in terms of logical flow of chapters, there are a number of flaws and contradictions in terms of coherence of content and the logical framework of the results chain.

The Situation Analysis is rather shallow and contradictory, lacking reference to any threat assessment framework applied. For instance, it states that *‘organized crime in Albania in recent years appears less disturbing and even more controlled than in the period before 2007’* to then state that *‘drug traffickers appear to be taking an increasing role in the financing and distribution of heroin’*. The areas listed as achievements made during the implementation of the previous strategy are contradicted by the reference made to the European Commission Progress Report, which states that these are the problematic areas for Albania.

The next chapter, *Vision, Policies and Strategic Objectives*, outlines what the strategy seeks to achieve in the long run. It sets out the vision, the long-term strategic aim, and the strategic goals, which are formulated in a lengthy way although in essence are the same.

This chapter outlines also a set of “appropriate” policies that the strategy aims to develop in order to “further improve security standards” in the country, but it then states that *“administrative capacity of state institutions will be strengthened to implement them”* making it hard to understand whether these are policies or actions that need to be undertaken to achieve these policies.

The subsequent chapter, *Policy Objectives and Major Outcomes*, provides for the results chain that can be organized as following: *Strategic objectives -> Major outcomes -> Specific objectives -> Performance indicators*.

The document outlines 32 Specific Objectives and 47 Sub-objectives, and 38 indicators (see Table 3). While this part of the results chain is more structured, as it seeks to establish a closer and clearer correlation between objectives and results, there are several flaws in terms of the formulation of objectives, relationship between objectives and indicators as well as in terms of formulation and consistency of indicators.

Several objectives are formulated as having both a preventive and suppressive scope. Such formulation poses challenges to both implementation and evaluation, because prevention and suppression often entail activities and outputs that require different means and resources to be implemented and delivered.

Also, the formulation of the majority of these indicators is flawed. No specification is made on whether the measurement of results shall be made through decreasing or increasing values in these indicators. Moreover, several indicators do not make reference to the baseline data and annual target values that will be used to measure the results of achieving. Several indicators are formulated as outputs, which is not adequate and poses difficulties to measuring the achievement of the defined objectives. No indicator provides for the method of calculation or source of data that will be used for the measurement.

In relation to the number of specific objectives and subobjectives, the number of indicators is small and may not serve to measure achievements adequately. Typically, more than one indicator is needed for one objective to measure achievement.

The strategy provides also for a list of “major outcomes” linked to 12 Strategic Objectives that will be eventually delivered through the achievement of each objective. However, the majority of the “major outcomes” are formulated as activities or specific outputs, or are a repetition of formulations of policies, challenges, etc.

The document also outlines a list of internal and external indicators that shall be used to evaluate the achievement of the outcomes and impact of the implementation of the strategy. Even the formulation of the majority of these indicators is flawed, because these indicators do not include baseline information and targets to be achieved for measuring the progress, so their usefulness is limited.

The strategy is implemented through its Action Plans, which, in turn, have to be coherent with the strategy. The action plans provide for the *Activities institutions responsible for implementing them and the outputs to be delivered*. Two action plans have been adopted: the Action Plan 2013-2016 and the Action Plan 2019-2020. A number of inconsistencies are found between the strategy and the action plans. For several objectives there are no activities planned in the Action Plans, or the related specific objectives are formulated differently in the strategy and Action Plans. Compared with the Action Plan 2013-2016, the number of sub-objectives, outcomes, and outputs related with Strategic Objectives is reduced significantly in Action Plan 2019-2020.

Many performance indicators are formulated as outputs in both action plans, while the outputs should be different and linked with the indicators. On the other hand, several outputs in the action plans are formulated as indicators, but they lack baseline and targets, thus making it difficult to use them to measure results in an unequivocal way. In some indicators, the deadlines for achieving the target for the performance indicator are different in the strategy and action plans, or the target value is different in the two documents.

Incoherencies of formulation and harmonization are evident also between the strategy the related national sectoral strategies. The strategy stipulates that it should be harmonized with the other related national sectoral strategies. This harmonization is essential to avoiding overlaps and duplications that might be a burden to the implementing institutions and lead to resource waste.

Incoherencies found between the strategy the related national sectoral strategies consist of replicated strategic objectives, incoherence between indicators, etc.

Obviously, these formulation inadequacies pose inherent challenges to the implementation as well as to the monitoring and evaluation process.

The last chapter, *Accountability, Monitoring and Evaluation*, defines the processes and institutions in charge of monitoring and evaluation. The strategy tasks the Ministry of Interior with the responsibility for ensuring the coordination of the implementation process and for ensuring

the coherence and harmonization with other sectoral strategies. The Inter-Institutional Technical Secretariat, composed of members from 10 different institutions and departments, is tasked with the provision of support to the Ministry of Interior for the monitoring, evaluation and reporting. All the institutions involved are obliged to submit quarterly implementation reports to the Ministry of Interior. Based on these reports, the Ministry of Interior produces quarterly reports and a performance-based annual monitoring report that includes the achievement of the indicators each year.

Chaired by the Prime Minister, the Inter-Institutional Committee on Measures against Organized Crime, Trafficking and Terrorism is the body of a higher level, tasked to ensure policy coordination. It submits the report to the Government, which analyzes the performance of each institution responsible for the implementation of ISCOG and makes public the achievements after each stage of the implementation of the objectives and related action plans.

The strategy provides also for the *financial resources* to be allocated annually to the institutions involved in the implementation of the strategy for the period 2013-2020. In total, 35.945.315.000 ALL are allocated to the strategy.²

1.2 Achievement of Performance Indicators

The examination of government publications and reports reveals that no monitoring reports have been published on the implementation of the strategy. Moreover, no independent monitoring has been conducted. The lack of monitoring has inhibited the possibility of improvement of the formulation inadequacies listed above.

By using data collected from domestic and international sources, a monitoring of the achievements of the targets set in the indicators an interpretation of the achievements of the objectives has been made.

The monitoring and analysis of the achievement of the targets of the performance indicators implementation shows that for about one third of indicators there is no available data for making the assessment. Unavailability of data is related to the lack of regular monitoring and reporting on implementation of the action plan, as well as regular adoption of the action plans, but often the unavailability of data is related to problems of formulation also.

For instance, in order to assess the achievement of the indicator “*Maintain at 100% the detection of counterfeit documents by 2020*” the data on the number of all counterfeited documents used for illegal border crossing is needed first, which can be confronted with the data on the number of cases detected at the borders. However, it is not possible to know how many counterfeited documents intended for border crossing may exist because such statistics cannot be produced.

Likewise, for the indicator “*Reduction of the time for processing citizens’ documents in the Border-Crossing Points by up to 45 seconds*” it is not possible to collect data systematically, because, first of all, there is no method for calculating the time spent for processing citizens’ documents in the Border-Crossing Points. Even if this is technically achieved, it is hard to establish how the achievement of the 45-seconds target could contribute to “*to combatting cross-border crime*”

² About 285 million Euros with the March 2020 exchange rate (1 euro = 126 ALL)

and illicit trafficking to increasing border security standards to the standards of EU countries”, as provided for in the formulation of the corresponding Strategic Objective.

For five indicators, targets have been achieved during all the years monitored, while targets for another six indicators have not been achieved regularly for each year. For another six indicators, targets have been missed for all or almost years of implementation. Some indicators cannot be assessed due to lack of data or missing target values, while two have partially achieved the target (Scorecard Table).³

³ Partially achieved status has been applied for the two indicators that measure achievement of ensuring access of Police and Prosecution to databases. Given that the indicator measures performance of two different institutions, partial status has been accepted when one of these institutions has ensured such access.

Legend

Achieved		No data	
Partially achieved		Not/Available (N/A)	
Not achieved		Baseline value	

Strategic Objective	Performance Indicators	Baseline				Target value/Year/Status of Achievement (Color)							
		Baseline Year	Baseline Year when unspecified	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
SO. A	1. Periodic compilation (every 3 months) of consolidated and harmonised statistics.		2012										
	2. Periodic meetings (every 3 months) with the participation of all the reporting institutions (mentioned in this strategy).		2012										
	3. The number of exchanged information among institutions will increase by 5% in 2020 compared to 2012.	2012											
	4. The number of joint trainings will increase by 4% in 2020 compared to 2012.	2012											
	5. Ensure access to ALUIZNI, Central Immovable Property Registration Office, Taxes, Customs records. (2014)		2012			No access							
	6. Ensure access to FIU data, General Directorate of Road Transport Services, the National Registration Center and the National Licensing Center etc. (2014)		2012			No access							
SO. B	1. Reduce by 50% in 2016 the number of seized and destroyed narcotic plants cultivated, by using as a baseline the 2010 data.	2010		37000	21000	76000	98000	551414	797422	2536288	63463	35985	78068
	2. The number of seizures for sales of drug trafficking to be each year over 600		2012										
	3. Keeping at low levels the quantities of hard drugs (cocaine, heroin) seized from neighbouring countries that originate or transit from Albania (under 20 kg of heroin and under 5 kg of cocaine by 2020).		2012										
	4. Conducting not less than 30 operations each year in which different forms of international cooperation have been used.		2012			54	54	41	62	52	47	47	60
	5. Disrupt not less than 40 criminal drug trafficking groups each year.		2012			50	43	57	50	62	58	25	
	6. Increase the detection and disruption of trafficking of narcotic drugs at the Border Crossing Points by 1.5% in 2020, compared to 2011.	2011											
SO. C	1. Increase in the number of operations related to illegal trafficking that are conducted with special methods of investigating by 5% in 2015 and by 7% in 2020, compared to 2012.	2012				75	23	40	67	124	115	105	115
	2. Conduct every year of not less than 50 anti-narcotics operations with special investigative techniques.		2012			50	50	89	101	105	183	142	160
	3. Increase by 5% the number of proactive investigations related to laundering of criminal proceeds.		2013				39	75	96	132	134	129	219
	4. Increase of proactive anti-corruption investigations by 5% annually.		2013				81	89	196	285	367	347	378
SO. D	1. Increase of the percentage of detected criminal offenses of illicit trafficking from 98.2% to 98.7% by 2020;		2012			98.2%	98.26	98.32	98.38	98.44	98.5	96.58%	
	2. Increase in the detection of criminal offenses of illegal trafficking by 1.4% in 2020, compared to 4.99% in 2012 due to the implementation of INTERPOL and TMS system.	2012				4.99%							
	3. Increased professionalism and technical capacity to crack down on the phenomenon of the use of forged documents for border crossing. Reach to 100% the detection of counterfeit documents by 2020.		2012			100%							
SO. E	1. The number of criminal proceedings for criminal offenses of corruption involving officials will increase 2.5 times by 2016 and 3.5 times by 2020.		2012			83	99	143	210	159	273	173	155
	2. The number of criminal proceedings for criminal offenses of crimes involving officials will increase 2.5 times by 2016 and 3.5 times by 2020.		2012			418	508	823	723	803	704	821	941
SO. F	3. An Increase by 5% of the number of operations conducted with special investigative techniques, each year.		2012										
	1. The number of criminal proceedings for criminal offenses of money laundering will increase by 10% in 2016.		2012			125	85	208	245	252	320	269	236
	2. Increasing the number of cases of confiscated assets for money laundering at 5% each year.		2013				45	3	7	13			
	3. Increasing the number value of confiscated assets for money laundering at 5% each year.		2013				3,203,798	316,011	1,877,479	3,513,423			
	4. Increase of 5% of reported suspicious activities performed by subjects to the law (on money laundering).		2012			556	558	1230	1319	1292	1384	1525	1424
SO. G	5. The number of joint trainings will increase by 5% in 2020, compared to 2012.	2012											
	1. Increasing the number of assets investigations by 10% by 2016.		2013				120	131					
SO. I	2. Improvement of the legal provisions on the establishment of a Special Fund for the Compensation of Victims of Crime, in particular victims of trafficking.					No law					Law 70/27.4.2017		
	1. Reduction of the time for processing citizens documents in the Border Crossing Points by up to 45 seconds.		2012										
SO. J	2. Complete the harmonization of the legal framework on Integrated Border Management with Schengen standards by 2018.		2012										
	1. Increase by 10% annually of the number of cases of joint international investigations.		2014					4	6	6	4	8	64
SO. K	2. Increase in the number of joint international operations by 5% by 2015, and by 10% by 2020, compared to 2012.	2012				54	61	45	68	74	73	75	84
	1. Increase by 7% of indicators of the use of existing technologies in detecting and identifying the legal evidence that are detected and collected from the crime scene by 2020.		2012										
SO. L	2. Provide the minimum of 200 profiles of people who are not related between them until 2020		2012										
	1. The number of computer fraud and online fraud investigations will increase to 7% by 2020.		2012			28	31	51	60	51	73	52	
	2. The number of investigations for abuse of minors through internet will increase by 2% by 2016.		2012										
SO. L	3. The number of digital evidence obtained for investigation purposes will increase by 5% by 2016.		2012										

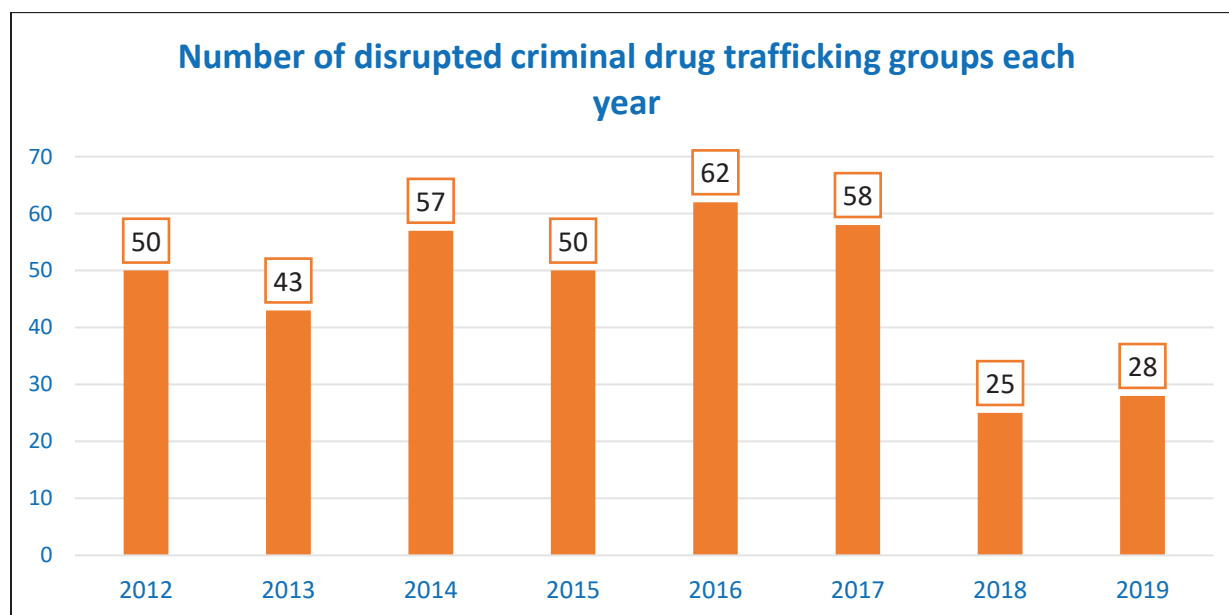
Table I. Scorecard of achievement of performance indicators

1.3 Achievement of Internal and External Indicators

In addition to the performance indicators related to each strategic objective, the strategy provides also for internal and external indicators, set out in the Chapter of *Accountability, Monitoring and Evaluation*. Data have been collected and analyzed to evaluate the achievement of these indicators as well. The data have been collected from the government report and statistics, but since the strategy provides for making use of external indicators, including regional and international reports as well as public perceptions reports, data from such reports have been also used for the assessment of achievements. Some of these indicators are difficult to measure, because they lack baseline information, target values, and a description of how the data will be collected, calculated and interpreted. Nevertheless, data have been collected and analyzed and results are presented below for some of these indicators.

I. Disruption of Criminal Groups Involved in Organized Crime Activities

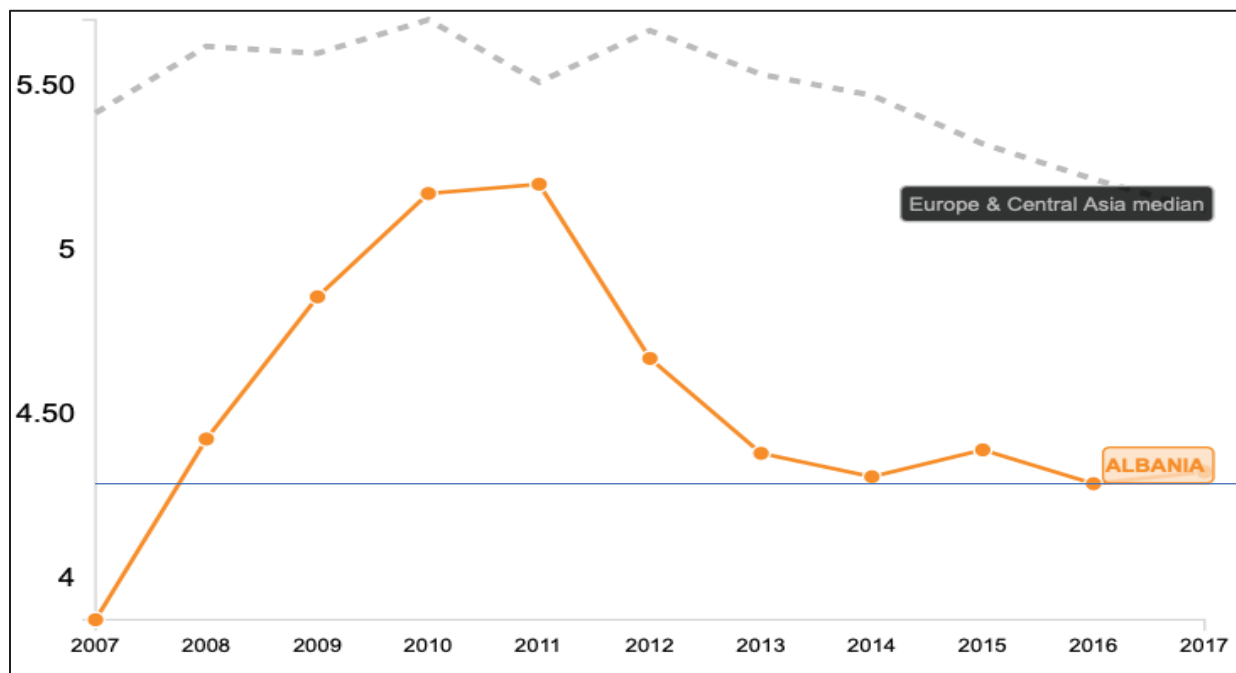
Given that the formulation of the indicator is rather vague for measuring it, the data related to the performance indicator “*Disrupt not less than 40 criminal drug trafficking groups each year*” have been used (Graph 1). Except for year 2018, the annual targets of this indicator have been achieved.



Graph 1. Number of disrupted criminal drug trafficking groups 2012-2019. Source: Annual Report of the State Police for year 2018; Monthly Informative Bulletins (2014-2017), Ministry of Internal Affairs; Ministry of Interior, Anti-Corruption Politics, Association-Stabilization Committee (April 2013-March 2014); Ministry of Interior, Political Criteria, Association-Stabilization Committee, 2014. Assembly of Albania, the Parliamentary Committee for European Integration, hearing session with the Minister of Interior Mr. Sandër Lleshaj on the priority of “The Fight against Organized Crime”, 09.03.2020.

The graph below presents the data from the World Bank index of the extent of costs that organized crime imposes on businesses. The result is measured through a given score of 1 to 7, in which 1 means that organized crime imposes costs to businesses to a great extent while 7 is not cost at all (Graph 2).

As the graph shows, Albania improved the score from 2007 to reach the best score 5,20 in 2011, to then slide back in the following years to reaching the score of 4,32 in 2017, which is even lower than the 4.42 score of 2008. No data are available for the years 2018 and 2019.

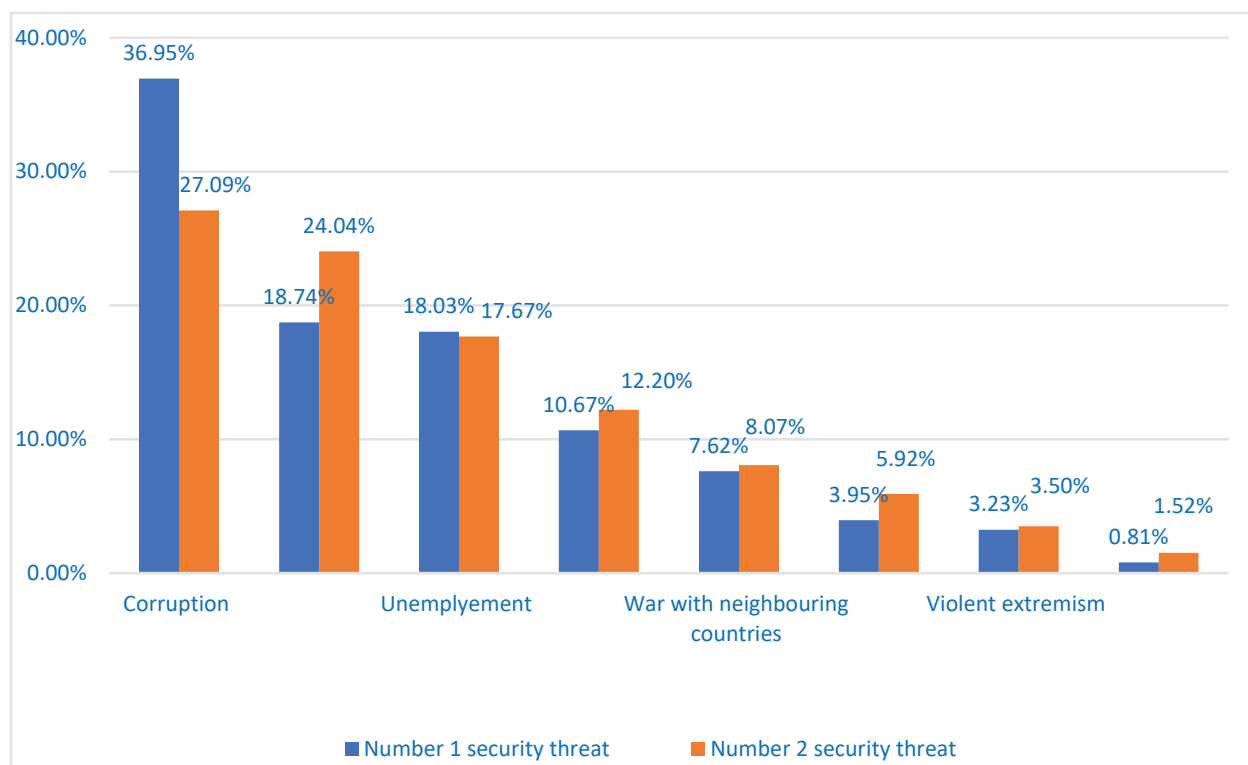


Graph 2. Albania, Organized Crime. Source: The World Bank⁴

Results from national public survey conducted in October 2019 by the Center for the Study of Democracy and Governance show that the Albanian citizens say that organized crime is the second most important threat to the country's security (Graphs 3 and 4).⁵

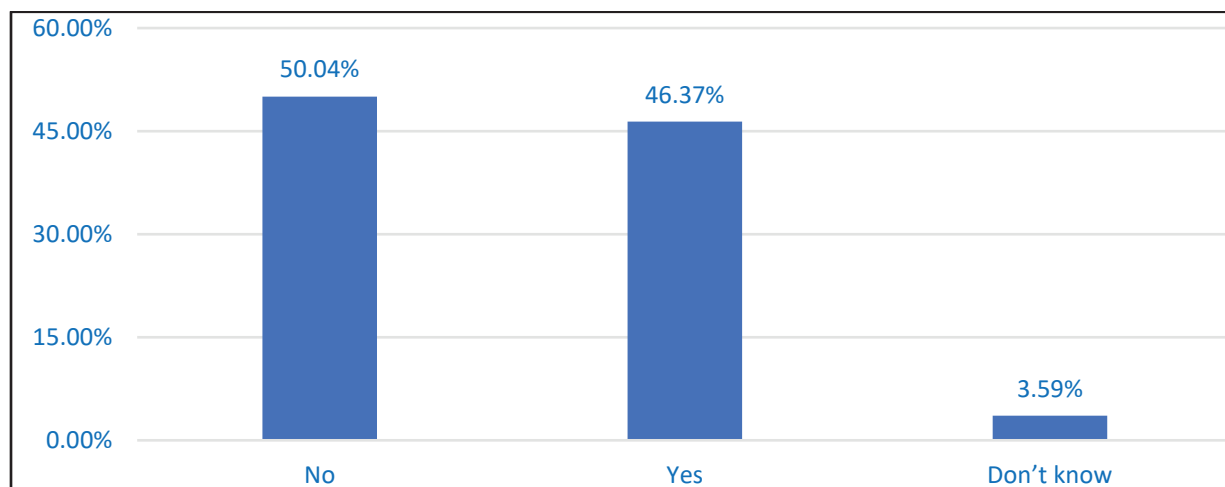
⁴ https://tcddata360.worldbank.org/indicators/h3031de56?country=BRA&indicator=678&viz=line_chart&years=2007,2017

⁵ Albanian Security Barometer 2019. <http://csdgalbania.org/wp-content/uploads/2020/02/The-Albanian-Security-Barometer-2019-1.pdf>



Graph 3. Results of the answers to the question: “What are the number one and number two security threats to of Albania”. Source: “Albanian Security Barometer”

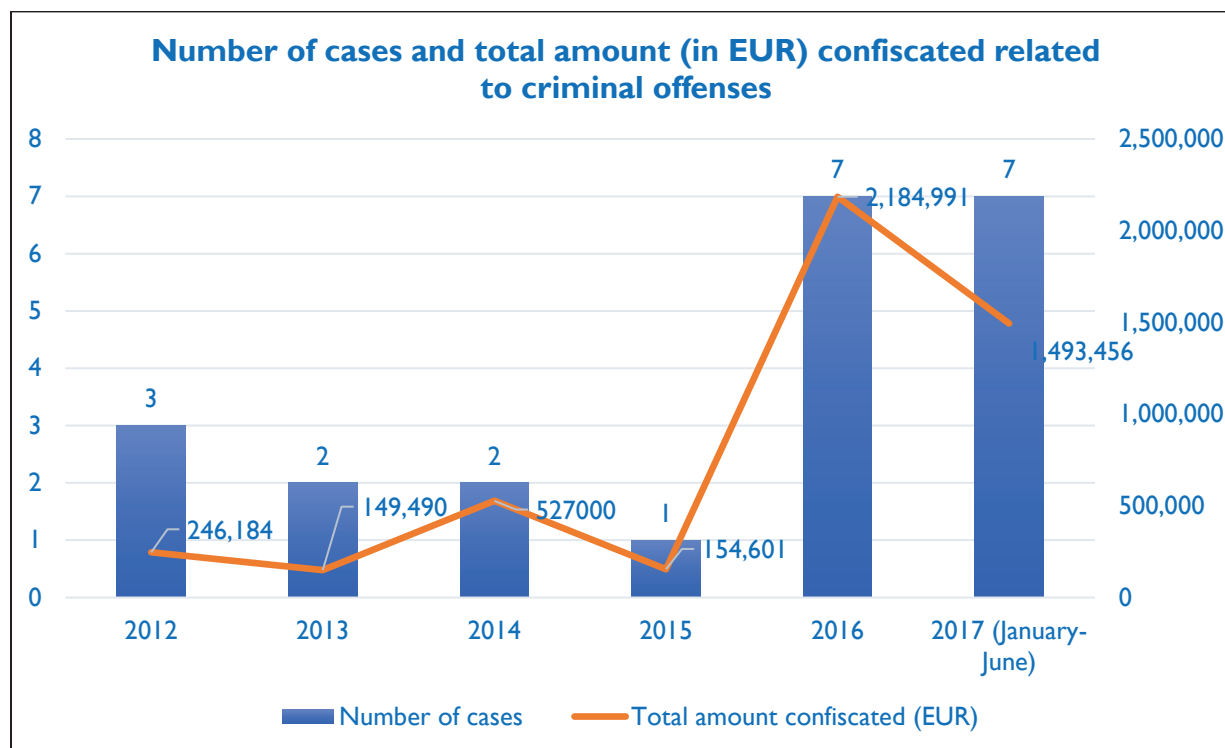
The results of the survey showed also that half of the citizens are skeptical about the prospect of winning the fight against organized crime. There are no systematic public survey data for other years, but based on this survey it may be deduced that the threats from organized crime are present and that the strategy’s goal “to building a society without threats from organized crime” may need to be revised.



Graph 4. Results of the answers to the question: “Do you think the state will win the war against organized crime?”. Source: “Albanian Security Barometer”

2. Seizure of Assets Derived from Such Illegal Activities

The data for evaluating this indicator have been collected from the General Prosecution Office. It indicates both the number of cases of confiscations of assets and the value of the confiscated assets (Graph 5).



Graph 5. Number of cases and total amount (in EUR) confiscated related to criminal offenses. Source: General Prosecution Office, Annual Report of the year 2017 of the First Instance Prosecution for Serious Crimes

In terms of achievement of the indicator, the data show a very low number of both, the cases of confiscations and the value of confiscated assets for the years 2013, 2014 and 2016. Both the number of cases and relevant value have considerably increased in 2016 and 2017 compared with the trend shown in the previous three years.

No data have been found to reflect the situation in 2018 and 2019. However, the EU 2019 Report on Albania points out that “the number and value of asset confiscations in criminal proceedings are limited”.⁶

3. Arrested Persons with Criminal Background

No data have been collected for assessing this indicator. This is not due to the unavailability of statistics on this subject, but rather because the formulation of the indicator is very vague and almost impossible to interpret. Firstly, because the arrests do not equal to conviction and, secondly, because the vagueness of formulation would allow to interpret as achievement both

⁶ EU Albania 2019 Report (p. 35). <https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/20190529-albania-report.pdf>

the increasing and decreasing number of arrests given that the strategy provides for both prevention and suppression.

4. Indicators of Illegal Narcotics Market

This indicator is also vague, as its formulation might suggest that its achievement can be measured through both increasing and decreasing values. The table below presents the data on amounts of narcotics seized by law enforcement agencies in Albania in the period 2013-2019. However, it is not possible to interpret those data as an achievement or failure of the whole strategy.

For instance, while the increase in the amount of cocaine seized might show the increased capacities of the police to conduct international counternarcotic operations, the increase in the seized amount of cannabis, which is domestically grown, indicates the opposite in terms of the capacities of the organized crime groups to conduct large-scale narcotics shipments.

Whichever interpretation might hold true, this indicator does not allow for making an unequivocal assessment of the strategy's achievements regarding disruption of drugs market (Table 2).

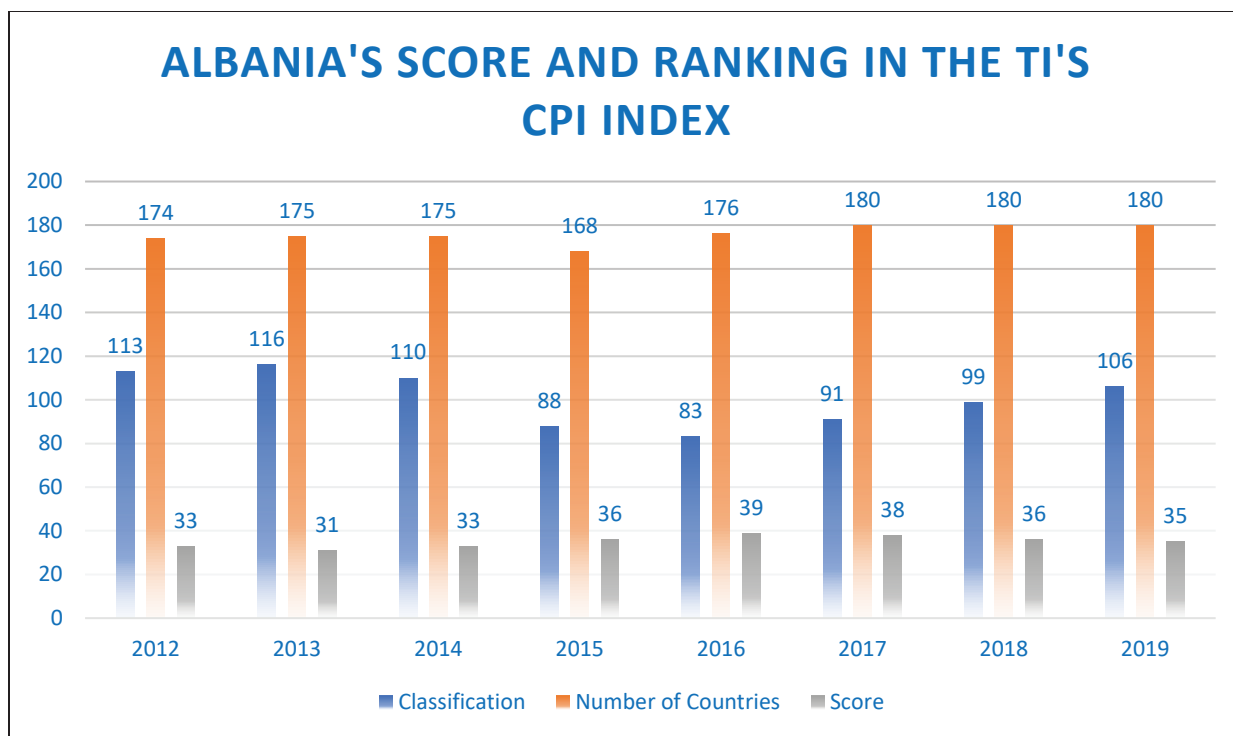
Type of Drugs	2013	2014	2015	2015	2017	2018	2019
Heroin (Kg)	34.88	73.83	38.1	57.18	21.06	23.86	29.54
Marijuana (Kg)	20760	97120	11470	29820	78180	20450	6320
Cocaine (Kg)	15.93	17.85	27	8.63	3.67	630.24	145.94
Cannabis Resin (Hashish) Kg	-	-	-	-	64965	-	-
MDMA/Ecstasy (Kg)	-	-	-	-	22.5	-	-

Table 2. Amounts of narcotics seized in the years 2013-2019. Source: General Directorate of State Police, Monthly Reports 2014, 2015, 2016, 2017, 2019 (January-December) & Annual Report of the year 2018.

5. Minimisation of Corruption and Ranking of Albania Among the Countries That Fight Corruption Effectively

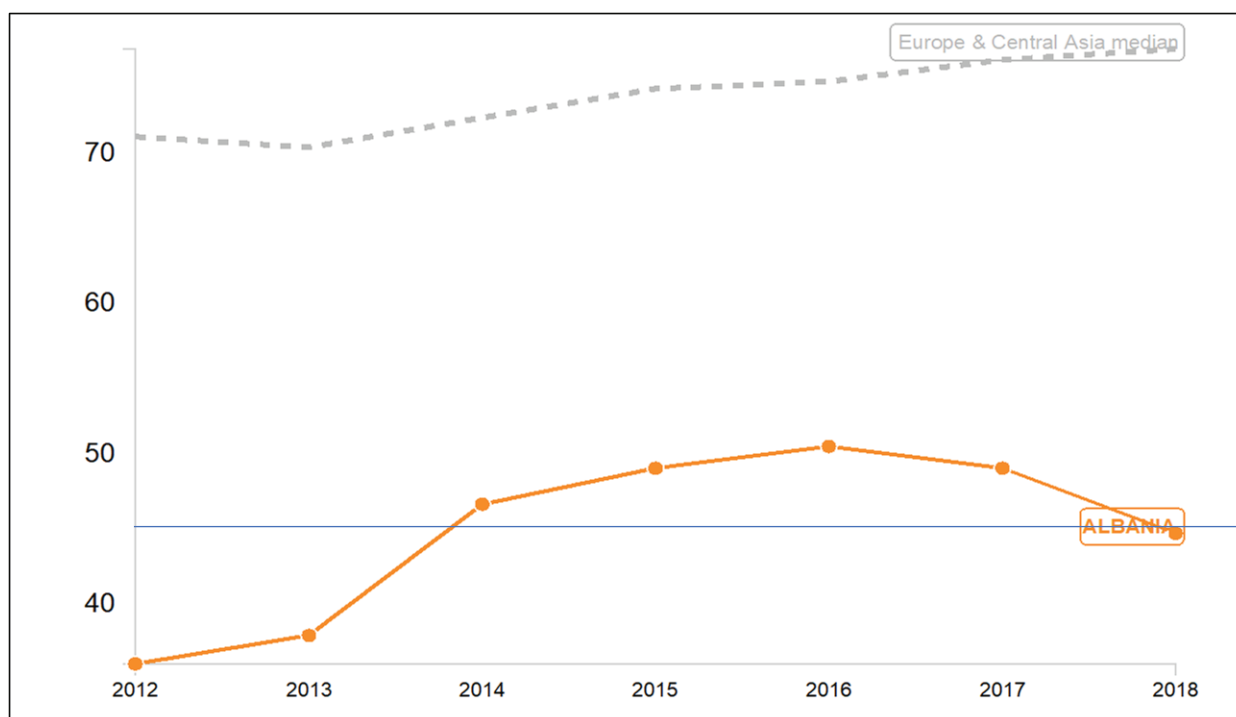
For measuring this indicator, data from the Corruption Perception Index of Transparency International have been used. As the data show, by using the values of the year 2012 taken as a baseline, positive results have been achieved in the years 2013 to 2016, but the opposite trend is evident for the years 2017 to 2019 (Graph 6).

So, concerning this indicator, it is consistent to maintain that the strategy has not produced the projected result, although corruption falls under the scope of another intersectoral strategy.



Graph 6. Albania's score and ranking in the Corruption Perception Index of Transparency International 2012-2019. Source; Transparency International.

Similar results are indicated also by the Control of Corruption Index of the World Bank, which measures the perceptions of *the extent to which public power is exercised for private gain*, including both petty and grand forms of corruption, as well as “capture” of the state by elites and private interests. The results show that performance in 2018 has been lower than in 2014 after an improving trend in 2016 (Graph 7).



Graph 7. Albania, Control of Corruption. Source: The World Bank⁷

6. Use of Special Forms and Means of Investigation

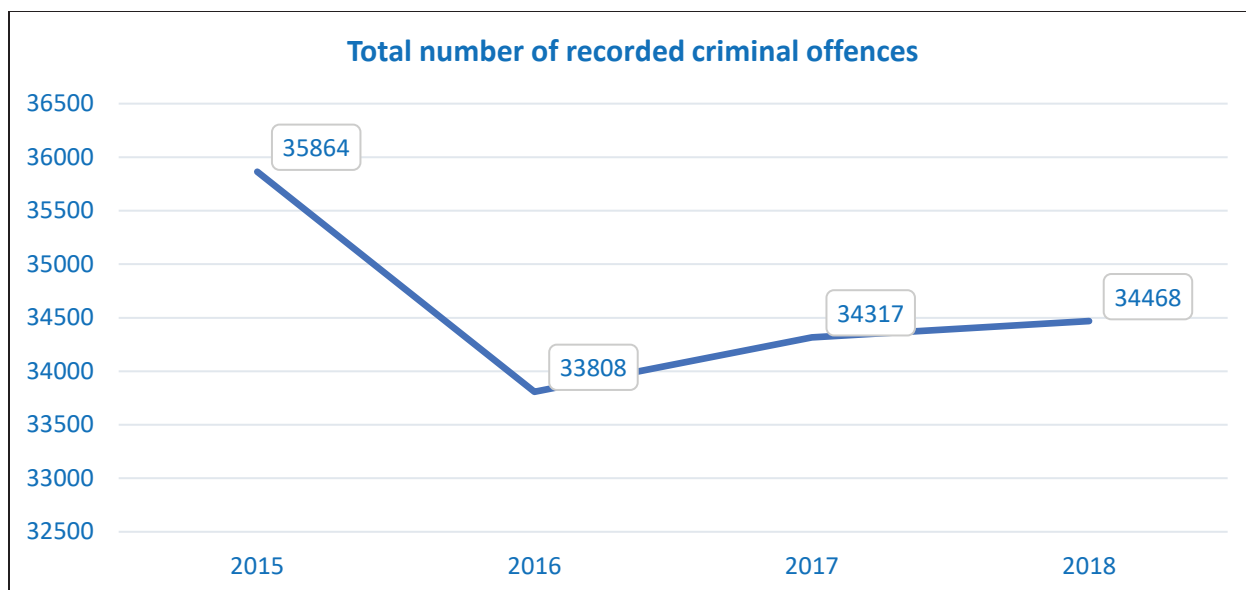
No data have been found to measure this indicator. Nonetheless, this kind of indicators cannot be used to measure outcomes or impact of the overall strategy. The effective use of special forms and means of investigation may lead to improved operational outcomes and may serve as an indicator for such limited purpose. So even if there were data available, it might be difficult to use this indicator for interpreting the impact on lowering the organized crime.

7. Ensuring A Safe Environment in the Country and Good Standards of Public Safety

In order to measure this indicator, data have been collected from the Institute of Statistics on the overall number of criminal offences. However, data are available only for the years 2015-2018 (Graphs 8 and 9).

The data show a considerable decrease of the number of recorded criminal offences from the 2015 to 2016, but a gradual increasing trend in the following years.

⁷https://tcdata360.worldbank.org/indicators/hf0ef1ed3?country=ALB&indicator=369&countries=BRA&viz=line_chart&years=2012,2018



Graph 8. Crime Statistics 2015 - 2018. Source: Institute of Statistics⁸

The World Bank data on intentional homicides show a constant significant decrease of the number of such offenses.



Graph 9. Albania, Intentional homicides per 100,000 people. Source: The World Bank⁹

⁸ www.instat.gov.al

⁹ <https://data.worldbank.org/indicator/VC.IHR.PSRC.P5?contextual=default&end=2017&locations=AL&start=2012>

I.4 Concluding Remarks

In response to the increased organized crime threat and in compliance with the EU recommendations to tackle the problem, the Government of Albania adopted the Intersectoral Strategy for Combating Organized Crime, Illicit Trafficking and Terrorism 2013-2020.

Drawing on an analysis of the organized crime context, the document sets out its vision, policy goals and aim, strategic and specific objectives as well as performance indicators to measure the achievement of the objectives and the overall strategy. The document sets out also the resources and institutions in charge of monitoring implementation and evaluating results.

The strategy is implemented through action plans that outline the activities, the outputs to be delivered and corresponding deadlines. In addition to the action plans, the strategy provides for a linkage with sectoral strategies implying that there should be a harmonization among them.

Regarding its formulation, the strategy has several formulation flaws, namely (i) incoherence between the organized crime context and the aims, objectives and expected results, (ii) inconsistencies of the results chain in the strategy and in relation to the action plans and other strategies, (iii) indicators that are formulated with no baseline information, intermittent targets (rather than annual), no provisions on data collection, and no provisions on calculation method for measuring results.

Evidently, the formulation flaws have affected the implementation process and the evaluation of the results achieved. Furthermore, the formulation shortcomings have made evident the weaknesses of the monitoring and evaluation approaches and capacities. The failure to produce regular monitoring reports and to communicate implementation processes and results for over seven years has made the strategy slide into almost complete oblivion, undermining in this way the fundamental reason why such documents are adopted. The lack of an action plan for its implementation for nearly three years is the most evident illustration.

Nonetheless, through the performance of their typical activities, the implementing institutions have produced results that allow for tracing implementation results, when ordered to fit the scope of objectives outlined in the strategy.

The analysis of these results shows that generally the strategy has fallen short of achieving the targets set through its indicators and in meeting the stated goals and objectives.

In summary, in the seven years of implementation of the strategy, Albania has failed on the major indicators, namely:

- to reducing the burden imposed by the organized crime on the country's economy;
- to reducing the amounts of drugs produced or/and transiting;
- to proportionally confiscating assets generated through organized crime activities;
- to [contribute to] reducing corruption and improving Albania's international ranking on anticorruption (given that this area falls under the scope of the Inter-Sectoral Strategy against Corruption it might be expected that the impact of this strategy is limited in achieving anticorruption goals);
- to ensuring the public's confidence in the government's ability to tackle the organized crime problem.

The main achievements are noted on those areas, which are measured through process indicators, namely:

- increased international cooperation in conducting counter organized crime operations;
- increased capacities to conduct proactive investigations on organized crime;
- increased capacities and investigations on computer and online crime.

Nevertheless, when performing an aggregate evaluation of the results, it should be considered that the process indicators are important to be used as proxies for measuring the outcomes sought by the strategy, but they are not a substitute for the outcomes. This is an omission that is evident in the evaluation of the organized crime situation (the first chapter of the strategy), which outlines achievements by focusing predominately on process indicators.

This overall evaluation allows for establishing a baseline assessment and drawing conclusions on issues related to the formulation, implementation and monitoring and evaluation to be reflected in the process of the review of the strategy and adoption of the new document.

I.5 Recommendations

By drawing on the analysis and findings of this report, the following recommendations should be considered to be addressed in the process of formulation, implementation and monitoring and evaluation of the next strategy.

As pointed out in the report, one of the main flaws is the inconsistency and incoherency between the situation analysis and policy goals, objectives and indicators. The situation analysis outlined in the strategy does not provide for a solid basis for setting effective strategic objectives and a coherent results chain.

Albania is an EU candidate country and soon will start the accession negotiations to become full member. Making progress in the fight against organized crime remains a key condition for the negotiations and membership process. This is the right moment for Albania to further align with the EU approaches and frameworks in tackling the problem of organized crime.

In 2012 the European Council has adopted Serious and Organized Crime Threat Assessment Methodology (SOCTA Methodology),¹⁰ which is used by EUROPOL, EU Member States but also candidate countries. North Macedonia conducted a Serious and Organized Crime Threat Assessment in 2016 by using SOCTA Methodology.

Therefore, Albania should adopt the SOCTA Methodology to perform an Organized Crime Threat Assessment as a policy development tool that can support the drafting of the next strategy.

A new strategy should be adopted to effectively address the identified threats in a prioritised, multidisciplinary and integrated manner, covering preventive and repressive responses as well as awareness.

¹⁰ Council Document 12159/12, Serious and Organised Crime Threat Assessment (SOCTA) - Methodology (04/07/2012). <http://data.consilium.europa.eu/doc/document/ST-12159-2012-INIT/en/pdf>

Both the strategy 2008-2013 and the strategy 2013-2020 have encompassed terrorism and organized crime, despite being two distinct threats. The new strategy should focus fully on organized crime, while a separate strategy should address specifically the terrorism threat.

As the World Bank data show, Albania scores quite low in the index of the extent the costs that organized crime imposes on businesses. Thus, in terms of thematic focus, the new strategy should prioritise on the reduction of the influence and access of organized crime to the legal economy and the disruption of its economic power. Nevertheless, a solid threat assessment process would allow for a better priority mapping and setting.

The new strategy should combine clearly defined prevention, suppression and awareness approaches with clear formulation of objectives and indicators for measuring the achievement of outcomes.

Solid performance indicators should be defined, with clear methodology, in order to measure the impact of the collective efforts of governmental and law enforcement bodies against organized crime.

To effectively measure the achievement of objectives, performance indicators should link with the specific objectives of the strategy, provide the source of data for monitoring, the institutional responsible for producing and collecting the data, frequency of measuring data, and the baseline value and targets.

The performance indicators should be used to measure achievements of outcomes in a reliable manner and guide the review the action plans.

In addition, the next strategy should be more balanced in terms of process and outcome indicators.

In order to effectively perform complex tasks (such as threat assessment, development and drafting of strategy, monitoring and evaluation of implementation), the capacities of the institutions involved in these processes should be developed and consolidated.

The results of the implementation of annual activities should be published through annual monitoring reports. Reports should be disseminated in a public-adequate format, in order to inform the public and communicate about the implementation and results produced, and to generate an informed public policy debate.

Structured and regular consultations with stakeholders should be conducted in the process of drafting and adoption of the strategy.

2. INTRODUCTION

This report provides a baseline assessment of Albania's Intersectoral Strategy for Combating Organized Crime, Illicit Trafficking and Terrorism 2013-2020 (ISCOC 2013). The analytical focus is centred on the formulation of the strategy and its implementation and results.

Organized crime has emerged as one of the most important challenges for Albania over the last three decades since the beginning of the country's political and economic transition. Given the seriousness of the problem, the effective fight against organized crime has been set as one of the key priorities on which Albania has to deliver in order to open accession negotiations with the EU.¹¹

The Albanian authorities have made efforts to tackle the problem through continued legislative and institutional reforms. In terms of policy response, several national strategies were adopted by mid-2000 seeking to tackle specific organized crime activities, such as trafficking of human beings and drugs trafficking, including the Intersectoral Strategy to Counter Organized Crime 2008-2013 (ISCOC 2008). In 2013, the Intersectoral Strategy for Combating Organized Crime, Illicit Trafficking and Terrorism 2013-2020 and its Action Plan for years 2013-2016 were adopted.

The ISCOC 2013 provides for objectives and results to be achieved during the 2013-2020 period and tasks the Ministry of Interior (Mol) to perform the monitoring and evaluation task with the support of the Inter-Institutional Technical Secretariat.

The results of the implementation of annual activities should be published through annual monitoring reports produced by the Mol. Such reports are intended to inform the public about the implementation and results produced and to generate an informed public debate. However, no monitoring reports have been published on the implementation of the ISCOC 2013, and also no independent research reports have been produced that focus on this strategy.

Against this context, this report makes an assessment of the ISCOC 2013 and the achievements of the objectives and indicators set by the document.

The overall aim of this report is to contribute to the fight against organized crime in Albania by providing the government institutions with independent assessment to be analyzed and discussed and to supporting their efforts to strengthen monitoring and evaluation capacities. Given that the ISCOC 2013 expires in 2020, the report aims also to support the process of drafting and consultation of the next document by providing applicable recommendations and platforms for discussion with a broader range of stakeholders.

The establishment of the Special Courts against Corruption and Organized Crime and the Special Structure (SPAK) are expected to give a new impetus to the fight against organized crime through their engagement in the process. In this respect, this report is expected to shed more light into the complexity of problems that have been met in the drafting and implementation of strategies thus far, and to contribute to improving capacities, processes and outcomes.

¹¹ Enlargement Strategy and Main Challenges 2013-2014. https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/pdf/key_documents/2013/package/strategy_paper_2013_en.pdf

Moreover, as Albania is expected to open accession negotiations with the European Union, the involvement of the non-governmental organizations (NGOs), media and academia will be needed to support the process in relation to the fight against organized crime, so this report aims to also contribute to a more structured engagement of these stakeholders.

Additionally, the report aims to contribute to fulfilling in the research gaps and inform different audiences such as relevant stakeholders and the public on the achievements and shortcomings in the review, drafting, implementation, monitoring and evaluation processes of the ISCOG.

The report focuses on the:

- analysis of the ISCOG 2013 by examining its structure, aim, objectives, indicators, internal coherence and relevance;
- analysis of the extent to which the objectives and indicators set in the document have been achieved;
- provision of recommendations to improve the next strategy and facilitate the monitoring and evaluation processes.

The data used for the report have been collected through government and international reports and statistics, articles and other independent sources, as well as interviews and consultations with key informants. The data have been analyzed by applying statistical analysis, text analysis, and comparative analysis. In order to ensure the reliability of findings, both data triangulation and methodological triangulation have been applied.

The report is structured as follows. The next section provides an overview of Albania's strategic approach against organized crime. It follows with an analysis of the formulation and internal coherence of the ISCOG 2013. The subsequent section examines each Strategic Objective,¹² focusing on coherence of formulation, coherence with action plans and other strategies and monitoring of implementation and results achieved. The last section provides conclusions and recommendations.

¹² Strategic Objective H, 'Reduction of the threats of terrorism through risk assessment and cooperating with the state structures involved in this field' shall be not analyzed given that its scope is entirely related to terrorism, which is outside the scope of analysis of this report.

3. OVERVIEW ON ALBANIA'S STRATEGIC APPROACH TO TACKLE ORGANIZED CRIME

Albania's transition to a democratic political system and a market economy in the early 1990s brought along opportunities as well as many challenges, including the emergence of organized crime. As the flows of goods, capitals, and people through national borders increased dramatically, the Albanian authorities were unprepared to deal with this new phenomenon. During the 1990, organized crime evolved almost unopposed by government institutions, due to lack of understanding of the problem and the lack of preparedness of the institutions.¹³

Serious attempts to tackle the problem began to be undertaken only in the early 2000. Albania signed the United Nations Convention against Transnational Organized Crime (UNTOC) in 2000 and ratified it two years later in 2002.¹⁴ The UNTOC provisions on organized crime, human trafficking, drugs trafficking, seizure and confiscation of proceeds from crime, were transposed in the Penal Code.¹⁵

The formal launch of the integration processes through the Stabilization and Association Agreement with the EU and the NATO Membership Action Plan were instrumental to triggering such response, as the country had to ensure effective rule of law.

However, the effectiveness of government action against organized crime remained inadequate due to "limited training, insufficient equipment, poor police management, corruption, and the ruthlessness of trafficking gangs limited effectiveness of government action", as the 2004 Stabilisation and Association Report noted.¹⁶

After the mid-2000, the Government of Albania's action took a more strategic approach through the adoption of a number of strategies that sought to address various forms of trafficking, improve systems of governance and tackle corruption.¹⁷ In this framework, the first Intersectoral Strategy on Combating Organized Crime, Trafficking and Terrorism (ISCOC 2008) was also adopted in 2008.¹⁸

ISCOC 2008 provided a situational analysis of organized crime in Albania, by examining the enabling factors that led to the development of organized crime, the government reaction to the problem, the policy priorities and objectives to be pursued the institutions involved, the legal framework in the fight against organized crime, the monitoring and evaluation structure of the ISCOG 2008, and the performance indicators to measure effectiveness of action.

¹³ Fabian Zhilla and Besfort Lamallari. Albanian criminal groups. Trends in Organized Crime 18.4, 2015

¹⁴ Ligj nr. 8920 datë 11.7.2002. Për ratifikimin e "Konventës së Kombeve të Bashkuara kundër Krimit të Organizuar Ndërkombëtar" dhe dy protokolleve shtesë të saj (Law no. 8920 dated 11.7.2002. On the ratification of the "United Nations Convention against International Organized Crime" and its two additional protocols)

¹⁵ Law no. 8733, dated 24.1.2001 and Law. No. 9086, dated 19.6.2003

¹⁶ https://www.parlament.al/Files/Integrimi/2004_progress_report_en_23383_1.pdf

¹⁷ National Strategy on Combating Drugs 2006-2010; National Strategy for the Fight against Child Trafficking 2008-2010; National Strategy for Combating Trafficking in Human Beings 2008-2010; Intersectoral Strategy on Prevention, Fight against Corruption and Transparent Governance, 2007-2013; Integrated Border Management Strategy 2007-2013; Public Order Sector Strategy 2007-2013.

¹⁸ Decision of the Council of Ministers nr. 1140, date 30.7.2008 "Intersectoral Strategy on Combating Organized Crime, Trafficking and Terrorism 2008"

The main contributing factors for the growth of organized crime, defined by ISCOC 2008 were:

- the establishment of relations of the Albanian criminals with organized crime organisations in other countries;
- the incentive of ensuring high profits within a short period of time;
- the high poverty levels;
- the geographical position of the country;
- the low awareness of the community about organized crime;
- the increased corruption among law enforcement agencies, the courts, the prosecution.

Based on this analysis the ISCOC 2008 defined the following main policy priorities and objectives:

- fight against organized crime;
- fight against drugs;
- fight against other illicit traffics (human beings, arms and ammunitions, motor vehicles, art works);
- prevention of money laundering;
- border protection and migration;
- fight against corruption;
- witness protection.

ISCOC 2008 defined three sets of objectives: 11 short term objectives to be achieved within 2008, 11 medium term objectives to be achieved in the 2009 – 2010 period, and 6 long term objectives to be achieved in the 2011-2013 period. The document took a comprehensive prevention, suppression, awareness raising approach and set out specific implementation tasks for ten ministries and three agencies.¹⁹

It set out performance indicators (7 internal and 3 external) to be used for evaluating the impact of the implementation by 2013.

Internal indicators	External indicators
<ul style="list-style-type: none"> - Disruption of the criminal groups involved in organized crime activities. - Seizure of assets derived from such illegal activities. - Arrested persons with criminal background. - Indicators of illegal narcotics market. - Minimisation of corruption and the ranking Albania among the countries that fight corruption effectively. - Use of special forms and means of investigation. - Ensuring a safe environment in the country and good standards of public safety. 	<ul style="list-style-type: none"> - Improved public perception on reduction of organized crime in Albania; - Evaluations report of international institutions; - Evaluations of the countries of the region on Albanian organized crime

Table 3. Internal and external indicators of the ISCOC 2008

¹⁹ Ministry of Interior, Ministry of Justice, Ministry of Finance, Ministry of Labour, Social Affairs and Equal Opportunities, Ministry of Public Works, Transport and Telecommunications, Ministry of Defence, Ministry of Foreign Affairs, Ministry of Education and Science, Ministry of Agriculture, Food and Consumer Protection, Ministry of Health, State Prosecution, State Intelligence Service, State Police.

The Ministry of Interior (Mol) was tasked with the coordination of the implementation of the ISCOG 2008 through the Technical Secretariat. All the institutions involved had to report every three months on the implementation. The Mol was guided in its action by the Inter-Ministerial Working Group.

The initial implementation of the ISCOG 2008 was deficient in terms of follow-up and consistency of action. The 2009 European Commission's Progress Report on Albania noted that 'the action plan on the implementation of the strategy against organized crime was not adopted yet, and that sporadic actions against organized crime were carried out, but no proper prosecution of considerable numbers of arrested suspects was ensured'.²⁰

With the entering into force of the Stabilisation and Association Agreement between and the formal application for membership by Albania in April 2009, the European Commission set twelve priorities that Albania should focus on in order to obtain candidate status. Fighting organized crime featured among those priorities.²¹

In its 2011 Report on Albania, the European Commission recommended to building up a credible track record of proactive investigations, prosecutions and convictions, strengthen capacities of law enforcement agencies, intensify fight against drug trafficking, money laundering, trafficking in human beings and protection of its victims, and improve legal framework for the confiscation of criminal assets.²²

In response to the EU recommendations, the Albanian Government adopted in January 2011 an Action Plan that sought to addressing the 12 key priorities, including fight against organized crime (Priority 9). The Action Plan included 102 measures,²³ of which 27 measures were related to OC (Annex I).²⁴

The combined institutional efforts and international assistance led to some progress in various activity areas such as the exchange of data within the State Police, detection of trafficked vehicles, interinstitutional cooperation in the investigations of financial crime and money-laundering, customs and border control cooperation, international cooperation in investigations and the fight against organized crime, etc.²⁵

²⁰ Albania 2009 Progress Report. Brussels, 14.10.2009.

https://www.parlament.al/Files/Integrimi/2009_progress_report_en_23388_1.pdf

²¹ 1) The proper functioning of parliament; 2) adopting reinforced majority laws; 3) appointment procedures and appointments for key institutions; 4) electoral reform; 5) the conduct of elections; 6) public administration reform; 7) rule of law and judicial reform; 8) fighting corruption; 9) fighting organised crime; 10) addressing property issues; 11) reinforcing human rights and implementing anti-discrimination policies; 12) improving the treatment of detainees and applying recommendations of the Ombudsman.

²² Albania 2011 Progress Report. https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/pdf/key_documents/2011/package/al_rapport_2011_en.pdf

²³ Civic Monitoring Report 2011: The Action Plan to Address the 12 Priorities of the EC Opinion for Albania. OSFA 2011. https://www.osfa.al/sites/default/files/final_report_-_12_priorities_-_eng.pdf

²⁴ In this priority there are included 2 measures related to counter terrorism also, but have not been counted as related to this field of analysis in this report.

²⁵ Albania 2012 Progress Report. <https://op.europa.eu/en/publication-detail/-/publication/d18dec3a-f0ee-4367-91b2-5164058e73fe/language-en>

Soon after the expiration of ISCOC 2008, the Albanian government adopted the Intersectoral Strategy for Combating Organized Crime, Illicit Trafficking and Terrorism 2013-2020 and the Action Plan for the years 2013-2016 (ISCOC 2013).²⁶

ISCOC 2013 is termed as the continuation of the ISCOC 2008, as provided in the first chapter on the situation analysis.

The Action Plan for the period 2013-2016, was adopted at the same time together with the ISCOC 2013. After the termination of the Action Plan 2013-2016, no action plan was adopted for the follow-up period. In response to the growth of the cannabis cultivation in the years 2015 and 2016, an Action Plan was adopted in March 2017.²⁷

However, in terms of scope, the Action Plan against Cannabis 2017-2020 cannot be considered a substitute for the follow-up action plan because of its quite limited scope and covered only part of the Strategic Objective B of the ISCOC 2013, namely 'reduction of supply and access to drugs and illegal use'.

Later in November 2017, the MoI launched the Operation 'Power of Law' and the special Task Force against organized crime which sought to intensify the fight against the organized crime through the establishment at central and local levels of investigative units specialised in four areas: (1) narcotics and traffics, (2) serious crimes, (3) economic crime, (4) financial crime and criminal assets.²⁸

Following a two-years interruption, an Action Plan for the period 2019-2020 was adopted in late September 2019.²⁹

An Action Plan on Socio-Economic Re-Integration of Women and Girls, Victims of Trafficking was also adopted in 2015,³⁰ but as the Action Plan against Cannabis 2017-2020, it limited to trafficking of persons, which fits only part of the Strategic Objective D, "Prevention and combating human trafficking, weapons, and ammunition, motor vehicles and works of art and culture through cooperation with all law enforcement agencies".

As the above outline indicates, Albania has adopted a strategic approach to countering organized crime twelve years ago. During this period, it has adopted and implemented two intersectoral strategies. Generally, the process of adoption and implementation has been irregular and inconsistent, responding mainly to EU conditions and incentives. Both strategies, the ISCOC 2008 and the ISCOC 2013, have left three years, out of six, without adopting an action plan to implement the respective strategies. This has produced negative implications for the development of capacities for monitoring and evaluation of implementation, undermining thus the effective

²⁶ Vendim nr. 663, datë 17.7.2013. Për miratimin e Strategjisë Ndërsektoriale të Luftës kundër Krimit të Organizuar, Trafikeve të Paligjshme dhe Terrorizmit, 2013-2020 dhe planit të veprimit për vitet 2013-2016 (Decision nr. 663, dated 17.7.2013. On the adoption of the Intersectoral Strategy for Combating Organized Crime, Illicit Trafficking and Terrorism 2013-2020 and the Action Plan 2013-2016)

²⁷ Vendim nr. 248, datë 29.3.2017. Për miratimin e Planit të Veprimit kundër Kultivimit dhe Trafikimit të Kanabisit 2017-2020 (Decision of the Council of Ministers no. 248, dated 29.3.2017. On the approval of the Action Plan against Cannabis Cultivation and Trafficking 2017-2020).

²⁸ Ministry of Interior. "The Force of Law" – Special Task Force against organized crime is established. <https://mb.gov.al/2017/11/07/forca-e-ligjit-krijohet-task-forca-speciale-kunder-krimit-te-organizuar-2/>

²⁹ Vendim nr. 616, datë 18.9.2019. Për miratimin e planit të veprimit për vitet 2019-2020, për zbatimin e Strategjisë Ndërsektoriale të Luftës kundër Krimit të Organizuar, Trafikeve të Paligjshme dhe Terrorizmit 2013-2020 (DCM No. 616, dated 18.9.2019. Adopting the action plan for 2019-2020, implementing the Cross-cutting Strategy on Combating Organized Crime, Illegal Trafficking and Terrorism 2013-2020)

³⁰ Vendim nr. 248, datë 29.3.2017. Për miratimin e Planit të Veprimit kundër Kultivimit dhe Trafikimit të Kanabisit 2017-2020

achievement of the stated goals and objectives. The consequences become more evident from the deeper analysis of the formulation and implementation of the ISCOC 2013.

4. FORMULATION AND COHERENCE OF STRATEGY

This section analyzes the ISCOG 2013 by examining its structural coherence, coherence between the analysis of the situation and the strategic objectives, the consistency of objectives and indicators, and adherence to data with regard to baseline and targets of indicators.

Strategy typically involves two major processes: formulation and implementation. Formulation involves analyzing the environment, setting goals and policy objectives that guide the actions as well as defining the resources. Implementation refers to the action plans taken to achieve the established goals and objectives.³¹ The formulation should adhere to the results chain logical framework,³² and theory of change which suggests that a logical relationship must exist between the context, the intervention inputs, the implementation strategy.³³

A system of performance measures makes it possible to know whether the strategy has achieved the goal and objectives set. Therefore, the formulation of the strategy is important process as it needs to ensure a coherence between the context, the goals and objectives, resources involved and the indicators that will be used to assess the achievement of goals and objectives.

Therefore, the formulation is an important process because it ensures a coherence between the context, the goals and objectives, resources involved and the indicators that will be used to assess the achievement of goals and objectives.

The ISCOG 2013 is organized according to the following structure:

- (1) Methodology and Introduction
- (2) Chapter 1 - Situation analysis,
- (3) Chapter 2- Vision, policies and strategic objectives,
- (4) Chapter 3- Policy objectives and major outcomes,
- (5) Chapter 4- Financial resources and institutions involved,
- (6) Chapter 5 - Accountability, monitoring and evaluation.

The introduction describes the relevance of the document with regards to making progress in the fight against organized crime and in fulfilling Albania's commitments to obtaining EU Candidate Status. The methodology described the steps for the development of the strategy that has included: (i) drafting of the strategy by an interinstitutional working group that has used data and information on organized crime from ISCOG 2008 implementing institutions, (ii) review and comments on the draft by the Department of Coordination of Strategies and Coordination of Foreign Aid at the Council of Ministers (DEBASKON), and (iii) drafting of the final document and the Action Plan 2013-2016.

The document is drafted by using data and statistics information from the implementing institutions as well as through from interviews with heads of institutions. It states that the strategy has been developed with the participation of key actors involved in the fight against organized

³¹ Lawrence Freedman. *Strategy: A history*. Oxford University Press, 2015

³² OECD. <https://www.oecd.org/dac/results-development/what-are-results.htm>

³³ OECD (2012), *Evaluating Peacebuilding Activities in Settings of Conflict and Fragility: Improving Learning for Results*, DAC Guidelines and References Series. <http://dx.doi.org/10.1787/9789264106802-en>

crime, illegal trafficking and terrorism but no donors or societal actors are mentioned to have been involved in the process.

The first chapter, **Situation analysis**, outlines organized crime context, the achievements made in the period 2008-2013 through the implementation of ISCOG 2008, and the challenges faced by the institutions to tackling organized crime. The Situation analysis states that “organized crime in Albania in recent years appears less disturbing and even more controlled than in the period before 2007”.

It states also that “Organized crime groups continue to benefit from Albania's location as a transit country, which is affected by the trafficking of heroin from Asia to the Balkans to Western European countries. Drug traffickers, according to international reports, appear to be taking an increasing role in the financing and distribution of heroin outside Albania, especially in the northern Balkans and Western Europe”. Trafficking of narcotics, money laundering, cybercrime, human trafficking, stolen motor vehicles and other trafficking are listed as the main organized crime activities.

Evidently, the analysis of the organized crime situation is rather shallow and doesn't refer to any threat assessment framework applied, except for SWOT analysis that has been applied to identify achievements and challenges. Even the SWOT analysis appears contradictory because the same areas are described to be the ones where achievements have been are described challenges. The areas in which achievements have been accomplished through the implementation of the ISCOG 2008 include:

- police cooperation in the fight against organized crime;
- strengthening of the administrative and professional capacities of the structures for investigating organized crime;
- increasing of the number of operations conducted with use of special investigation techniques;
- increasing of the capacity of anti-trafficking structures;
- improved interinstitutional cooperation in the fight against money laundering;
- improved interinstitutional cooperation in the in the fight against corruption;
- improved witness protection capacities;
- improvement of legal acts and bylaws that strengthen capacities for inter-institutional cooperation;
- improved international cooperation in the exchange of information and participation in joint operations;
- increased number of international cooperation agreements;
- reduction of cultivation and production of drugs and of drug trafficking;
- increased number of disrupted organized human trafficking groups;
- increase in the identification and investigation of criminal offenses in the field of combating illicit trafficking.

However, when outlining the *challenges*, on which the strategy draws from the findings and recommendations of the European Commission Progress Report 2012 on Albania,³⁴ unsatisfactory results are presented in the same areas as those listed as achievement:

³⁴ European Commission. Albania 2012 Progress Report. Brussels, 10.10.2012. https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/pdf/key_documents/2012/package/al_rapport_2012_en.pdf

- Albania is still a source country for human trafficking and internal trafficking continues to be a concern;
- Assist and support victims of trafficking, especially children;
- An interdisciplinary approach is needed to address human trafficking;
- Intensify drug seizures at the border crossings;
- Use intelligence led approach to investigations;
- More focused and proactive investigations and operations;
- Improve cooperation between agencies;
- Albania continues to be the leading producer of cannabis in the region;
- Increase results in the fight against drug production and trafficking;
- Strengthening police capacities to trace, seize and confiscate assets of criminal origin;
- Promote threat assessment and proactive investigations of organized crime;
- Increase the number of convictions for money laundering.

Published three months after the adoption of the strategy, the European Commission Progress Report 2013 on Albania presents similar situation concerning organized crime. It points out that: *‘Organized crime remains a serious concern and further significant efforts will be needed to improve Albania’s track record. The number of confiscations of criminal assets and convictions for money laundering remains low. Proactive investigations into wealth acquired through criminal activity abroad but reinvested in Albania need to be substantially stepped up. Albania remains a source country for trafficking in adults and minors, including forced begging by children. Cultivation and trafficking of cannabis remains a serious threat’.*³⁵

The following Chapter, **Vision, policies and strategic objectives**, starts with an outline of the vision, long term strategic aim and strategic goals.

The vision set out by the strategy is *‘to make Albania a society without threats from organized crime, which offers the image of a country with high standards of security where rule of law prevails’.*

The long-term strategic aim being *“for Albania to be able to guarantee a rule of law society, create a safer environment for Albanian society and minimize the threats of organized crime and terrorism, that will bring an improvement in the quality of life and safety of citizens, making Albania a country of European security standards”.*

The strategic goals are formulated as the: *“(i) organisation and implementation of activities in the fight against organized crime, illegal trafficking and terrorism, with the aim of building a society without threats from organized crime, in peace and continuously improving the quality of life of citizens”; “(ii) creation of an image of a stable state with high security standards, a country where the law is strictly enforced and human rights and freedoms are respected, a country that aspires to align itself with states that effectively combat organized crime, as a partner with full standards and guarantees of being a member of the Union family European”.*

The document points out that the strategic goals were identified by taking into account the current situation of organized crime in Albania, as well as governance priorities in the framework of EU integration process and the other strategies that are being implemented and designed to combat specific forms of organized crime.

³⁵ European Commission. Albania 2013 Progress Report. Brussels, 16.10.2013. https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/pdf/key_documents/2013/package/al_rapport_2013.pdf

As it can be easily deduced, the document formulates in lengthy way vision, strategic aim, and strategic goals that in essence are the same. In terms of relevance and usefulness in the implementation process, this definition of vision and strategic goals seems unachievable, and cannot be supported neither by the situation analysis nor the objectives and results presented in the results chain in the following chapter. The theory of change, on which the conceptualisation of such document derives from, suggests that a logical relationship must exist between the context, the intervention inputs, the implementation strategy.³⁶

Plus, it does not take in consideration the transnational nature of organized crime which the strategy underscores to play a key role in the development of organized crime activities in Albania when stating as its vision “*to make Albania a society without threats from organized crime*”.

The chapter continues with a section that outlines the *policies, aims and strategic objective*. It starts with a summary of the “appropriate” policies that the strategy aims to develop in order to “further improve security standards” in the country, as listed below:

- enhancing the efficiency of staff management standards in any agency or structure;
- enhancing operational capacity and tackling organized crime based on threat assessment and proactive investigations;
- enhancing cooperation with EU’s internal structures and regional partners as well as relevant institutions of the United Nations system to combat organized crime, illegal trafficking, financial crime and corruption, by creating a solid track record with proactive investigations;
- prosecution and punishment of corruption cases at all levels and especially those of high officials;
- enhancing the investigative capacity and orientation of these structures towards intelligence;
- enhancing and improving capacities for the application of new technologies in detecting and identifying forensic evidence;
- increasing efficiency in the area of tracking, finding, freezing, seizing, confiscating and recovering organized crime products;
- enhancing and strengthening measures to prevent terrorist acts and extremism;
- increasing the efficiency of the protection of witnesses and collaborators of justice.

The document states that “*for the implementation of these policies the work will be continued in order to enhance and strengthen the administrative capacity of state institutions*”, making it hard to understand whether these are strategic policies or the actions that need to be undertaken to achieve these “appropriate” policies.

The next chapter, **Policy objectives and major outcomes**, provides for the results chain which can be summarised as follows: *Strategic objectives -> Major outcomes -> Specific objectives -> Performance indicators*. This chapter sets out the 12 Strategic Objectives through the achievement of which the strategy will reach the stated aims and goals. It outlines also the so called “major outcomes” that will be delivered through the achievement of these objectives.

The table below presents the Strategic Objectives and the correlating Major Outcomes to be achieved (Table 4).

³⁶ OECD (2012), Evaluating Peacebuilding Activities in Settings of Conflict and Fragility: Improving Learning for Results, DAC Guidelines and References Series. <http://dx.doi.org/10.1787/9789264106802-en>

Strategic Objectives	Major outcomes
A. Strengthening inter-institutional coordination in the fight against organized crime and terrorism.	<ul style="list-style-type: none"> - Fight against organized crime and illegal trafficking will remain priority area - Fight against organized crime will be intensified through the coordinated and harmonized efforts of all Albanian law enforcement institutions and agencies. - Inter-institutional coordination will aim at improving the organization and coordination of activities in the fight against organized crime, illegal trafficking, terrorist acts, economic-financial crime and corruption as well as investigating criminal assets, enhancing information exchange, carrying out joint activities trainings and analysis, increasing access to each institution's database, and continuing reporting of harmonized statistics through track records.
B. Creation of a safe environment for the society through the reduction of supply and access to drugs and illegal use.	<ul style="list-style-type: none"> - Protect public safety, life and health of individuals and communities by minimizing the risk and harm resulting from drugs. - Fight against criminal groups and organizations will continue to be the focus of law enforcement structures in our country. - Increasing level of cooperation between law enforcement institutions and agencies within the country. - Increased international cooperation is another necessary condition for efficiency in disrupting criminal networks of international narcotics trafficking - Elevate international cooperation to the highest level. - Further reduce cannabis production.
C. The increase in the number of proactive investigations in the fight against organized crime, trafficking, corruption, and terrorism.	<ul style="list-style-type: none"> - Increasing the effectiveness and efficiency in the fight against organized crime - Improving and increasing the number of proactive investigations by the responsible structures. - Produce "Assessment of the threat of organized crime", "Assessment of criminal groups", - Efficient use of special investigation techniques, aiming at a 5% increase in the total number proactive investigations.
D. Prevention and combating human trafficking, weapons, and ammunition, motor vehicles and works of art and culture through cooperation with all law enforcement agencies.	<ul style="list-style-type: none"> - Implementation of the National Action Plan for the Fight against Trafficking in Human Beings "and the supplementary document" Action Plan for the Fight against Child Trafficking and Child Protection, Victims of Trafficking ", 2011-2013. - Intensify the combat against the phenomenon of trafficking in human beings. - Improve legislation regulating the fight against trafficking in human beings, in particular criminal legislation and align it with the highest international standards and with EU legislation. - Awareness-raising campaigns will be at the heart of society as a whole, in particular for the most vulnerable groups at risk of trafficking. Studies and research will be conducted to prevent timely occurrence of new forms of trafficking, or new types of exploitation. - State Police structures will focus on preventing and reducing illegal trafficking from or through Albania. - Strengthening co-operation with countries of origin, transit and destination in sharing information, conducting joint investigations and operations, and strengthening capacities through training and the use of special investigative methods in improving and harmonizing the provision of data and statistics enabling the assessment of progress in the fight against arms trafficking, artefacts, motor vehicles and migrant smuggling and current track records.

	<ul style="list-style-type: none"> - The main areas where the fight against illicit trafficking will focus will be: the fight against trafficking of human beings; against trafficking of arms and ammunition; against the illicit traffic of motor vehicles and works of art and culture; prevention and minimization of smuggling of persons.
E. Strengthening the integrity of law enforcement agencies and reducing corruption.	<ul style="list-style-type: none"> - The fight against corruption is closely linked to the fight against organized crime. - To achieve this strategic objective, progressive prevention and reduction of corruption is required. - Strengthening the integrity of the police and other law enforcement agencies, - Enhancing indicators in the fight against corruption through strengthening corruption investigation capacities - Identifying and documenting as much as possible of effective corruption investigations, the establishment of a consolidated data system for the registration of investigations, prosecutions and convictions in the field of corruption of high officials as well as increased public confidence in the state structures to fight corruption.
F. Prevention and combat of money laundering through increasing indicators of war against it.	<ul style="list-style-type: none"> - Measures to prevent money laundering will bring the reduction of organized crime activities, the decriminalization of economic activity in the country, which are a priority of the Albanian Government. - Albanian Government will cooperate with other countries in order to prevent the use of their financial systems for the laundering of criminal activity in general, as well as their use for terrorist financing purposes. - Implementation of appropriate standards and mechanisms to combat money laundering and terrorist financing, focusing in particular on EU standards, requirements stemming from Security Council resolution of the UN and other international instruments in this field. - Key goals in support of Government strategies and priorities, and recommendations of the EC for the following years will be: <ul style="list-style-type: none"> o Periodical review the effectiveness and efficiency of the domestic system for combating money laundering and terrorist financing. o Preventing and combating money laundering by strengthening the capacities of money laundering investigations and enhancing indicators in the fight against money laundering and the establishment of a consolidated data system related to registration of investigations, prosecutions and convictions in the field of money laundering. o Providing online access to financial crime investigation authorities to registries of assets, businesses, licenses, vehicles, legalizations, taxes, customs, national bank accounts, financial institutions and other databases. o Regulation by law or joint cooperation agreements on online information exchange with FIU, NRC, TAX, Customs, AAPSK, ALUIZNI, QKL, ZQRPP and other law enforcement agencies. o Develop and implement joint inter-institutional training programs, with involvement of all competent authorities, by disclosing all financial information, analyzing financial information, money laundering investigations, and criminal asset recovery, and up to the judicial structure in this field. o Intensive cooperation with international institutions in the field and especially with relevant structures to the UN Security Council.
G. Weakening the financing of criminal networks and	<ul style="list-style-type: none"> - Amend Law no. 10192, dated 03.12.2009 " On the prevention and combating organized crime and trafficking, through preventive measures against property", to increasing the

terrorism through targeting, sequestration and confiscation of assets obtained from criminal activity.	<p>range of criminal offenses and facilitating procedures of investigation of assets deriving from criminal activities.</p> <ul style="list-style-type: none"> - Increase and further strengthen capacities in the investigation of criminal assets, through continuous joint training and establishing an inter-institutional statistical system. - Increasing the number of property investigations in order to increase the number of sequestrations and confiscations, through the creation of facilities and access to the computerized assets system; - Increasing cooperation between police structures and other institutions at the international level, and in particular with those of the UN Security Council, as well as increased monitoring of legal obligations implementations.
H. Reduction of the threats of terrorism through risk assessment and cooperating with the state structures involved in this field.³⁷	
I. Strengthen measures to combat cross-border crime and illicit trafficking to increasing border security standards to the standards of EU countries.	<ul style="list-style-type: none"> - Prevent criminals from engaging in illegal cross-border activities by preventing or detecting their activities. - Strengthen the fight against all forms of trafficking, illegal immigration, terrorism and organized crime, - Strengthen border control, considering it as a useful and effective mean in preventing the development and spread of crime, punishing criminals and reducing their illicit benefits. - Improvement of the management of the border crossing process to facilitate legal crossing and prevention of illegal activity across the state border; - Complete alignment of the legal framework with the Schengen standards by 2018 for all 4 IBM pillars. - Infrastructure development and strengthening of the resource management system; - Preventing and reducing illegal immigration through the implementation of the IBM Strategy Action Plan measures and actions and migratory norms; - Strengthen threat assessment capacities in border crossing points.
J. Increasing international cooperation in the fight against organized crime	<ul style="list-style-type: none"> - Foster regional co-operation and good neighbourly relations in developing projects of common interest on issues related to the fight against organized crime, illegal migration, trafficking, including in particular human trafficking, smuggling, illegal trafficking of weapons and cars, etc. is required. - Consolidation and development of jurisdictional relations with foreign authorities in order to improve and facilitate international judicial cooperation procedures. - Increasing international cooperation with partner law enforcement agencies through increased information sharing and joint operations against organized crime and illegal trafficking; - Increased international co-operation and joint investigations.
K. Improving the capacities of the scientific police structures	<ul style="list-style-type: none"> - Increase capacity for DNA examinations, through the installation of a DNA database, to maintain profiles of persons with criminal records and comparisons with profiles of biological residues fixed at the scene.

³⁷ Given that this objective is related entirely to terrorism it has not been analyzed in detail in this report

	<ul style="list-style-type: none"> - Enhancing the processing and examination capacity of digital film evidence through the implementation of existing film quality improvement protocols, and examination software and equipment.
L. Enhancing the effectiveness of anti cyber crime structures	<ul style="list-style-type: none"> - Increase the administrative capacity of the relevant structures by expanding and strengthening them. - Establish a single specialized unit to investigate and investigate cybercrime at central and regional level. - Expand the scope of investigations of criminal activity conducted through computers and the Internet, including bank card fraud, online fraud, systems and computer networking. - Establishment of a structure for combating juvenile abuse or pedo-pornography. - Providing service to all State Police crime investigation structures, which will conduct investigations and examinations related to computer crimes.

Table 4. Strategic Objectives and major outcomes

As it can be realised from the table, the formulation of the so-called *major outcomes* is inadequate. OECD defines outcomes as ‘the likely or achieved short-term and medium-term effects of an intervention’s outputs’,³⁸ which means that the outcomes should be coherent with and derive from the activities and outputs (figure 1).³⁹

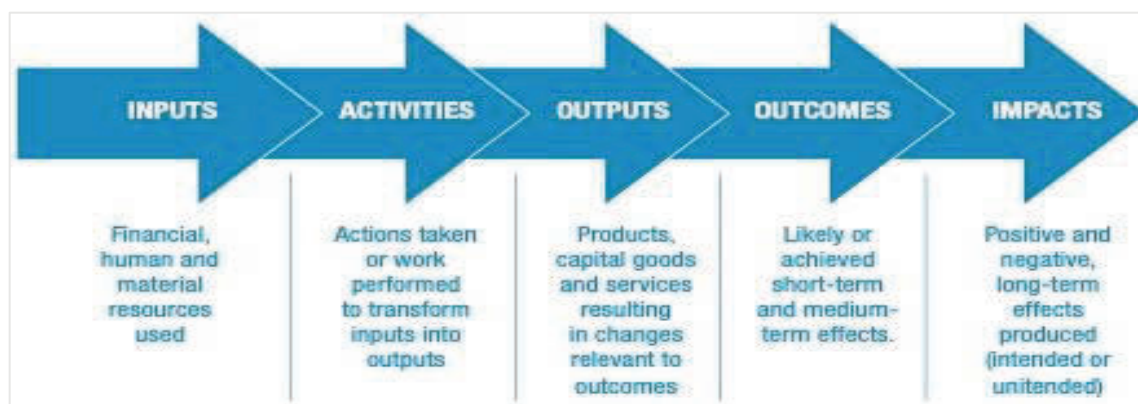


Figure 1: Results Chain. OECD

However, a closer examination shows that the major outcomes are largely formulated as outputs, activities or objective. Moreover, the strategy does not provide for indicators that will be used to measure the achievement of the outcomes or/and impact.

However, in the last chapter, the strategy outlines a set of indicators that shall be used for evaluating the achievement of results derived from its implementation (Table 5). Such differentiation appears to distinguish between assessment made internally by the government institutions and assessments made by actors outside the government but in essence there are seven indicators, those termed as “internal”.

³⁸ OECD. <https://www.oecd.org/dac/results-development/what-are-results.htm>

³⁹ Development Results: An Overview of Results Measurement and Management. OECD 2013. <https://www.oecd.org/dac/peer-reviews/Development-Results-Note.pdf>

Internal indicators	External indicators
<ul style="list-style-type: none"> - Disruption of the criminal groups involved in organized crime activities, - Seizure of assets derived from such illegal activities, - Arrested persons with criminal background - Indicators of illegal narcotics market, - Minimisation of corruption and ranking of Albania among the countries that fight corruption effectively, - Use of special forms and means of investigation, - Ensuring a safe environment in the country and good standards of public safety. 	<ul style="list-style-type: none"> - Evaluation of the public, citizens and different businesses through measuring public perception using questionnaires, interviews and open forums. - Assessments of international institutions, in periodic reports or bulletins. - Regional countries' assessments of the reduction of indicators for organized crime in Albania.

Table 5. Internal and external indicators

Although these indicators are not specified as related to the outcomes, it may be assumed that they shall be used to evaluate the achievement of the outcomes and impact of the implementation of the strategy.

However, the formulation of the majority of these indicators is flawed because no specification is made on whether the measurement of results is made through decreasing or increasing values. For instance, it is difficult to evaluate the achievement of the first indicator “*Disruption of the criminal groups involved in organized crime activities*”, given that the strategic objectives are formulated as synthesizing prevention and disruption in one. From the prevention perspective this indicator should be measured by a decreasing trend in the number of groups disrupted, resulting from the effective prevention, while from the suppression perspective the indicator would be measured by an increase of the number of groups disrupted. The same reasoning applies for the indicator on seizure of assets or arrests of persons with criminal background.

In addition, the indicators do not make reference to the baseline data that shall be used to measure the results. The only indicator that can be easily used for measuring outcomes/impact is the one on corruption and ranking because of the regular publication of the corruption perception index by Transparency International,⁴⁰ and the World Bank index.⁴¹

The subsequent part of this chapter provides for the **specific objectives and performance indicators**, related to each **strategic objective**.

The strategic objectives are broken into specific objectives, which achievement is provided to be measured through performance indicators. There are 32 Specific Objectives and 47 Sub-objectives, and 38 indicators (Table 6). While this part of the results chain is more structured, as it seeks to establish a closer and clearer correlation between objectives and results, there are

⁴⁰ <https://www.transparency.org/cpi2019?/news/feature/cpi-2019>

⁴¹ https://tcdata360.worldbank.org/indicators/hc153e067?country=ALB&indicator=364&viz=line_chart&years=1996,2018

several flaws in terms of formulation of objectives (same objective provides for prevention and suppression), relationship between objectives and indicators (large number of objectives vs. indicators), as well as in terms of formulation and consistency of indicators (baseline data, methodology of calculation, etc).

Strategic Objectives (12)	Specific Objectives (32) Sub-objectives (47)	Indicators (38)
A. Strengthening inter-institutional coordination in the fight against organized crime and terrorism.	<ol style="list-style-type: none"> 1. Implementation of the collaborative activities provided for in the National Action Plans for the fight against narcotics, terrorism, other illegal trafficking such as art, motor vehicles, money laundering and corruption. 2. Exchange of data between institutions that are party in the implementation of this strategy, and other constituent strategies, through access to the database of each institution. 3. Establish a system of consolidated data (track records) regarding the registering of investigations on organized crime, financial crime and corruption. 4. Strengthening inter-institutional cooperation through joint training and analyzes in the field of investigating of criminal assets. 	<ol style="list-style-type: none"> 1. Periodic compilation (every 3 months) of consolidated and harmonized statistics. 2. Periodic meetings (every 3 months) with the participation of all the reporting institutions (mentioned in this strategy). 3. The number of exchanged information among institutions will increase by 5% in 2020 compared to 2012. 4. The number of joint trainings will increase by 4% in 2020 compared to 2012. 5. Ensure access to ALUIZNI, Central Immovable Property Registration Office, Taxes, Customs records. (2014) 6. Ensure access to FIU data, General Directorate of Road Transport Services, the National Registration Center and the National Licensing Center etc. (2014) 7. Provide access to databases of ALUIZNI, Central Immovable Property Registration Office, Taxes, Customs. (2014)
B. Creation of a safe environment for the society through the reduction of supply and access to drugs and illegal use.	<ol style="list-style-type: none"> 1. Preventing and significantly reducing drug production in Albania; 2. Reducing the easiness of access to drugs for illegal use through disruption of individuals, groups or criminal organizations that conduct criminal activity in the form of sale, distribution, internal and international drug trafficking. 3. Further improvement of legislation in the area of counter-narcotics. 4. Strengthen the capacities of specialized units for the fight against narcotics through training and provision of the necessary tools and equipment. 5. Strengthen border control to prevent and combat international drug trafficking. 	<ol style="list-style-type: none"> 1. Reduce by 50% in 2016 the number of seized and destroyed narcotic plants cultivated, by using as a baseline the 2010 data. 2. The number of seizures for sales of drug trafficking to be each year over 600. 3. Keeping at low levels the quantities of hard drugs (<i>cocaine, heroin</i>) seized from neighbouring countries that originate or transit from Albania (under 20 kg of heroin and under 5 kg of cocaine by 2020). 4. Conducting not less than 30 operations each year in which different forms of international cooperation have been used. 5. Disrupt not less than 40 criminal drug trafficking groups each year. 6. Increase the detection and disruption of trafficking of narcotic drugs at the Border Crossing Points by 1.5% in 2020, compared to 2011.
C. The increase in the number of proactive investigations in the fight against organized crime, trafficking,	No Specific Objectives	<ol style="list-style-type: none"> 1. Increase in the number of operations related to illegal trafficking that are conducted with special methods of investigating by 5% in 2015 and by 7% in 2020, compared to 2012.

corruption, and terrorism.	<ol style="list-style-type: none"> 2. Conduct every year of not less than 50 anti-narcotics operations with special investigative techniques. 3. Increase by 5% the number of proactive investigations related to laundering of criminal proceeds. 4. Increase of proactive anti-corruption investigations by 5% annually.
D. Prevention and combating human trafficking, weapons, and ammunition, motor vehicles and works of art and culture through cooperation with all law enforcement agencies.	<ol style="list-style-type: none"> 1. Improvement of the legislation on combating trafficking in human beings and the implementation of standardized mechanisms and procedures for identifying, referring and protecting potential victims of trafficking, with a special approach to children; <ol style="list-style-type: none"> 1.1. Amend the Criminal Code and Criminal Procedures in order to improve the existing provisions and the addition of some new provisions for the criminal offenses of trafficking in human beings; 1.2. Drafting and adopting a special law on the fight against trafficking in human beings, which will also serve as an effective instrument to address in a single legal act all measures to be undertaken in the fight against trafficking of persons; 1.3. Monitoring and Implementation of Standard Action Procedures for the Identification and Referral of Trafficking of Victims through ongoing guidance and proactive monitoring in order to guarantee the process of identification and referral of potential victims of trafficking; 2. Alignment of the legislation on trafficking of weapons and ammunition through the implementation of the UN Convention against International Organized Crime and Additional Protocols. 3. Strengthen capacities through joint trainings with law enforcement agencies included in the action plans to combat trafficking of art and culture works, motor vehicles and the prevention and fight against smuggling of migrants. 4. Intensification of the disruption of criminal networks and individuals involved in criminal activities of illegal trafficking. 5. Preventing and combating trafficking in human beings, weapons and ammunition, motor vehicles and works of art and culture, by cooperating with all law enforcement agencies. <ol style="list-style-type: none"> 5.1. Continue awareness campaigns with the active involvement of state structures, local government, media, civil society, business and all other actors that have a role in preventing and combating trafficking in persons; 5.2. Awareness raising at young age of children on the rights they enjoy and their empowerment through systems of protection, education, promotion and support; <ol style="list-style-type: none"> 1. Increase of the percentage of detected criminal offenses of illicit trafficking from 98.2% to 98.7% by 2020; 2. Increase in the detection of criminal offenses of illegal trafficking by 1.4% in 2020, compared to 4.99% in 2012 due to the implementation of INTERPOL and TIMS system. 3. Increased professionalism and technical capacity to crack down on the phenomenon of the use of forged documents for border crossing. Maintain at 100% the detection of counterfeit documents by 2020.

	<p>5.3. Carrying out and promoting research in the area of human trafficking to serve for making an effective design and planning of macro-policies against trafficking in persons;</p> <p>5.4. Unification of the Catalogue on Losses in the National Center for Inventory of Cultural Assets (QKIAK) databases with ASF 2 Interpol, in order to make a fair and timely exchange of information at international level and to complete the data on lost items according to the Interpol format.</p>	
E. Strengthening the integrity of law enforcement agencies and reducing corruption.	<p>1. Strengthen the capacities to investigate, record and document corruption cases;</p> <p>1.1. Making available to the public a free telephone line and e-mail address for denouncing corruption cases;</p> <p>1.2. Conduct joint training with the prosecution and other agencies in the field of corruption investigation;</p> <p>1.3. Increasing the number of investigations and the number of police operations on corruption and crimes of conducted by officials.</p>	<p>1. The number of criminal proceedings for criminal offenses of corruption and crimes involving officials will increase 2.5 times by 2016 and 3.5 times by 2020.</p> <p>2. An Increase by 5% of the number of operations conducted with special investigative techniques, each year.</p>
F. Prevention and combat of money laundering through increasing indicators of war against it.	<p>1. Preventing and prosecuting money laundering and increasing the indicators for the fight against</p> <p>1.1 Increase in the number of cases of preliminary investigations and cases under investigation of money laundering;</p> <p>1.2 Increase in cases and value of sequestrated assets confiscated due to criminal offenses of money laundering;</p> <p>1.3 Developing and strengthening the professional capacity of money laundering investigation structures;</p> <p>1.4 Increase the efficiency of the money laundering prevention system;</p> <p>2. Reducing physical money transactions through complex measures;</p> <p>2.1 Continuous monitoring of the implementation of field legislation by law entities as well as by the institutions involved;</p> <p>3. Increase the training capacities of money laundering investigation structures;</p> <p>3.1 Drafting and implementation of joint inter-institutional training programs;</p> <p>4. Adopt domestic legislation with relevant FATF, EU, CoE recommendations;</p> <p>4.1 Periodic review of the effectiveness and efficiency of the domestic system for combating money laundering and terrorist financing.</p>	<p>1. The number of criminal proceedings for criminal offenses of money laundering will increase by 10% in 2016.</p> <p>2. Increasing the number of cases and the value of seized assets for money laundering at 5% each year.</p> <p>3. Increase of 5% of reported suspicious activities performed by subjects to the law (on money laundering).</p> <p>4. The number of joint trainings will increase by 5% in 2020, compared to 2012.</p>

G. Weakening the financing of criminal networks and terrorism through targeting, sequestration and confiscation of assets obtained from criminal activity.	<ol style="list-style-type: none"> 1. Review of the legislation and sub-legal acts regarding the detection, seizure, and confiscation of criminal assets <ol style="list-style-type: none"> 1.1 Initiating amendments to Law No. 10192, dated 03.12.2009 "On the Prevention and Fighting of Organized Crime and Trafficking through Anti-Money Laundering Measures", that are aimed at increasing the range of criminal offenses and facilitating procedures for investigating the proceeds deriving from criminal activities. 1.2. Review of other sub-legal acts that improve the government activities related to the identification, seizure, confiscation and management of these assets. 2. Increase and strengthen professional capacities in investigating criminal assets. <ol style="list-style-type: none"> 2.1. Development of joint training activities with other institutions that carry obligations from law no. 10192 (anti-mafia law). 2.2. Conduct meetings and periodic analyzes in order to improve investigative activity and increase efficiency in law enforcement. 2.3. Exchange of experience and strengthening of cooperation with partners. 3. Increase in the number of investigations on assets accompanied by an increase in the number of assets seized and confiscated. <ol style="list-style-type: none"> 3.1 Increase of cooperation with prosecution offices of judicial districts and police structures that investigate criminal offenses related to the scope of the Anti-Mafia law. 3.2 Enhance the quality of investigations on assets through increased monitoring and analysis between the State Police structures and the Serious Crimes Prosecution Office. 3.3 Increased number of sequestered and confiscated assets. 4. Increase and further strengthen international cooperation. <ol style="list-style-type: none"> 4.1. Increase the exchange of information. 4.2. Development of joint training and operational activities. 4.3. Exchange of best experiences/practices, etc. 	<ol style="list-style-type: none"> 1. Increasing the number of assets investigations by 10% by 2016. 2. Improvement of the legal provisions on the establishment of a Special Fund for the Compensation of Victims of Crime, in particular victims of trafficking.
H. Reduction of the threats of terrorism through risk assessment and cooperating with the state structures involved in this field.⁴²		<ol style="list-style-type: none"> 1. Increase by 5% proactive investigations of extremists who support violence and have terrorist tendencies; 2. Updating Security Council lists for individuals and terrorist support groups; 3. Adoption of bylaws in compliance with the Law on Weapons 2013;

⁴² The Strategic Objective H focuses entirely on terrorism; therefore, it has not been analyzed in this assessment.

I. Strengthen measures to combat cross-border crime and illicit trafficking to increasing border security standards to the standards of EU countries.	<p>1. Strengthen the measures for controlling and managing the state border to prevent cross-border crime and illegal trafficking with a view to raising security standards.</p> <p>1.1 Improving the management of the border crossing process to facilitate the legal migration and prevent illegal activity through the state border.</p> <p>1.2 Complete the harmonization of the legal framework with Schengen standards by 2018 for the 4 pillars of integrated border management.</p> <p>1.3 Preventing and reducing illegal immigration through the implementation of the measures and actions of the Integrated Border Management Action Plan and migration norms.</p> <p>1.4 Development of infrastructure and strengthening of the resource management system.</p> <p>2. Strengthen threat assessment capacities at the Border & Migration Police.</p> <p>2.1 Strengthen risk analysis and criminal intelligence at the Inter-Institutional Marine Operational Center (QNOD).</p> <p>2.2 Improving Policies and Procedures for the Functioning of the Inter-Institutional Marine Operational Center (QNOD).</p>	<p>4. The number of trainings will increase by 3% in 2020, compared to 2012.⁴³</p> <p>1. Reduction of the time for processing citizens documents in the Border Crossing Points by up to 45 seconds.</p> <p>2. Complete the harmonization of the legal framework on Integrated Border Management with Schengen standards by 2018.</p>
J. Increasing international cooperation in the fight against organized crime	<p>1. Consolidation and development of jurisdictional relations with foreign authorities in terms of improving and facilitating international judicial cooperation procedures:</p> <p>1.1 The signing of bilateral agreements with the countries of the region, such as Kosovo, Serbia, Bosnia and Herzegovina, and with the other European Union countries and beyond;</p> <p>1.2 Exercise of thematic and complaint triggered inspections in the judicial system, in order to monitor the compliance with the criminal procedures in the implementation of international judicial cooperation, mainly of extradition procedures;</p> <p>1.3 Providing trainings to the School of Magistrates and other local and international organizations, with the participation of judges, prosecutors, lawyers and administrative staff of institutions covering international judicial cooperation matters.</p> <p>2. Enhance the international cooperation with partner law enforcement agencies through increased information exchange and increase of the number of</p>	<p>1. Increase by 10% annually of the number of cases of joint international investigations.</p> <p>2. Increase in the number of joint international operations by 5% by 2015, and by 10% by 2020, compared to 2012.</p> <p>3. Conducting not less than 30 operations each year through various forms of international cooperation.</p>

⁴³ The indicators related to Strategic Objective H are not calculated in the analysis.

	joint operations against organized crime and illegal trafficking. 3. Increase of international cooperation and joint investigations, by focusing in particular on the execution of freezing, seizure and confiscation orders issued by European and broader countries.	
K. Improving the capacities of the scientific police structures	1. Enhance the capacities in terms of use of DNA examinations in investigations. <ul style="list-style-type: none"> 1.1 Realization of the statistical interpretation of results obtained through DNA examinations. 1.2 Obtaining DNA profiles from bone remains. 2. Enhance the processing and examination capacities of evidence obtained through digital recordings. <ul style="list-style-type: none"> 2.1 Implementation of protocols for the improvement of the quality of existing recordings through the implementation of testing and equipment programs. 2.2 Extraction of identifying characteristics of persons or objects from film footages. 2.3 Realization of extraction of time sequences from a film material and their merger in order to enable the Judicial Police Officer present to the procedural or trial organ as evidence. 	1. Increase by 7% of indicators of the use of existing technologies in detecting and identifying the legal evidence that are detected and collected from the crime scene by 2020. 2. Provide the minimum of 200 profiles of people who are not related between them until 2020
L. Enhancing the effectiveness of anti cyber crime structures	1. Enhance the administrative capacities of the structures for the fight against cybercrime; <ul style="list-style-type: none"> 1.1 Structural reorganization of central and local structures. 1.2 Introduction of modern computer equipment and advanced software. 2. Strengthening staff training capacities. <ul style="list-style-type: none"> 2.1 Developing trainings for specialists. 2.2 Review of job descriptions. 2.3 Drafting standard procedures. 	1. The number of computer fraud and online fraud investigations will increase to 7% by 2020. 2. The number of investigations for abuse of minors through internet will increase by 2% by 2016. 3. The number of digital evidences obtained for investigation purposes will increase by 5% by 2016.

Table 6. Strategic Objectives, Specific Objectives and Sub-objectives, and performance indicators

However, as it can be easily deduced from the table, **the number of specific and sub-specific objectives is rather high**. Compared with other strategic documents randomly selected from the region and the EU countries and institutions, such density of strategic and specific objectives appears as anomalous (Table 7).

Country	Strategic Objectives	Specific Objectives
1. Albania	12	32 (+47 sub-objectives)
2. Kosovo	3	10
3. Serbia	7	15
4. United Kingdom	4	8
5. Spain	5	10 (+ 11 lines of actions)

Table 7. Comparison of number of strategic and specific objectives of counter organized crime strategies in five countries

In terms of consistency, many specific objectives also are inadequate as they are formulated as activities, or even as outputs (refer to the OECD results chain).⁴⁴ These formulation flaws, and the lengthy results chain (*vision - aims - strategic goals - policy goals - strategic objectives specific objectives - specific subobjectives*, followed in the action plan by *activities - outputs*) makes the monitoring and evaluation complicated. Moreover, many objectives are a repetition of the outcomes outlined in the previous section of the strategy which adds to the confusion.

Another inadequacy is related to the defined scope of objectives and the coherence between *Strategic objectives* → *Specific objectives* → *Performance indicators*. Several objectives are formulated as having both a preventive and suppressive scope.

Having objectives formulated with mixed prevention-suppression scope poses challenges to both the implementation and evaluation because the activities and outputs required to achieve an objective which has a preventive scope may be different from those required to disrupt organized crime activities. Also, prevention and suppression may require the involvement of diverse approaches, resources and institutions. Additionally, this challenges the measurement and evaluation of the achievement because different indicators are used to measure results of suppression and prevention actions.

The table below presents the objectives based on their prevention, suppression and awareness scope, which the strategy fails to clearly outline (Table 8). Four objectives include mixed prevention and suppression approaches. As it becomes evident from the table, there are very few objectives on awareness.

Prevention	Awareness	Suppression
Strategic Objective A		
Strategic Objective B		Strategic Objective B
		Strategic Objective C
Strategic Objective D	Specific Objectives 5.1, 5.2, 5.3,	Strategic Objective D
Strategic Objective E	Specific Objective 1.1	Strategic Objective E
Strategic Objective F		Strategic Objective F
		Strategic Objective G
		Strategic Objective I
		Strategic Objective J
		Strategic Objective K
		Strategic Objective L

Table 8. Formulation of objectives according to their scope

Formally, the strategy provides that the strategic objectives are measured through the achievement of major outcomes: Although, as discussed above, the formulation of the outcomes

⁴⁴ OECD. <https://www.oecd.org/dac/results-development/what-are-results.htm>

is not adequate and the achievement of the specific objectives is measured through the performance indicators.

Regarding the correlation *Specific objectives* -> *Performance indicators*, not all specific objectives have a corresponding indicator, as there are more objectives and sub-subobjectives than indicators, while the opposite is ideal. Given the broad scope of objectives, more than one indicator is often needed to measure the achievement of an objective.⁴⁵ This omission implies that a number of specific objectives and subobjectives cannot be measured in terms of achievement.

Another issue is the formulation of many indicators as outputs which is not adequate and poses difficulties to measuring the achievement of the defined objectives. Adequate indicators should not relate to concrete outputs but should measure the impact the implementation of the strategy.⁴⁶

Two indicators have been used twice: the indicator “Provide access to databases of ALUIZNI, Central Immoveable Property Registration Office, Taxes, Customs” is repeated in the same Strategic Objective; the indicator “Conducting not less than 30 operations each year in which different forms of international cooperation have been used” is used in both the Strategic Objective B and Strategic Objective J.

The formulation of two other indicators is layered, meaning that there are two indicators in one: “the number of criminal proceedings for criminal offenses of corruption and crimes involving officials will increase 2.5 times by 2016 and 3.5 times by 2020”.

The duplicated indicator has been omitted (analyzed only under Strategic Objective B) while the two layered indicators have been split in four when the monitoring of the implementation and achievement have been analyzed.

Also, on top of the fact that indicators do not provide a method for calculation, there is no specification of the data collection and source of data, and for the majority there is no specified baseline value and/or year of reference. Some indicators have targets for the year 2016 only, which means that they cannot be measured for the subsequent years. Others do not provide for annual targets but only for targets in 2016 and/or 2020.

In terms of scope of achievement, it should be noted that the majority of performance indicators are process indicators, which essentially should contribute to the achievement of outcomes through their achievement.

Given that indicators are so important for measuring results, these flaws are a substantial inhibiting factor for measuring the achievements of this strategy.

For instance, in order to assess the achievement of the indicator “*Maintain at 100% the detection of counterfeit documents by 2020*” the data on the number of all counterfeited documents used for illegal border crossing is needed first, which can be confronted with the data on the number of cases detected at the borders. However, it is not possible to know how many counterfeited documents intended for border crossing exist.

⁴⁵ Designing and Implementing Anti-corruption Policies: Handbook. Council of Europe, 1st edition March 2013

⁴⁶ Ibid

Also, the indicator “Increase the detection and disruption of trafficking of narcotic drugs at the Border Crossing Points by 1.5% in 2020, compared to 2011”. It is not clear whether the 1.5% increase in detection and disruption will measure cases or amounts of narcotic drugs. But even if this problem is resolved, and assuming that the law enforcement agencies will collect data on cases or amounts, or both in a disaggregated manner, these data would be hard to interpret in terms of assessing the achievement of the objective. This is due to the fact that drugs may be intentionally allowed to cross the borders by law enforcement agencies for operational purposes, as it has been the case on several counter narcotics operations in recent years. Such practices are scored as results, and data are produced based on these in other indicators such as proactive investigations and operational international cooperation.

Likewise, for the indicator “Reduction of the time for processing citizens’ documents in the Border Crossing Points by up to 45 seconds” it is not possible to collect data systematically. First of all, there is no methodology for calculating the time spent for processing citizens’ documents in the Border Crossing Points. Even if this is technically achieved, it is hard to establish how the achievement of the 45 seconds target could contribute to “to combatting cross-border crime and illicit trafficking to increasing border security standards to the standards of EU countries”, as provided in the formulation of the corresponding Strategic Objective. The chapter on **financial resources** provides the annual amounts to be allocated to the institutions involved in the implementation of the strategy for the period 2013-2020 (Table 9).⁴⁷ In total the strategy has allocated 35.945.315.000 ALL.⁴⁸

Subsector	2013	2014	2015	2016	2017	2018	2019	2020
Current expenditures (salaries)	1997510	2154924	2218501	2315102	2337660	2535242	2736612	304930
Counter terrorism	117679	132664	210390	219590	239680	303900	354100	424250
Counter narcotics	353248	407355	401461	417158	423800	425020	425512	444561
Trafficking (human beings, prostitution weapons)	312209	382920	320026	412819	417404	427635	440428	445872
Scientific police	225139	230859	273034	258500	261600	363259	368123	369843
Cybercrime	31229	34352	37475	43652	45298	48725	49561	51239
Economic Crime	310432	313373	319837	316259	287245	285933	390036	392198
Witness protection	129950	129950	129950	129500	129600	130010	135600	183689
Updating criminal information and rewarding informants	517624	523451	526328	517624	533033	550760	573252	737651
Total	3995020	4309828	4437002	4630204	4675320	5070484	5473224	3354233

Table 9. Budget allocated for the implementation of the strategy

⁴⁷ The figures are in 000 ALL

⁴⁸ About 285 million Euros with the March 2020 exchange rate

Three specific projects are outlined to be delivered during the duration of the implementation of the strategy:

1. Construction of new premises of Witness Protection Directorate, in the amount of 76,220,000 ALL
2. Acquisition of equipment for the Scientific Police, in the amount of 3,524,000 ALL
3. Acquisition of equipment for the criminal police, in the sum of 65,000,000 ALL for the years 2016-2020 (Table 10).

Yearly distribution of budget on acquisition of equipment for the criminal police for the years 2016-2020	
2016	10,000,000 ALL
2017	10,000,000 ALL
2018	5,000,000 ALL
2019	10,000,000 ALL
2020	30,000,000 ALL

Table 10. Yearly budget allocated for acquisition of equipment for the criminal police

The last chapter, **Accountability, monitoring and evaluation**, defines the processes and institutions in charge of monitoring and evaluation.

The strategy tasks the Mol with the responsibility of ensuring the coordination of the implementation process and the coherence and harmonization with other sectoral strategies. In performing this task, the Mol is supported by the Inter-Institutional Technical Secretariat (IITS), which has the responsibility to report to the Mol on the performance of each institution in fulfilling the objectives and indicators (internal and external), and to provide relevant recommendations. IITS is composed of members from 10 different institutions and departments and headed by the Deputy General Director of the State Police for Crime Investigation.⁴⁹ The Regulation on the functioning of the IITS stipulates that it should convene every three months and its members report and discuss on the implementation of ISCOC 2013 in line with the respective institutional tasks and responsibilities.⁵⁰

All the institutions involved are obliged to submit every three months an implementation report to the Mol. Based on these reports, the Mol should produce three-monthly reports and a performance based annual monitoring report that includes the achievement of the indicators each year.

The highest level institution is the Inter-Institutional Committee on Measures against Organized Crime, Trafficking and Terrorism (ICMOCTT), headed by the Prime Minister.⁵¹ The ICMOCTT

⁴⁹(1) General Directorate for the Prevention of Money Laundering; (2) Agency for Administration of Sequestered and Confiscated Assets; (3) General Prosecutor's Office; (4) Prosecution Office for Serious Crimes; (5) Directorate against Organized Crime in SHISH; (6) Defence Intelligence Agency; (7) Directorate of Juridical Relations, in the Ministry of Justice; (8) Anti-trafficking Unit in the Ministry of Interior; (9) General Directorate of European Affairs in the Ministry of Foreign Affairs; (10) Criminal Investigation Sector, Department of Crime Investigation of the State Police.

⁵⁰Vendimi nr. 1, date 05.02.2010, Rregullorja "Për Funksionimin e Komitetit Ndërinstitucional për Masat Kundër Krimet të Organizuar, Trafikeve dhe Terrorizmit" (Decision no. 1, dated 05.02.2010, Regulation "On the Functioning of the Inter-Institutional Committee on Measures Against Organized Crime, Trafficking and Terrorism"), Article 6.

⁵¹ICMOCTT is composed of the following ministers and heads of institutions: Minister of Interior; Minister of Defense; Minister of Finance; Minister of Justice; Minister of Foreign Affairs; Director of the State Intelligence Service; Prosecutor General.

submits the report to the Government, which analyzes the performance of each institution responsible for the implementation of the ISCOC and makes public the achievements after each stage of the implementation of the objectives and action plans (Figure 2).

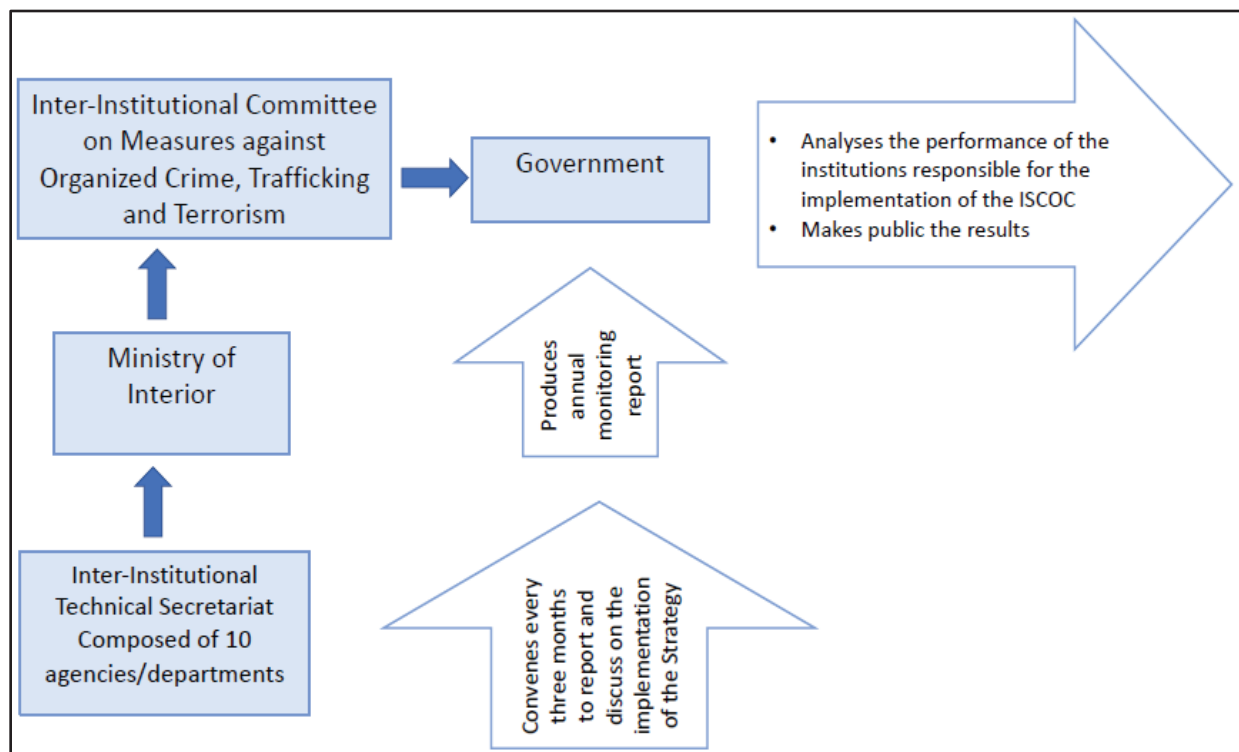


Figure 2. Monitoring and evaluation structure and processes flow

5. COHERENCE OF THE STRATEGY WITH ACTION PLANS AND OTHER RELATED STRATEGIC DOCUMENTS

5.1 Coherence with Action Plans

The ISCOG 2013 is implemented through its Action Plans. The action plans are part of the results chain providing for the **Inputs -> Activities -> Outputs**. The action plan has to be coherent with the strategy, outlining the activities to be performed for delivering the outputs which in turn will lead to the achievement of outcomes measured through performance indicators.

The Action Plan for the period 2013-2016 was adopted at the same time as the strategy, while the Action Plan 2019-2020 was adopted in late September 2019, following a 3 years gap. The Action Plan 2013-2016 outlines 95 activities and 172 outputs, to be delivered through its three-year implementation period. The Action Plan 2019-2020 outlines 89 activities and 97 outputs to be delivered for the remaining period of the ISCOG 2013 until the end of 2020.

Two other action plans were adopted in the meantime: the *Action Plan against Cannabis 2017-2020*, and the *National Action Plan for the Socio-Economic Re-Integration of Women and Girls Victims of Trafficking in the Republic of Albania 2015-2017*, but these action plans are related only partially to two strategic objectives and do not outline activities that pertain to the whole strategy.⁵²

In terms of formulation, a number of inconsistencies are found between the Strategy and the Action Plans, which means that the results chain is broken and that their achievement may not be traceable.

For several objectives there are no activities planned in the Action Plans, or the related specific objectives are formulated differently in the strategy and Action Plans. In the Action Plan 2019-2020 the number of sub-objectives, outcomes and outputs related with Strategic Objectives is reduced significantly, compared with the Action Plan 2013-2016.

Many performance indicators are formulated as outputs in both Action Plans, while the outputs should be different and linked with the indicators. On the other hand, several outputs in the Action Plans are formulated as indicators but they lack baseline and targets that makes it difficult to be used for measuring results in unequivocal way (refer to remarks on indicators formulation above).

In some indicators, the deadlines for achieving the target for the performance indicator are different in the strategy and Action Plans, or the target value is different in the two documents.

⁵²The *Action Plan against Cannabis 2017-2020* is aimed at tackling the cannabis cultivation problem and is related to the Strategic Objective B: "Creation of a safe environment for the society through the reduction of supply and access to drugs and illegal use". Cannabis though is only one of the drugs that this Strategic Objective aims to reduce the supply. The *National Action Plan for the Socio-Economic Re-Integration of Women and Girls Victims of Trafficking in the Republic of Albania 2015-2017* is related to Strategic Objective D: Prevention and combating human trafficking, weapons, and ammunition, motor vehicles and works of art and culture through cooperation with all law enforcement agencies. This Action Plan is related to one of the forms of trafficking of this Strategic Objective, namely human trafficking.

5.2 Coherence with Other Strategic Documents

Another angle of analysis in this report consists on the coherence of formulation and harmonization between the ISCOC 2013 and the related national sectoral strategies.

In the chapter, *Accountability, monitoring and evaluation*, the strategy stipulates that the MoI should “take the initiative to revise and update other strategies”. This indicates that the ISCOC 2013 should be harmonized with the related strategies and action plans in terms of formulation and scope of action. This is essential to avoiding overlaps and duplications which might be a burden to the implementing institutions and waste of resources.

The duplications are not only unnecessary, but the monitoring and evaluation of documents with similar objectives is a burden to the institutions that work with them. Most important, implementation of documents that provide for replicated indicators but different baselines and target values, as the findings show, creates confusion for the measurement of results and mismatching statistics.

This report has examined five strategies and nine action plans, that have been adopted in the years after the adoption of the ISCOC 2013 and that have overlapping objectives and indicators in order to verify their coherence and consistency (Table 12).

Strategies	Action Plans
1. Public Order Strategy 2015-2020. ⁵³	1. National Action Plan for the Socio-Economic Re-Integration of Women and Girls Victims of Trafficking in the Republic of Albania 2015-2017. ⁵⁸
2. Strategy for the Fight Against Trafficking in Persons 2014-2017. ⁵⁴	2. Action Plan against Cannabis Cultivation and Trafficking 2017-2020. ⁵⁹
3. Intersectoral Strategy Against Corruption 2015-2020. ⁵⁵	3. Action Plan 2014-2017 of the Strategy for the fight against trafficking in persons 2014-2017.
4. National Strategy on Integrated Border Management 2014-2020. ⁵⁶	4. Action Plan 2014 – 2020 of the National Strategy on Integrated Border Management 2014-2020.
5. Guidelines on the Five Priorities Recommended by the EU Commission 2014.	5. Action Plan Strategy for the fight against trafficking in persons 2014-2017. ⁶⁰
6. National Strategy for Integration and Development 2015-2020. ⁵⁷	6. Action Plan 2015–2017 of Public Order Strategy 2015-2020 (no follow up Action Plan).

⁵³ Decision nr. 702, dated 26.8.2015

⁵⁴ Decision nr. 814, dated 26.11.2014

⁵⁵ Decision nr. 247, dated 20.3.2015

⁵⁶ Decision nr. 119, dated 5.3.2014

⁵⁷ Decision nr. 348, dated 11.5.2016

⁵⁸ Decision nr. 115, dated 17.2.2016

⁵⁹ Decision nr. 248, dated 29.3.2017

⁶⁰ Decision nr. 814, dated 26.11.2014

	7. National Action Plan on Combating Trafficking in Persons 2018–2020. ⁶¹
	8. Action Plan 2015-2017, Inter-Sectoral Strategy against Corruption
	9. Action Plan 2018-2020, Inter-Sectoral Strategy against Corruption. ⁶²

Table 12. Sectoral Strategies and Action Plans related to ISCOC 2013 on organized crime (See annexes for detailed information on these documents).

The analysis is limited to the examination of coherency in the formulation of objectives and indicators in these documents. No analysis of implementation and results has been made, as it goes beyond of the scope of this report.

The analysis of the strategies and respective action plan listed in the above table shows that several indicators related to Strategic Objectives B, C, E, F, G, and I are replicated in these documents (Table 13).

Apart from the mere replication, a number of discrepancies are evident regarding the coherence of formulation in the replicated documents. For instance, for all of the performance indicators related to Strategic Objective B that are replicated in other documents, the target value is different. In the case of the indicators replicated in the National Action Plan on the Fight against Cultivation and Trafficking of Cannabis 2017-2020 all the indicators miss the target value.

ISCOC 2013 - Strategic Objective and related specific objectives and indicators	Strategies where indicators ISCOC 2013 are replicated
Strategic Objective B	<ul style="list-style-type: none"> - Public Order Strategy 2015-2020 and its Action Plan for 2015-2017 - Roadmap on the 5 priorities recommended by the European Commission 2013 (2014) - National Action Plan on the Fight against Cultivation and Trafficking of Cannabis 2017-2020
Strategic Objective C	<ul style="list-style-type: none"> - Public Order Strategy 2015-2020 and Action Plan for 2015-2017 - Roadmap on the 5 priorities recommended by the European Commission 2013 (2014) - Action Plan on the 5 priorities recommended by the European Commission 2013 (2017) - Action Plan of the Inter-Sectoral Strategy against Corruption 2015-2017
Strategic Objective E	<ul style="list-style-type: none"> - Roadmap on the 5 priorities recommended by the European Commission 2013 (2014) - Action Plan on the 5 priorities recommended by the European Commission 2013 (2017)

⁶¹ Decision nr. 770, dated 26.12.2018

⁶² Decision nr. 241, dated 20.4.2018

	- Action Plan of the Inter-Sectoral Strategy against Corruption 2015-2017
Strategic Objective F	- Roadmap on the 5 priorities recommended by the European Commission 2013 (2014)
Strategic Objective G	- Roadmap on the 5 priorities recommended by the European Commission 2013 (2014) - Public Order Strategy 2015-2020 and Action Plan for 2015-2017 - Inter-sectorial Strategy against Corruption 2015-2020
Strategic Objective I	- Intersectoral Strategy of Integrated Border Management and Action Plan (2014-2020)

Table 13. Sectoral Strategies and Action Plans that replicate Strategic Objectives of the ISCOC 2013

Similar discrepancies are evident in the performance indicators related to the other strategic objectives. For instance, the performance indicators related to Strategic Objective B are replicated as outputs in the Roadmap on the 5 priorities recommended by the European Commission 2013.

The coherence of each strategic and specific objective and corresponding indicator of the ISCOC, with the related action plans and strategies, is analyzed in detail in the following sections of this report by focusing on each strategic objective, related specific objectives and performance indicator. The figure below interprets the horizontal and vertical coherence of the ISCOC 2013 with its action plans and other related strategic documents.

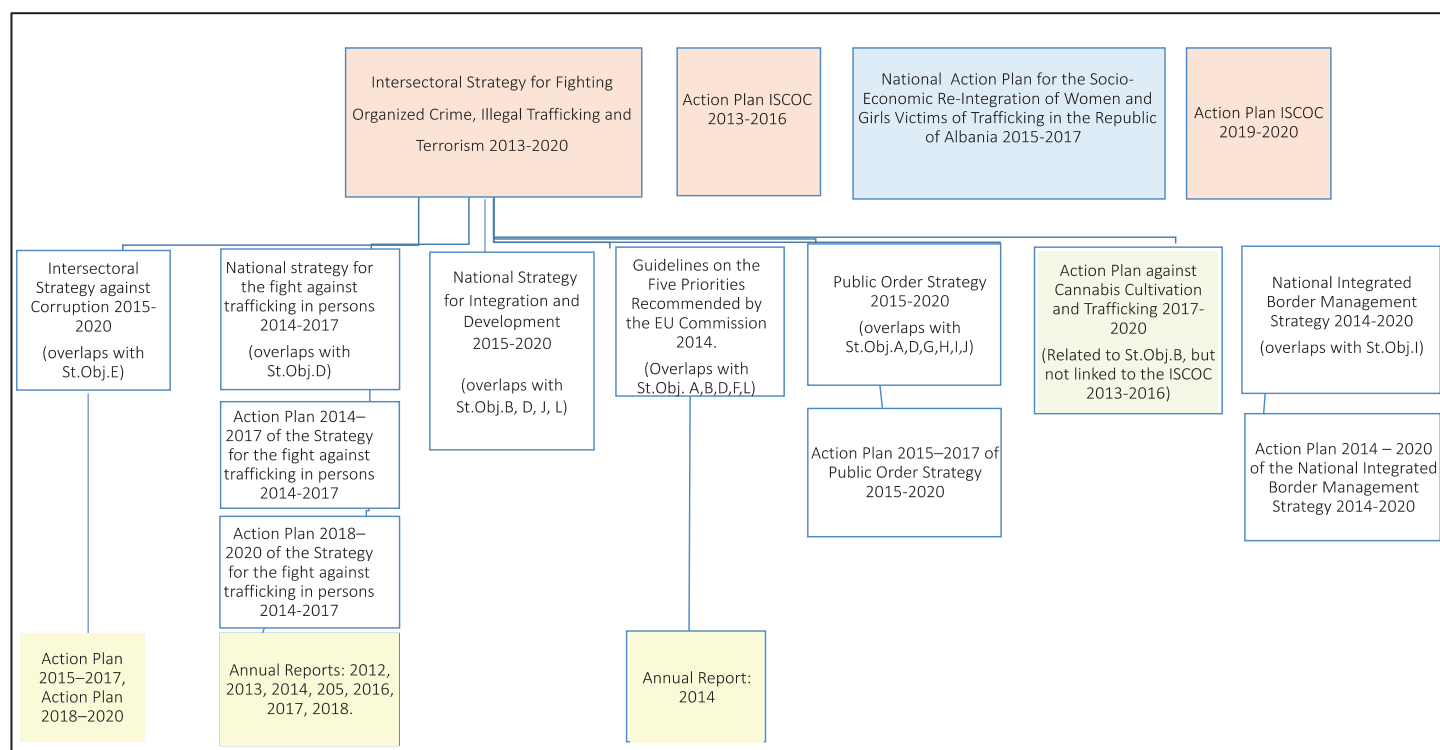


Figure 3. Strategies and action plans related to the ISCOC 2013

6. ANALYSIS OF STRATEGIC OBJECTIVES

This section analyzes the 11 Strategic Objectives of the ISCOC 2013 that focus on organized crime. As pointed out in the introductory section, one Strategic Objective H “*Reduction of the threats of terrorism through risk assessment and cooperating with the state structures involved in this field*” is not analyzed deliberately in order to ensure analytical focus on organized crime alone.

Each Strategic Objective has been analyzed by examining (1) the coherence of the strategy with a focus on the causal relation between strategic objectives, specific objectives and performance indicators in the strategy and actions plans, (2) the achievement of performance indicators (PI) set out in the strategy and the (3) the results of performance indicators in the context of achievement of goals and objectives set out by the strategy.

The methodological approach builds on the results chain logical framework,⁶³ which means that the outcomes should be coherent with and derive from the activities and outputs (Figure 4),⁶⁴ and theory of change which suggests that a logical relationship must exist between the context, the intervention inputs, and the implementation strategy.⁶⁵

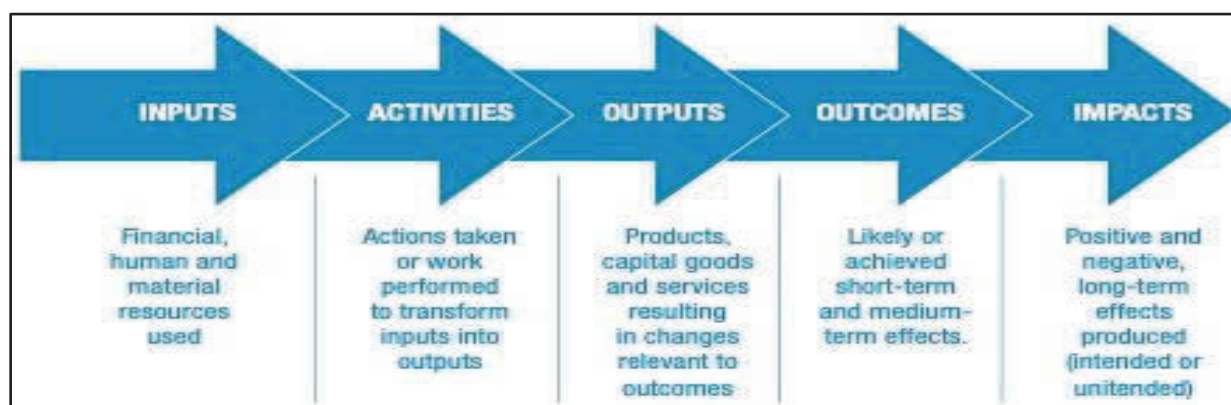


Figure 4. Results Chain. OECD

The analysis of the coherence of action is done by analyzing the ISCOC 2013 and the Action Plan 2013-2016, the Action Plan 2019-2020, as well and the related strategic documents that provide for similar scope, objectives and indicators. The assessment of the achievement of the strategic objectives is done by examining the achievement of the indicators and the international reports that evaluate Albania’s overall performance on the area covered by each objective.

The data for the analysis have been collected from official public documents, monitoring reports, data from the institutions’ websites, international reports, etc. Relevant reports issued by the EU,

⁶³ OECD. <https://www.oecd.org/dac/results-development/what-are-results.htm>

⁶⁴ Development Results: An Overview of Results Measurement and Management. OECD 2013. <https://www.oecd.org/dac/peer-reviews/Development-Results-Note.pdf>

⁶⁵ OECD (2012), Evaluating Peacebuilding Activities in Settings of Conflict and Fragility: Improving Learning for Results, DAC Guidelines and References Series. <http://dx.doi.org/10.1787/9789264106802-en>

the U.S. Department of State, which the strategy refers to as results benchmarks, as well as other international governmental and NGOs, are used to evaluate the achievement of the objectives and indicators, as provided by the 'external indicators'.

6.1 Strategic Objective A: Strengthening inter-institutional coordination in the fight against organized crime and terrorism

Specific Objectives (SO) – 4	Performance Indicators (PI) – 7
<ol style="list-style-type: none"> 1. Implementation of the collaborative activities provided for in the National Action Plans for the fight against narcotics, terrorism, other illegal trafficking such as art, motor vehicles, money laundering and corruption. 2. Exchange of data between institutions that are party in the implementation of this strategy, and other constituent strategies, through access to the database of each institution. 3. Establish a system of consolidated data (track records) regarding the registering of investigations on organized crime, financial crime and corruption. 4. Strengthening inter-institutional cooperation through joint training and analyzes in the field of investigating of criminal assets. 	<ol style="list-style-type: none"> 1. Periodic compilation (every 3 months) of consolidated and harmonized statistics. 2. Periodic meetings (every 3 months) with the participation of all the reporting institutions (mentioned in this strategy). 3. The number of exchanged information among institutions will increase by 5% in 2020 compared to 2012. 4. The number of joint trainings will increase by 4% in 2020 compared to 2012. 5. Ensure access to ALUIZNI, Central Immovable Property Registration Office, Taxes, Customs records. (2014) 6. Ensure access to FIU data, General Directorate of Road Transport Services, the National Registration Center and the National Licensing Center etc. (2014) 7. Provide access to databases of ALUIZNI, Central Immovable Property Registration Office, Taxes, and Customs. (2014)

Main Findings and Recommendations

Formulation

- Strategic objective A is composed of four specific objectives and seven performance indicators;
- Specific objective 1 is phrased as having a preventive scope;
- Specific objectives 2, 3 and 4 are generally phrased as having a repressive scope;
- Not all specific objectives have a corresponding performance indicator;
- Baseline year is missing in performance indicator 1 and 2;
- No publicly available data could be found to assess the progress of performance indicators 2, 3 and 4;
- Performance indicators 5 and 7 are same indicators, have same baseline but different formulation;
- Data to assess the last three Performance Indicators is gathered from Monitoring Reports of Intersectoral Strategy against Corruption from 2015 to 2018 and Annual Reports of the General Prosecutor on the crime situation in Albania 2015-2019.

Coherence with Actions Plans

- SSO 1 is followed up only in the Action Plan 2013-2016;
- Specific objective 2 is neither followed up in the Action Plan 2013-2016 nor to Action Plan 2019-2020;
- SSO 3 and 4 are followed up in both Action Plans;
- All PIs are followed up in the Action Plan 2013-2016;
- PI 1-5 are followed up in the Action Plan 2019-2020;
- A non-coherence in terms of follow-up is evidenced regarding performance indicators 6 and 7. The latter are not followed up in the Action Plan 2019-2020;
- PI 1⁶⁶ and 4⁶⁷ that are followed up in Action Plan 2019-2020 have different targets from those reflected to the Strategy;
- PI 5 and 7 are the same indicators but different formulation;
- In the Action Plan 2019-2020 the number of sub-objectives' outcomes and outputs is significantly reduced compared to those foreseen in the Action Plan 2013-2016;
- Specific objectives 1 of both action plans are new added ones.

Coherence with other documents

- SO 2 is replicated in the Objective B2 of the Inter-sectorial Strategy against Corruption 2015-2020. Both objectives consist in enabling permanent electronic access of law enforcing agencies to government databases and/or further extension of access to enable more efficient and rapid exchange of information during investigations.;
- SO 3 is replicated in activity 1 of Priority 4 in the Roadmap on Key Priorities;
- PI 5, 6 and 7 are replicated in activity 3.7 of Priority 3 of the Roadmap on Key Priorities;
- It is noted that the outcomes (activities) of Roadmap do not specify target values.

Recommendations

- The formulation of the indicators should take into consideration the target which would reflect the improvement progress of the relevant objective;
- There should be a consistency of delivery of outputs.
- The Strategy "On Investigation of Financial Crime 2015-2020" has not been adopted;
- The National Bank Account Register does not exist;
- Regarding SO 4, it results that the envisaged measures have not been very effective. The 2013 EC Report highlights the need to improve co-operation between the State Police and the Prosecutor General's Office. The EC Report 2014 and 2015 emphasize the need to

⁶⁶ The reporting periods are prolonged from 3 months to 6 months

⁶⁷ In the ISCOG 2013 the target value is set to 4% in 2020 compared to 2012, In the Action Plan the target value is set to 2% in 2020 compared to 2016

strengthen cooperation between law enforcement agencies for the coordination and exchange of information, as well as the necessity of conducting joint trainings.

Internal Coherence and Coherence with Action Plans

There are a number of inconsistencies that can be observed in terms of coherence between the strategy and the action plans. Specific objective 1 is followed up only to Action Plan 2013-2016. Specific objective 2 is not followed up in any of Action Plans. Specific objectives 3 and 4 are followed up in the Action Plan 2013-2016 and to Action Plan 2019-2020.

With regard to the Action Plans, all specific objectives are related to some activities and they are numbered according to the objective the activity falls under:

- PI 1, 2 and 3 are followed up in the outputs of A.2.1 and A.2.2 in the Action Plan 2013-2016.
- PI 4 is followed up in the output A.3.1 of the Action Plan 2013-2016;
- PI 5, 6, 7 are followed up in the output of A.2.3 in the Action Plan 2013-2016. Outputs of A.2.2 and A.3.1 have no target values;
- PI 1 is followed up in the output of A.2.1 in the Action Plan 2019-2020, but the reporting periods are prolonged from 3 months to 6 months;
- PI 2 and 3 are not followed up in any of the Action Plans;
- PI 4 is replicated as output A.3.1 of the Action Plan 2019-2020, but with a lower target value;⁶⁸
- PI 5 is replicated as output A.1.3 of the Action Plan 2019-2020,
- PI 6 and 7 are not followed up in the Action Plan 2019-2020;
- PI 5 and 7 are same indicators, have same baselines but with different formulation.

In Action Plan 2019-2020, the number of sub-objectives' outcomes and outputs is significantly reduced compared to those foreseen in the Action Plan 2013-2016;

Outcome 1.2 of the AP 2013-2016 remains unclear whether the action to set up a working group and draft a new national strategic document "On Investigation of Financial Crime 2015-2020" and its Action Plan is achieved or not. Such a document does not exist at present.

The establishment of the National Bank Account Register remains a problem (outcome 2.3.1 of the AP 2013-2016). First of all, the numeration is not correct. It is supposed to be outcome no.2.4. Plus, the achievement of this outcome is extended beyond the timeframe of the Action Plan 2013-2016. It is not followed up in Action Plan 2019-2020. It is worth noting that such a register does not exist today.

In both Action Plans, the Specific objective1 (*"Implementation according to the deadlines of the National Action Plans, designed for the fight against narcotics, terrorism, other illegal trafficking, such as works of art, motor vehicles, money laundering and corruption"*) is not mentioned in the strategy.

The table below presents the coherence between the strategy and action plans in terms of consistency of the results chain.

 Objectives that are not followed up in the Action Plans

⁶⁸ In the ISCOG 2013 the target value is set to 4% in 2020 compared to 2012, In the Action Plan the target value is set to 2% in 2020 compared to 2016

	Objectives are followed up							
	New added sub-objectives							
	PI followed up							
	PI followed up but outcome target changed							
	PI not followed up							
ISCOC 2013-2020			Action Plan 2013-2016			Action Plan 2019-2020		
Specific Objectives (SO)	Sub-objectives (SSO)	Performance Indicators (PI)	Sub-objectives (SSO)	No. of Outcomes	No. of Outputs	Sub-objectives (SSO)	No. Outcomes	No. of Outputs
SO 1		PI 1	SSO 1	1.1	1	SSO 1	1.1	1
SO 2		PI 2		1.2	2		1.2	1
SO 3		PI 3	SSO 2	2.1	2		1.3	1
SO 4		PI 4		2.2	2	SSO 2	2.1	1 (PI 1)
		PI 5		2.3	3		2.2	1
		PI 6		2.3.1	3	SSO 3	3.1	1 (PI 4)
		PI 7 ⁶⁹	SSO 3	3.1	1		3.2	1
				3.2	2			

Coherence with Other Strategic Documents

The Specific Objectives and Performance Indicators foreseen in the Strategy are replicated also in other strategic documents and national plans drafted to be implemented in the areas of corruption and organized crime.

Specifically, SO 2 is replicated in the Objective B2 of the Inter-sectorial Strategy against Corruption 2015-2020. Both objectives consist in enabling permanent electronic access of law enforcing agencies to government databases and/or further extension of access to enable more efficient and rapid exchange of information during investigations.

- SO 3 is replicated in activity 1 of Priority 4 in the Roadmap on Key Priorities.
- PI 5, 6 and 7 are replicated in activity 3.7 of Priority 3 of the Roadmap on Key Priorities.
- It is noted that the outcomes (activities) of Roadmap do not specify target values.

In many cases, measures or activities provided in these strategic documents are defined as objectives or vice versa. This is mostly illustrated in the Roadmap for the 5 priorities recommended by the European Commission 2013, in which a number of activities are formulated as objectives. None of the SOs and PIs are replicated in the Public Order Strategy 2015-2020.

	Replicated SO			
	Replicated PI			
ISCOC 2013-2020	Inter-sectorial Strategy against Corruption 2015-2020	Public Order Strategy 2015-2020	Roadmap of 5 priorities	

⁶⁹ PI 6 and 7 are not replicated in the AP 2019-2020

Specific Objectives (SO)	Approach	Objectives	Priority	Objective	Priority	Action Plan for 5 priorities (2017) Outcomes
SO 1	A	11	1	4	1	
SO 2	B	4 (SO 2-B.2)	2	3	2	
SO 3	C	3	3	2	3	3.7 (PI 5,6,7)
SO 4			4	2	4	1 (SO 3)
			5	2	5	

Monitoring of Achievement of Performance Indicators

Performance Indicator A/1 Periodic compilation (every 3 months) of consolidated and harmonized statistics.

Status of action: Achieved.

The European Commission Reports from 2013 to 2019 note that the gathering of consolidated and harmonized statistics has been done periodically. However, there is lack of data related to the performance indicators of this strategy.

Performance Indicator A/2 Periodic meetings (every 3 months) with the participation of all the reporting institutions (mentioned in this strategy).

No publicly available data

Performance Indicator A/3 The number of exchanged information among institutions will increase by 5% in 2020 compared to 2012.

No publicly available data

Performance Indicator A/4 The number of joint trainings will increase by 4% in 2020 compared to 2012.

No publicly available data

Performance indicators 2, 3 and 4 are impossible to assess the progress as no publicly available data could be found.

Performance Indicator A/5 Ensure access to ALUIZNI, Central Immovable Property Registration Office, Taxes, Customs records. (2014)

Performance Indicator A/6 Ensure access to FIU data, General Directorate of Road Transport Services, the National Registration Center and the National Licensing Center etc. (2014)

Performance Indicator A/7 Provide access to databases of ALUIZNI, Central Immovable Property Registration Office, Taxes, Customs. (2014)

Performance indicators 5, 6 and 7 aim at the exchange of data with law enforcement agencies. Regarding PI 5, in 2015 General Prosecution Office has established access to ALUIZNI and NLC database. It did not ensure access to other institutions. There is no available data on State Police.

For 2016, GPO has ensured access to Customs database. It did not ensure access to Central Immovable Property Registration Office and Taxes database. SP has ensured access to ALUIZNI, Central Immovable Property Registration Office, Taxes and Customs. For 2017, GPO agreed in principle with the Central Immovable Properties Registration Office but the access is not ensured yet. GPO ensured access to the Central Immovable Properties Registration Office in 2018. SP has ensured access to NBC. PI 5 is considered as not fully achieved because GPO lacks access to Taxes database.

Regarding PI 6, in 2015 General Prosecution Office has established access to NLC database. It did not ensure access to other institutions. There is no available data on State Police. For 2016, GPO has established access to General Directorate of Road Transport Services, to the National Licensing Center and Customs database. It did not ensure access to FIU and NRC. SP has ensured access to FIU, Central Immovable Property Registration Office, Taxes, NRC, NLC. It did not ensure access to General Directorate of Road Transport Services database. For 2017, there is no update. GPO still did not ensure access to FIU and NRC. SP ensured access to General Directorate of Road Transport Services database. PI 6 is considered as not fully achieved because GPO lacks access to FIU and NBC database.

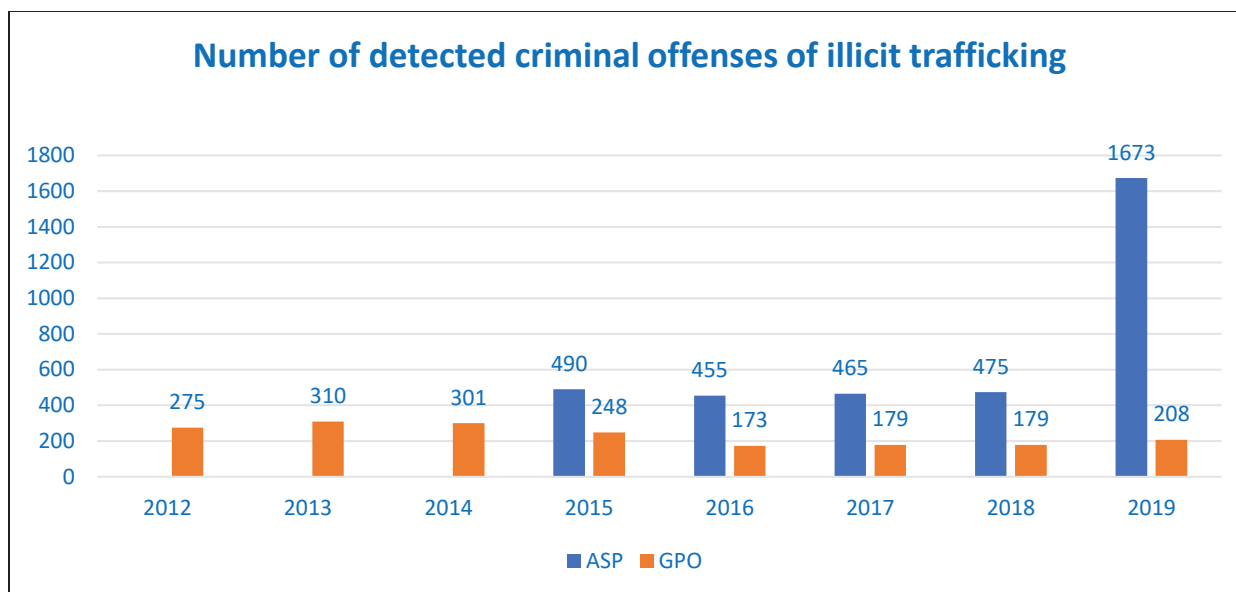
Performance indicator 7 has the same formulation of PI 5. The monitoring results are exactly the same. The table below provides a more summarized information.

Year	PI 5	PI 6	PI 7
2015	Not achieved	Not achieved	Not achieved
2016	Partially achieved	Partially achieved	Partially achieved
2017	There is no update related to access to institutions' databases	There is no update related to access to institutions' databases	There is no update related to access to institutions' databases
2018	Partially achieved	Partially achieved	Partially achieved
2019	Partially achieved	Partially achieved	Partially achieved

Table. Status of achievement of the connection to the databases. Source: Monitoring Reports of Inter-Sectoral Strategy against Corruption from 2015 to 2018 and Annual Reports of the General Prosecutor on the crime situation in Albania 2015-2019

Assessment of Achievement of Objectives

Ensuring and consolidating inter-institutional coordination and cooperation of the criminal justice system institution has been a persistent challenge. Given that process indicators should lead to outcomes, cooperation is measured by confronting the number of investigations of criminal offenses on illicit trafficking initiated by the Albanian State Police and registered by Prosecution Offices with the number of indictments. As the graph shows, there is a large difference between the number of police investigations and the indictments, and over the years this difference has been growing.



Graph 9. Number of investigations cases on criminal offences generated by the Police and number of indictments Source: Monthly statistical reports of the Ministry of Interior (Albanian State Police). Annual statistical reports of the General Prosecution Office

The table below indicates the achievement of objectives based on evaluations of the European Commission Reports. However, cooperation is measured through process indicators data have been used to also measure through an outcome indicator.

The EC Reports note good cooperation between involved institutions on implementing collaborative activities foreseen in National Action Plans. Referring to the exchange of data between institutions that are party in the implementation of this strategy, it is noted that the Police and Prosecution have been granted access to additional private and public national registries but still lack direct access to key national registries. As regards Albania's track record, the number of operations carried out by the police is high and has particularly increased in the past months, leading to more offenders being arrested. In 2018 and the first quarter of 2019, there was an increasing number of large-scale police operations, targeting organized crime groups. Cooperation between the police and prosecutors during investigations improved and administrative procedures were simplified. This fact might be a sign of strengthened inter-institutional cooperation through joint training and analyzes in the field of investigating of criminal assets and also in other relevant areas.

Strategic Objective A: Strengthening inter-institutional coordination in the fight against organized crime and terrorism

References: EU Commission Reports

Specific Objectives (SO)	Responsible Institutions to achieve the Strategy' objectives		Issues identified on SO & SSO from EC Reports		Performance Indicator (PI) progress	Issues identified on PI from EC Reports	
	Responsible Institutions	Source of Information	EC Report 2018	EC Report 2019		EC Report 2018	EC Report 2019
I. Implementation of the collaborative activities provided for in the National Action Plans for the fight against narcotics, terrorism, other illegal trafficking such as art, motor vehicles, money laundering and corruption.	Ministry of Interior Ministry of Justice Ministry of Finance General Prosecution Office HIDAACI SSAI Agency for Administration of Seized and Confiscated Assets	www.mb.gov.al www.drejtesia.gov.al www.financa.gov.al www.pp.gov.al www.ildkpkj.al www.klsh.org.al www.financa.gov.al/agjencia-e-administrimit-te-pasurive-te-sekuestruara-dhe-konfiskuar	Albania updated and continued to implement the strategy on the fight against trafficking in human beings and its action plan for 2014-2017, which came to an end in December 2017. The new strategy and action plan for 2018-2020 have been finalised and their adoption is pending. The legislative framework for victims to obtain access to justice was improved through amendments to the Criminal Procedural Code, with the inclusion of additional rights for sexually abused	Albania has a cross-cutting strategy on organized crime, illicit trafficking and terrorism (2017-2020). It also has an action plan on the fight against organized crime (the 'Power of law' action plan). The new strategy and action plan on the fight against trafficking in human beings for 2018-2020 was approved in December 2018. In 2017, Albania adopted the national plan against cannabis cultivation and trafficking 2017-2020. The national drug strategy and action plan 2012-	NO linked PI		

			victims and victims of trafficking in human beings. On money laundering	2016 expired, and a new strategy and action plan remain to be adopted.			
2.Exchange ⁷⁰ of data between institutions that are party in the implementation of this strategy, and other constituent strategies, through access to the database of each institution.	No references in AP 2013-2016/2019-2020	No references in AP 2013-2016/2019-2020	The police and prosecution have been granted access to additional private and public national registries but still lack direct access to 20 key national registries. This includes the electronic register of mobile phone subscribers.	Police and prosecutors have been granted access to additional national registries (40 in total). However, they still lack direct access to some key national registries, including the electronic register of mobile phone subscribers.	Linked to PI 5, 6, 7		Police and prosecutors have been granted access to additional national registries (40 in total).
3.Establish a system of consolidated data (track records) regarding the registering of investigations on organized crime, financial crime and corruption	<ul style="list-style-type: none"> - General Directorate of State Police (GDSP) - Ministry of Justice - General Prosecution Office: - Ministry of Finance - National Registration Center - ALUIZNI - General Directorate of Road Transport Services 	www.asp.gov.al www.pp.gov.al www.financa.gov.al www.drejtesia.gov.al www.dpshtrr.al www.ashk.gov.al www.qkr.gov.al	Regarding Albania's track record, the number of operations carried out by the police is high and has particularly increased in the past months, leading to more offenders being arrested	On Albania's track record for investigations, indictments, and convictions on organized crime, in 2018 and the first quarter of 2019 there was an increasing number of large-scale police operations, targeting organized crime groups.	Linked to PI I		

⁷⁰ Specific objective 2 is neither replicated to Action Plan 2013-2016 nor to Action Plan 2019-2020.

	- Central Immovable Property Registration Office						
4.Strengthening inter-institutional cooperation through joint training and analyzes in the field of investigating of criminal assets	<p>General Directorate of State Police (GDSP)</p> <p>General Prosecution Office</p> <p>Ministry of Finance</p> <p>State Intelligence Service</p>	<p>www.asp.gov.al</p> <p>www.pp.gov.al</p> <p>www.financa.gov.al</p> <p>www.shish.gov.al</p> <p>→ Cooperation Agreements; (http://www.pp.gov.al/web/Marreveshje_Bashkepunimi_65_6_1.php#.XIUepyFKgdU)</p>		Cooperation between the police and prosecutors during investigations improved and administrative procedures were simplified.	Linked to PI 4		

6.2 Strategic Objective B: Creation of a safe environment for the society through the reduction of supply and access to drugs and illegal use

Specific Objectives – 5 (SO)	Performance Indicators – 6 (PI)
<ol style="list-style-type: none"> 1. Preventing and significantly reducing drug production in Albania; 2. Reducing the easiness of access to drugs for illegal use through disruption of individuals, groups or criminal organizations that conduct criminal activity in the form of sale, distribution, internal and international drug trafficking. 3. Further improvement of legislation in the area of counter-narcotics. 4. Strengthen the capacities of specialized units for the fight against narcotics through training and provision of the necessary tools and equipment. 5. Strengthen border control to prevent and combat international drug trafficking. 	<ol style="list-style-type: none"> 1. Reduce by 50% in 2016 the number of seized and destroyed narcotic plants cultivated, by using as a baseline the 2010 data. 2. The number of seizures for sales of drug trafficking to be each year over 600. 3. Keeping at low levels the quantities of hard drugs (cocaine, heroin) seized from neighbouring countries that originate or transit from Albania (under 20 kg of heroin and under 5 kg of cocaine by 2020). 4. Conducting not less than 30 operations each year in which different forms of international cooperation have been used. 5. Disrupt not less than 40 criminal drug trafficking groups each year. 6. Increase the detection and disruption of trafficking of narcotic drugs at the Border Crossing Points by 1.5% in 2020, compared to 2011.

Main Findings and Recommendations

Formulation

- Strategic objective B is phrased as both prevention and disruption objective but judging from the 6 indicators it is a disruptive one. However, the specific objectives are generally phrased as having a preventive scope;
- Only specific objective 3 is not related to any of the performance indicators, making difficult assessing the achievement of this objectives.

Indicator formulation

- Baseline year is missing in the performance indicators 3, 4 and 5;
- No data could be found that were systematically produced to weigh the performance indicator B/2. The formulation of this indicator, to measure seizures of drugs by numbers, rather than amounts of drugs, poses inherent challenges to collect reliable data.

Coherence with Actions Plans

- An incoherence of specific objectives is indicated for the strategic objective B, 4 of which are all followed up in the Actions Plan 2013-2016 and 3 in the Action Plan 2019-2020.

Specific objective 5 is not followed up in any of the Actions Plans of the years 2013-2016 and 2019-2020;

- An incoherence in terms of follow-up is indicated regarding the performance indicators of the strategic objective B, as only the performance indicators 1 and 5 are followed up in the Action Plan 2013-2016 and only 5 in the Action Plan 2019-2020;
- An incoherence in terms of target achievement (value) is evidenced in the performance indicator 5 through the follow-up in the strategy and Action Plan 2013-2016 compared to the Action Plan 2019-2020;
- In the Action Plan 2019-2020 the number of sub-objectives, outcomes and outputs related with strategic objective B is reduced significantly, compared to them foreseen in the Action Plan 2013-2016.

Data availability

- No data are available in the monthly informative bulletins (January-December) of the years 2014, 2015, 2016, 2017, 2018 (January-June), 2019 and annual report for the year 2018 published at the official website of the Ministry of Interior Affairs regarding the performance indicators 3 and 6.

Coherence with other documents

- A non-coherence of the target value is evidenced in the replicated performance indicator 3;
- The target value is missing in the indicators replicated with performance indicators 3, 4, 5 and 6;
- The indicators as shown in other documents are not indicators at all, missing to identify the target time and value.

Replication of indicators

- Performance indicators 1, 3, 4 and 5 of the strategic objective B are replicated in the: Public Order Strategy 2015-2020 (POS) and its Action Plan for 2015-2017; Roadmap for the 5 priorities recommended by the European Commission 2013 (Roadmap), National Action Plan on the Fight against Cultivation and Trafficking of Cannabis 2017-2020 (NAPFCTC) and National Strategy for Development and Integration 2015-2020 (NSDI).

Recommendations

- In order to assess the achievement of the specific objectives, it will be necessary to reflect other Performance Indicators linked to these objectives;
- Other performance indicators left out in the Strategy, which are reflected in international reports should be considered as indicators;
- The formulation of the indicators should take into consideration the target which would reflect the improvement progress of the relevant objective;
- The indicators should adequately reflect the phenomenon it is intended to measure;
- The need to publish systematic Monitoring Reports remains very crucial in assessing the concrete progress of the objectives.

Internal Coherence and Coherence with Action Plans

The strategic objective B (STO), which is composed by five (5) specific objectives (SO) and six (6) performance indicators (PI), is phrased as both prevention and disruption objective. However, judging from the 6 performance indicators it is a disruptive one. Nevertheless, the specific objectives are generally phrased as having a preventive scope.

Not all performance indicators are related to the relevant specific objectives:

- SO 1 is related to PI 1
- SO 2 is related to PI 2, 3 and 5
- SO 3 (first part) has no related PI
- SO 4 is related to PI 4
- SO 5 is related to PI 6

Unlike in the strategy, specific objectives in Action Plan 2013-2016 and Action Plan 2019-2020 are considered as sub-objectives and are related to some activities numbered according to the sub-objective the activity falls under. At the same time, unlike in the Strategy, performance indicators in Action Plan 2013-2016 and Action Plan 2019-2020 are considered as outputs which are related to each of the activities falling under.

All specific objectives under the STO B are followed up in the sub-objectives of the Action Plan 2013-2016 to the Action Plan 2019-2020, except the specific objective related with the strengthening of the border control (SO 5). Concerning performance indicators, only 2 of them are followed up in the outputs of the Action Plan of the year 2013-2016, respectively performance indicators 1 and 5 and from them only performance indicator 5 is followed up to the outputs foreseen in the Action Plan of the year 2019-2020.

The performance of indicator 1 is coherently formulated, but presents an incoherence in terms of follow-up. This indicator is followed up only in the Action Plan of the year 2013-2016, which foresees as target value a reduction by 50% and as time target the year 2016 – same as in the strategy. The fact that the indicator is not followed up in the Action Plan 2019-2020 indicates not only an incoherence between the two Actions Plans, but also a gap in terms of measuring the results of the indicator itself and the progress of the specific objectives provided in strategy.

As regard the performance indicator 5, followed up in both Action Plans, an incoherence is observed in terms of formulation. Indeed, target values differ from the target set in the strategy by being reduced to 27 criminal drug trafficking groups to be disrupted annually, compared to 40 criminal drug trafficking groups defined in the strategy and Action Plan 2013-2016. Both strategy and Actions Plans foresee an annually target for the performance indicator 5 and because of that the modification of the target value in the Action Plan 2019-2020 creates confusion in measuring properly the indicator' progress for the years 2019, 2020.

Overall, in the Action Plan 2019-2020 the number of sub-objectives, outcomes and outputs related with strategic objective B is reduced significantly, compared to what is foreseen in Action Plan 2013-2016.

	Objectives are not followed up
	Objectives are followed up
	New added objectives
	PI followed up
	PI followed up but target changed

ISCOC 2013-2020			Action Plan 2013-2016			Action Plan 2019-2020		
Specific Objectives (SO)	Sub-objectives (SSO)	Performance Indicators (PI)	Sub-objectives (SSO)	No. of Outcomes	No. of Outputs	Sub-objectives (SSO)	No. Outcomes	No. of Outputs
SO 1		PI 1	SSO 1	1.1.	I	SSO 1	1.1.	I
SO 2		PI 2		1.2.	I		1.1.1	I
SO 3		PI 3		1.3. (a-g)	15	SSO 2	2.1.	I
SO 4		PI 4		1.4. (a-f)	12	SSO 3	3.1.	I
SO 5		PI 5	SSO 2	2.1. (a-b)	I		3.2.	I
		PI 6	SSO 3	3.1. (a-b)	3			
			SSO 4	4.1. (a-c)	4			

Coherence with Other Strategic Documents

Performance indicators 1, 3, 4, 5 and 6 of the strategic objective B are replicated in other strategic documents and national plans drafted to be implemented in the areas of corruption and organized crime. Specifically, these performance indicators are replicated in the documents below:

1. The Public Order Strategy 2015-2020 (POS) and its Action Plan for 2015-2017;
2. The Roadmap for the 5 priorities recommended by the European Commission 2013 (Roadmap);
3. The National Action Plan on the Fight against Cultivation and Trafficking of Cannabis 2017-2020 (NAPFCTC);
4. National Strategy for Development and Integration 2015-2020 (NSDI).

As it is shown below, the target value has changed or modified for all of the performance indicators of the strategy replicated in these documents. In spite of that, in some cases (i.e. for performance indicator 1) this may be considered coherent in terms of target value, but incoherent in terms of a follow up of the implementation process of the ISCOC 2013 and an overlap with other documents. Besides that, modifying substantially the measure of the target, which is expressed in some cases as percentage and in some cases as general number (i.e. for performance indicators 4 and 5) makes more confusing and incoherent the process of assessing the performance progress.

Furthermore, one of the main shortcomings of other strategies is that indicators does not foresee a target value or target time, making a confusion on how the progress of the indicators should be measured and be assessed. By including some measures as provided in the Roadmap, this concern is especially pronounced in the National Action Plan on the Fight against Cultivation and Trafficking of Cannabis 2017-2020, in which neither any target value nor any

these documents, with few rare limited exceptions,⁷¹ makes it even more difficult to have data and information regarding their implementation.

In addition to this concern, even in the cases when the performance indicator foresees a target value, the lack of the baseline year creates a mismatch in addressing the relevant progress of the indicators. Only in Public Order Strategy 2015-2020 and its Action Plan for 2015-2017 the baseline year (2014), Midterm goal (2017) and Long-term goal (2020) are specified. For baseline year (2014), the SPO present the relevant data and information, which in specific cases does not comply with the data gathered to access the performance indicators of the strategy (i.e. for performance indicator 4).

Another important issue to be considered is the fact that in many cases measures or activities provided in these strategic documents are defined as objectives or vice versa. This is mostly illustrated in the Roadmap for the 5 priorities recommended by the European Commission 2013, in which a number of activities are formulated as objectives (Measure 7.2.3 Roadmap).

As regard the National Strategy for Development and Integration 2015-2020, one of the main shortcomings is the fact that nearly all the indicators/results falling under the strategic objectives are missing a target, making thus impossible to assess their progress.

All the mentioned issues comprise a serious concern regarding the coherence not only between the replicated performance indicators of the strategy and other strategic documents, but also the incoherence of the objectives and indicators provided within these documents.

In order to have a comparative overview, the relevant information regarding the performance indicators of the Strategic Objective B is presented below, replicated in the abovementioned documents:

PI 1-ISCOC 2013-2020: Reduce by 50% in 2016 the number of seized and destroyed narcotic plants cultivated, by using as a baseline the 2010 data.

MPI 7 POS: Reduce the number of narcotic plants cultivated and destroyed by 80% by 2020.

PI 3-ISCOC 2013-2020: Keeping at low levels the quantities of hard drugs (cocaine, heroin) seized from neighbouring countries that originate or transit from Albania (under 20 kg of heroin and under 5 kg of cocaine by 2020).

Obj. B, Measure B.2, MI 4 (NAPACTC): Amount of drugs originating in Albania confiscated in neighbouring countries.

Part II, Pillar 8.4, St. I (NSDI): Keep drugs seized from the neighbouring countries or transited through Albania at low levels.

PI 4-ISCOC 2013-2020: Conducting not less than 30 operations each year in which different forms of international cooperation have been used.

MPI 6 POS: Increase the anti-drug operations by using various forms of international cooperation by 16% by 2020.

Measure 7.2.2.2 Roadmap: Conducting joint operations using different forms of international cooperation. (deadline: December 2014)

⁷¹ The Ministry of Interior Affairs has published the Report on implementation of the Albanian Roadmap of 5 key priorities only for the year 2014. Last accessed on 25 March 2020: https://mb.gov.al/wp-content/uploads/2018/01/15-02-13-12-27-27Raportimi_i_MPB_per_prioritetin_Nr__4_per_muajin_dhjetor.pdf

Obj. B, Measure B.2, MI I (NAPACTC): Number of investigative actions/operations performed in collaboration with international partners.

PI 5-ISCOC 2013-2020: Disrupt not less than 40 criminal drug trafficking groups each year.

Measure 7.2.2.2 Roadmap: An increase by 5% of the number of drug trafficking criminal groups disrupted by State Police (by the end of 2014)

Obj. B, Measure B.1, MI I (NAPACTC): Number of criminal groups identified and prosecuted;

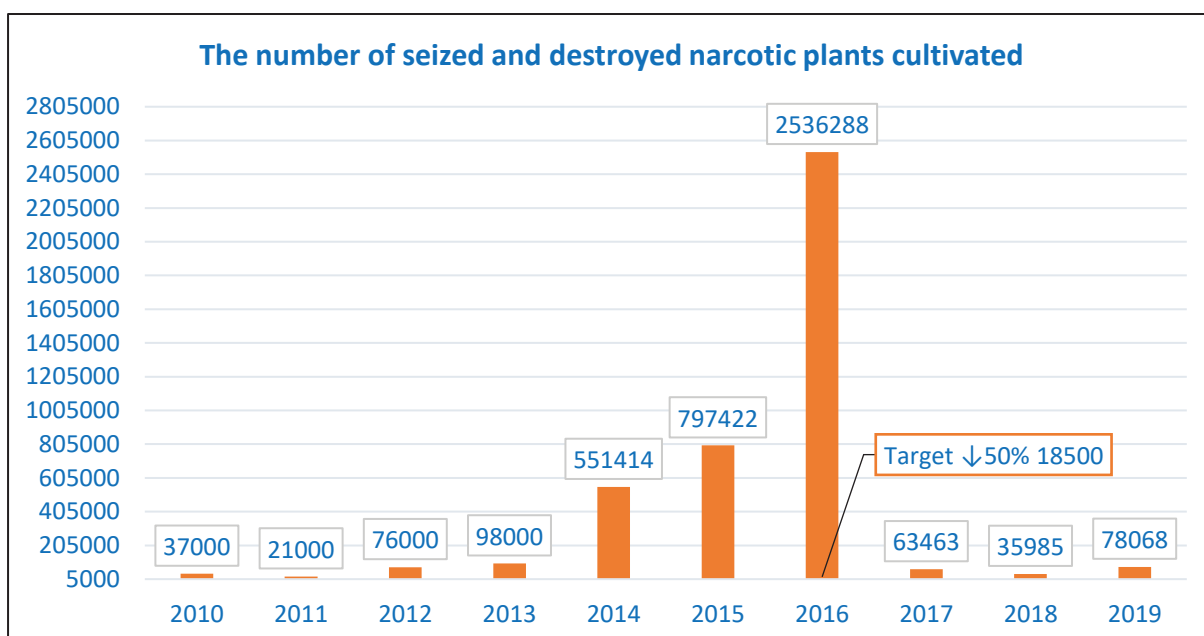
PI 6-ISCOC 2013-2020: Increase the detection and disruption of trafficking of narcotic drugs at the Border Crossing Points by 1.5% in 2020, compared to 2011.

Measure 7.2.3 Roadmap: Improving border control by the Border Police and Customs against drug trafficking, through a more efficient use of risk analysis and training.

Monitoring of Achievement of Performance Indicators

Performance Indicator B/I: Reduce by 50% in 2016 the number of seized and destroyed narcotic plants cultivated, by using as a baseline the 2010 data;

The performance indicator B/I in the strategy provides as target the year 2016, which is provided also in the Action Plan 2013-2016. While in the Action Plan 2019-2020 this indicator is not included. Consequently, for the years 2017, 2018, 2019 the progress of the performance indicator B/I cannot be monitored properly.



Graph 10. Number of seized and destroyed narcotic plants cultivated. Source: Analytic Report on Cannabis Cultivation in Albania, October 2017 & Monthly Reports 2019 (January-December), Ministry of Interior affairs

Performance Indicator B/2: *The number of seizures for the cases of drug sales of and trafficking to be over 600 each year;*

NOTE: No data could be found that were systematically produced to weigh this indicator. The formulation of this performance indicator, measuring seizures of drugs by numbers rather than amounts of drugs, poses inherent challenges to the collection of reliable data.

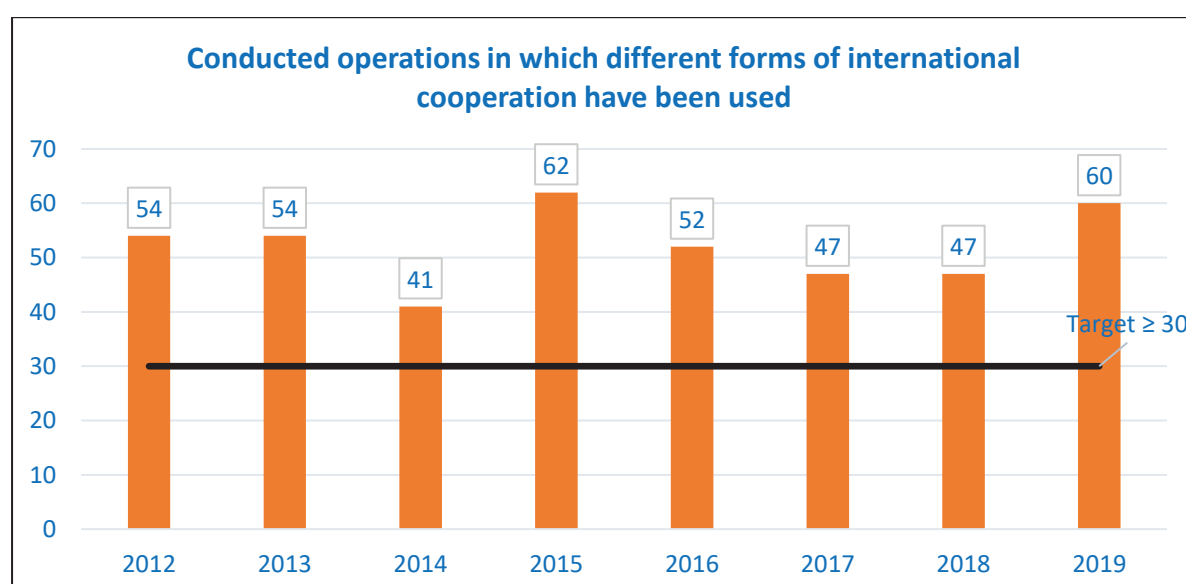
Performance Indicator B/3: *Keeping at low levels the quantities of hard drugs (cocaine, heroin) seized from neighbouring countries that originate or transit from Albania (under 20 kg of heroin and under 5 kg of cocaine by 2020*

NOTE: In the official website of the Ministry of Interior Affairs, the monthly informative bulletins (January-December) of the years 2014, 2015, 2016, 2017, 2018 (January-June), and 2019 are published, Plus, only a monthly report is published for the period October-November 2013. An annual report is published only for the year 2018.

In all these reports and bulletins, the amounts of hard drugs (cocaine and heroin) seized in Albania are presented in a disaggregated version (kg, gr, plants etc.). The amounts of hard drugs (cocaine and heroin) seized from neighbouring countries that originate or transit from Albania is not found in any of these reports mentioned above.

Performance Indicator B/4: *Conducting not less than 30 operations each year in which different forms of international cooperation have been used;*

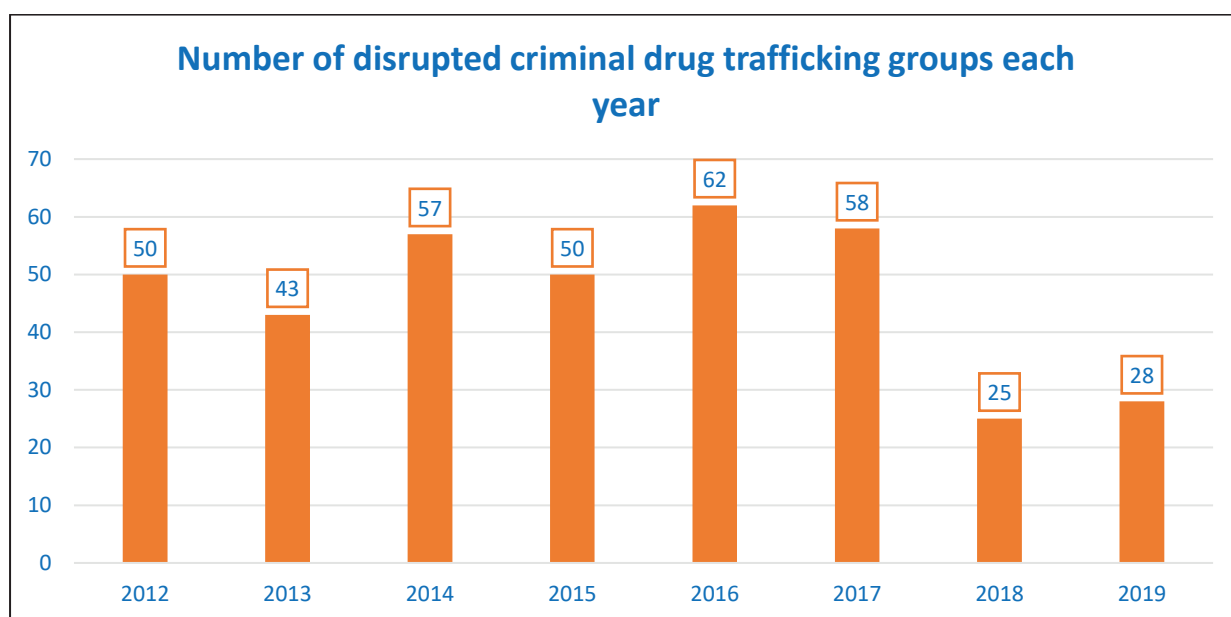
In the performance indicator B/4, a baseline year is not provided, so the calculation of the indicator's progress is made based on the data gathered for the year 2012 – which is considered the baseline year.



Graph 11. Operations in which different forms of international cooperation. Source: General Directorate of State Police

Performance Indicator B/5: *Disrupt not less than 40 criminal drug trafficking groups each year;*

In the performance indicator B/5, a baseline year is not provided, so the calculation of the indicator's progress is made based on the data gathered for the year 2012 – which is considered the baseline year.



Graph 12. Number of disrupted criminal drug trafficking groups 2012-2019.

Source: Annual Report of State Police for the year 2018; Monthly Informative Bulletins (2014-2017), Ministry of Internal Affairs; Ministry of Interior, Anti-corruption Politics, Association-Stabilization Committee (April 2013-March 2014); Ministry of Interior, Political Criteria, Association-Stabilization Committee, 2014. Assembly of Albania, the Parliamentary Committee for European Integration, Hearing session with the Minister of Interior Mr. Sandër Lleshaj on the priority "Fight against Organized Crime", 09.03.2020.

Performance Indicator B/6: Increase the detection and disruption of trafficking of narcotic drugs at the Border Crossing Points by 1.5% in 2020, compared to 2011;

NOTE: Even if the performance indicator B/6 foresees as target time the year 2020, there is no information on the detection and disruption of trafficking of narcotic drugs at the Border Crossing Points, and no detailed data in the official reports (mentioned at the performance indicator B/2).

Table for Strategic Objective B: Monitoring the KPIs results and progress

Strategic Objective (SO)	Performance Indicators (PI)	Baseline Year	Time Target	Numerical progress						Status of action (Achieved Yes-No)	
		Value of Baseline Year	Numerical Target							Yes	No
B: Creation of a safe environment for the society through the reduction of supply and access to drugs and illegal use	1. Reduce by 50% in 2016 the number of seized and destroyed narcotic plants cultivated, by using as a baseline the 2010 data.	2010	2016	2016							
		37000 destroyed narcotic plants cultivated	↓50%	2536288 destroyed narcotic plants cultivated							
	2012	Annually							N/A		
		600 no. of seizures for the cases of drug trafficking									
	3. Keeping at low levels the quantities of hard drugs (cocaine, heroin) seized from neighbouring countries that originate or transit from Albania (under 20 kg of heroin and under 5 kg of cocaine by 2020).	2012	2020	2020							
		Cocaine 4.06 kg Heroin 87.72 kg	Heroin < 20 kg Cocaine < 5kg	Ongoing							
	4. Conducting not less than 30 operations each year in which different forms of international cooperation have been used.	2012	Annually	2013	2014	2015	2016	2017	2018	√	
		54 operations with different forms if international cooperation	Operations with different forms of international cooperation > 30	54	41	62	52	47	47		
	5. Disrupt not less than 40 criminal drug trafficking groups each year.	2012	Annually	2013	2014	2015	2016	2017	2018		
		50 groups disrupted	groups disrupted > 40	43	57	50	62	58	25		
	6. Increase the detection and disruption of trafficking of narcotic drugs at the Border Crossing Points by 1.5% in 2020, compared to 2011.	2011	2020	2020							
			↑1.5%	Ongoing							

Assessment of Achievement of Objectives

The table below presents an assessment of the achievement of objectives based on data from the European Commission Reports on Albania, the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA) and the & EUROPOL.

Strategic Objective B: Creation of a safe environment for the society through the reduction of supply and access to drugs and illegal use

References: EMCDDA&EUROPOL (2019) / EC Commission Reports

Specific Objectives (SO) and Sub-objectives (SSO)	Issues identified on SO & SSO from EMCDA & EC Reports			Performance Indicator (PI) progress	Issues identified on PI from EC Reports		Recommendations EC Reports 2018 & 2019
	EMCDA 2019	EC report 2018	EC Report 2019		EC report 2018	EC Report 2019	
I. Preventing and significantly reducing drug production in Albania;	<p>Despite efforts to counter production, the Western Balkans, and Albania in particular, appear to remain an important source of origin for seized herbal cannabis. (EMCDDA&EUROPOL 2019)</p> <p>Albania has for several years been a major non-EU producer of herbal cannabis destined for the European market. (EMCDDA&EUROPOL 2019)</p> <p>Historically, for cannabis resin, Europe has relied heavily upon sources of production outside the region, predominantly Morocco. Afghanistan, Albania and Lebanon are mentioned as marginal sources by a</p>			<p>I. Reduce by 50% in 2016 the number of seized and destroyed narcotic plants cultivated, by using as a baseline the 2010 data.</p>	<p>On drugs trafficking, in 2015 36.9 kg of heroin, more than 11 tonnes of marijuana and 27.1 kg of cocaine were seized (against 73.5 kg of heroin, 97 tonnes of marijuana and 10.3 kg of cocaine in 2014). (EC Report 2016)</p>		<p>→ Following the adoption of the new police organisational structure, the opening of eight new commissariats should ensure a better control over the territory for the purpose of preventing and destroying drug cultivation. (EC Report 2016)</p>

	<p>limited number of countries. (EMCDDA&EUROPOL 2019)</p> <p>Notwithstanding the law enforcement efforts and apparent scaling down of outdoor production, many countries in Europe reported an increase in seizures of Albanian herbal cannabis in 2017 (Austria, Croatia, Greece, Hungary, Italy, Romania, Sweden, Turkey and the United Kingdom). (EMCDDA&EUROPOL 2019)</p> <p>The low prices observed in Italy suggest that cultivation is relatively extensive, as is suggested by data on seizures of cannabis plants (see above), although they could also reflect the large amounts of imported Albanian herbal cannabis available in Italy. (EMCDDA&EUROPOL 2019)</p> <p>Whereas production of cannabis oil is rarely reported in the EU, there is some information</p>						
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suggesting that it **may take place in Albania.**

Finally, data received from the Albanian forensic laboratory in Tirana confirmed the analysis of 312.5 litres of cannabis oil from five different cases in 2017 (Koçiraj, 2018). **This amount is relatively large compared with the total amounts seized in the EU.**

Local groups in Albania appear to have **regained and further developed cannabis production capacity** that was lost following police operations in 2014.

In 2016 and 2017, however, criminal groups appeared to have steadily regained their cultivation capabilities. (EMCDA 2018)

Albania's mild climate, isolated rural areas together with experienced groups involved in drug smuggling have all contributed to the **country's status as a longtime top regional producer of cannabis.**

<p>Cannabis herb is produced in large quantities in South-Eastern Europe (especially Albania) and exported to Western and Central Europe via the Adriatic Sea on speed boats and ferries from Albanian ports or land routes through neighbouring Balkan countries. (2018)</p> <p>During 2017 and 2018, the large-scale trafficking of herbal cannabis from Albania into the EU continued.</p> <p>The Greek coast guard reports regular movements of small high-speed boats from Albania and Italy towards the Aegean and Ionian seas, with the intention of smuggling Albanian herbal cannabis to Turkey.</p> <p>Albanian-speaking OCGs cooperate with other OCGs in several EU Member States: Austria, Croatia, Greece, Hungary, Italy, Romania, Sweden, Turkey and the United Kingdom report increased seizures of herbal</p>						
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	cannabis reported to be of Albanian origin.						
2. Reducing the easiness of access to drugs for illegal use through disruption of individuals, groups or criminal organizations that conduct criminal activity in the form of sale, distribution, internal and international drug trafficking.			<p>Police operations to dismantle criminal organisations have been intensified.</p> <p>Several police operations resulted in multiple arrests, and a number of important indictments and convictions took place. These operations resulted in the arrest and prosecution of known leaders of organized criminal groups.</p>	2. The number of seizures for sales of drug trafficking to be each year over 600.			
3. Further improvement of legislation in the area of counter-narcotics.		<p>In March, the Ministry of Interior approved the 2016 action plan on the prevention and fight of cultivation of narcotic plants.</p> <p>Working groups were established at national and local levels to</p>		NO linked PI			

		<p>implement the action plan.</p> <p>The legal framework has been further aligned with the acquis. In March and April 2017 Albania adopted amendments to the Anti-Mafia Law and the Criminal Procedure Code to ensure effectiveness in criminal investigations. The amendments relate to the extension of criminal investigations from three to six months, admissibility of evidence, the introduction of the principle of</p>					
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		<p>free evidence and the concept of preliminary investigation judge, witness protection and controlled deliveries, where police secretly monitor deliveries of illegal goods.</p> <p>In September 2017 the Ministry of Interior issued a policy document on the 10 top public order and security priorities for the next 4 years including objectives and key measures.</p>					
4. Strengthen the capacities of specialized			→ International police cooperation, especially with EU	3. Keeping at low levels the quantities of hard drugs			

units for the fight against narcotics through training and provision of the necessary tools and equipment.			<p>Member States, has also intensified, leading to a number of successful large-scale law enforcement operations.</p> <p>→ Consistently for the past years, Albania showed a strong commitment to counter the production and trafficking of cannabis.</p> <p>→ Albania allows an intrusive monitoring mechanism by an EU Member State (aerial surveys by the Italian Guardia di Finanza, co-financed by the EU) to be in place. In the past two crop seasons, aerial surveillance has certified that almost no cultivation of cannabis has taken place in Albania.</p> <p>→ These steps represent tangible progress in meeting last</p>	(cocaine, heroin) seized from neighbouring countries that originate or transit from Albania (under 20 kg of heroin and under 5 kg of cocaine by 2020).			
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			<p>years' recommendations on improving the track record.</p> <p>→ Cooperation continued with the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA). In March 2019, Albania signed a working arrangement with the EMCDDA. This agreement will facilitate information exchange between the EU and Albania and capacity building activities. It will also contribute to the development of data collection and reporting on drugs.</p> <p>→ In November 2017 the Ministry of Interior adopted the action plan on the fight against organized crime (operation 'Power of law'), which</p>				
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			provides for setting up multi-disciplinary task forces to monitor and implement it, with a special focus on recovery of proceeds of crime. In this framework, the Ministry of Interior and the General Prosecutor Office signed in February 2018 a cooperation agreement on jointly tackling serious crimes and corruption. (EC Report 2018)				
5. Strengthen border control to prevent and combat international drug trafficking.			Cooperation continued with the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA). In March 2019, Albania signed a working arrangement with the EMCDDA. This agreement will facilitate information exchange between the EU and Albania and capacity building activities. It will also contribute to the	4. Conducting not less than 30 operations each year in which different forms of international cooperation have been used.		→ In 2018, a new cooperation agreement was concluded with Albania. Since 2015, Albania has been involved in 36 international investigations into serious cross-border crime, supported by Eurojust, mainly concerning organized crime groups that	

			development of data collection and reporting on drugs.			engage in drug trafficking and crimes against life, limb or personal freedom, such as murder, kidnapping and illegal trade in human organs. Since 2017, Albania has also participated in two joint investigation teams (JITs), including one with Italy. The formal negotiations to enter into a cooperation agreement were initiated in 2016.	
				5. Disrupt not less than 40 criminal drug trafficking groups each year.	→ Following investigations on criminal groups, Albania has identified 40 groups and their assets. Most of them are operating in the country mainly in		→ Progress further towards establishing a solid track record of proactive investigations, prosecutions and final convictions against organized crime groups; this should include intensifying investigations and prosecuting high-

					<p>cannabis cultivation and trade.</p> <p>→ In February 2018 four people have been convicted in final instance for membership of a structured criminal group involved in drug cultivation and trafficking (Lazarat case).</p> <p>→ Overall, there is still a relatively high percentage of cases that are initially reported as organized crime cases but subsequently transferred to local prosecutors' offices</p>		<p>level members of organized crime groups. (EC Report 2018)</p> <p>→ Efforts need to continue, in particular by tackling money laundering and confiscating assets stemming from crimes and other unjustified wealth. (EC Report 2019)</p>
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					(therefore not considered organized crime cases anymore) or dismissed for lack of evidence and/or due to the poor quality of referrals. (EC Report 2018).	
				6. Increase the detection and disruption of trafficking of narcotic drugs at the Border Crossing Points by 1.5% in 2020, compared to 2011.	<p>The main points of entry for Albanian cannabis into the EU are the Adriatic Sea coast and the EU's external border with the Western Balkans.</p> <p>→ The lack of secure storage for drugs and drug precursors prior to destruction remains an issue of concern.</p> <p>→ The practice of keeping only a small</p>	

						<p>sample as material evidence for court proceedings instead of the entire seized quantity is not yet in place.</p> <p>→ An appropriate process for the destruction of precursors has yet to be set up.</p> <p>→ A new laboratory for collecting and analyzing data allows for faster processing and response on the destruction of the plants.</p> <p>Similar to the situation in the past, the Albanian authorities detected most of the smuggled cannabis at the country's sea border both at and between BCPs.</p>	
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6.3 Strategic Objective C: The increase in the number of proactive investigations in the fight against organized crime, trafficking, corruption, and terrorism.

Specific Objectives (SO) - 0	Performance Indicators (PI) - 4
No Specific Objectives	<ol style="list-style-type: none">1. Increase in the number of operations related to illegal trafficking that are conducted with special methods of investigating by 5% in 2015 and by 7% in 2020, compared to 2012.2. Conduct every year of not less than 50 anti-narcotics operations with special investigative techniques.3. Increase by 5% the number of proactive investigations related to laundering of criminal proceeds.4. Increase of proactive anti-corruption investigations by 5% annually.

Main Findings and Recommendations

Formulation

- Strategic objective C is a disruption objective;
- No specific objectives have been set out for the strategic objective C;
- The four performance indicators are all linked to strategic objective C;
- Baseline year is missing in the performance indicators 2, 3 and 4;
- The target time is missing in the performance indicator 3, making impossible to calculate the progress of the indicator.

Coherence with Actions Plans

- A coherence in terms of follow-up is indicated regarding the 4 performance indicators of the strategic objective C, which are all followed up in the Action Plans of the years 2013-2016 to the Action Plan of the year 2019-2020;
- An incoherence in terms of target achievement (time) is indicated through the follow-up of performance indicators 1 and 4 in the strategy compared to the Action Plans of the years 2013-2016 and 2019-2020;
- A coherence in terms of follow-up is indicated regarding the sub-objective SSO 1 in the Action Plan 2013-2016, in the Action Plan 2019-2020, in which the number of outcomes is increased from 5 to 9. Another new sub-objective SSO 2 is also added in the Action Plan 2019-2020.

Data availability

- The annual reports of specific responsible state institutions are not published, making it difficult to gather official data and information on performance indicators 1, 2, 3 and 4;
- Some of the published annual reports of state institutions are missing specific data or information as foreseen by performance indicators 1, 2, 3 and 4.

Coherence with Other Documents

- An incoherence of the target value is evidenced in the replicated performance indicators 3 with the indicator in the POS;
- The target value is missing in the indicators foreseen in the Action Plan (2017) of the Roadmap which is replicated with the performance indicator 4;
- The indicators as shown in other documents are not indicators at all, missing to identify the target time and value;
- An incoherence in terms of target achievement is evidenced through in the replicated performance indicator 4 in the strategy with the indicator in the ISAC.

Replication of indicators

- Performance indicators 3 and 4 of the strategic objective C, are replicated in the Public Order Strategy 2015-2020 (POS) and its Action Plan for 2015-2017; Roadmap for the 5 priorities recommended by the European Commission 2013 (Roadmap); Action Plan (2017) of the 5 priorities recommended by the European Commission 2013, and Action Plan of the Inter-Sectoral Strategy against Corruption 2015-2017 (ISAC). Performance indicator 1 is replicated in the National Strategy for Development and Integration 2015-2020 (NSDI).

Recommendations

- In order to assess the achievement of the specific objectives, it will be necessary to reflect other Performance Indicators linked to these objectives;
- Other performance indicators left out in the Strategy, which are reflected in international reports should be considered as indicators;
- The formulation of the indicators should take into consideration the target which would reflect the improvement progress of the relevant objective;
- The indicators should adequately reflect the phenomenon it is intended to measure;
- The need to publish systematic Monitoring Reports remains very crucial in assessing the concrete progress of the objectives.

Internal Coherence and Coherence with Action Plans

Strategic objective C is formulated as a disruption objective. No specific objectives have been set out while four (4) performance indicators are defined. All of them are all linked to strategic objective C.

Unlike in the strategy, the specific objectives in Action Plan 2013-2016 and Action Plan 2019-2020 are considered as sub-objectives and are related to some activities numbered according to the sub-objective the activity falls under. At the same time, and unlike in the Strategy, performance indicators in Action Plan 2013-2016 and Action Plan 2019-2020 are considered as outputs which are related to each of the activities falling under.

A coherence in terms of follow-up is indicated as regard the performance indicators provided for the strategic objective C, which are all followed up in the outputs of the Action Plan 2013-2016 to the Action Plan 2019-2020.

Contrarily, sub-objective SSO 1 in Action Plan 2013-2016 is followed up in the Action Plan 2019-2020, in which the number of outcomes is increased from 5 to 9. In Action Plan 2019-2020, another new sub-objective SSO 2 (Strengthening the cooperation between law

There is an incoherence in terms of formulation of the performance indicator I, for which in Action Plan 2013-2016 the time target is year 2016 not 2015 (as foreseen in the strategy) and the target value set out in the strategy of an 'increase in the number of operations related to illegal trafficking that are conducted with special methods of investigating (SMI) by 7% in 2020' is not reflected in this Action Plan. In Action Plan 2019-2020, the target value for this indicator is reduced to 2% compared to the previous year (2018). Incoherencies in defining the respective target values in order to measure this indicator (strategy: 7% in 2020 compared to 2012 and Action Plan 2019-2020: 2% compared to 2018) emphasize the deficiencies in the correct formulation of the indicator and, consequently, its accurate assessment. Besides the number of investigations for corruption, in Action Plan 2019-2020 the indicators include also the number of investigations for organized crime.

[illegible]

Performance indicators 3 and 4 of the strategic objective C, are replicated also in other documents listed below:

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2. Roadmap for the 5 priorities recommended by the European Commission 2013 (Roadmap);
3. Action Plan (2017) of the 5 priorities recommended by the European Commission 2013;
4. Action Plan of the Inter-Sectoral Strategy against Corruption 2015-2017 (ISAC);
5. National Strategy for Development and Integration 2015-2020 (NSDI).

Specifically, compared to an increase by 5% foreseen in the Strategy, the measurable performance indicator (MPI) in the POS foresees an increase by 24% of the number of proactive investigations related to laundering of criminal proceeds by 2020, thus creating a non-coherence of the indicator.

According to POS, the number of these investigations has been 75 in 2014, and for the years 2017 and 2020 the number is targeted to be respectively 84 and 93. Actually, the number of proactive investigations for the year 2017 has been 184, surpassing the target set out both in the strategy and in the POS itself.

Another performance indicator set out in the Strategy is replicated in the Roadmap for the 5 priorities recommended by the European Commission 2013 and the Action Plan for 5 priorities (2017). Specifically, the performance indicator 4 is replicated at the planned measures activities in the Roadmap and measures in the Action Plan. The target in the Roadmap is set out to 6% and the deadline is June 2014. In the Action Plan of the Roadmap for the year 2017, no target value to assess this indicator is foreseen. Only in the Action Plan of the Inter-Sectoral Strategy against Corruption 2015-2017 (ISAC) the performance indicator 4 is replicated accordingly to the way in which it was formulated in the strategy.

In order to have a comparative overview, the relevant information regarding the performance indicators of the Strategic Objective C is presented below – which are replicated in the abovementioned documents:

PI 1 Strategy: Increase in the number of operations related to illegal trafficking that are conducted with special methods of investigating by 5% in 2015 and by 7% in 2020, compared to 2012;

Part II, Pillar 8.4, St. 2 (NSDI): Increase the number of operations related to illegal trafficking by using special investigation techniques.

PI 3 Strategy: Increase by 5% the number of proactive investigations related to laundering of criminal proceeds.

MPI 8 POS: Increase proactive money laundering investigations by 24% by 2020. (Baseline year 2014 – 75 proactive investigations)

PI 4 in Strategy: Increase of proactive anti-corruption investigations by 5% annually.

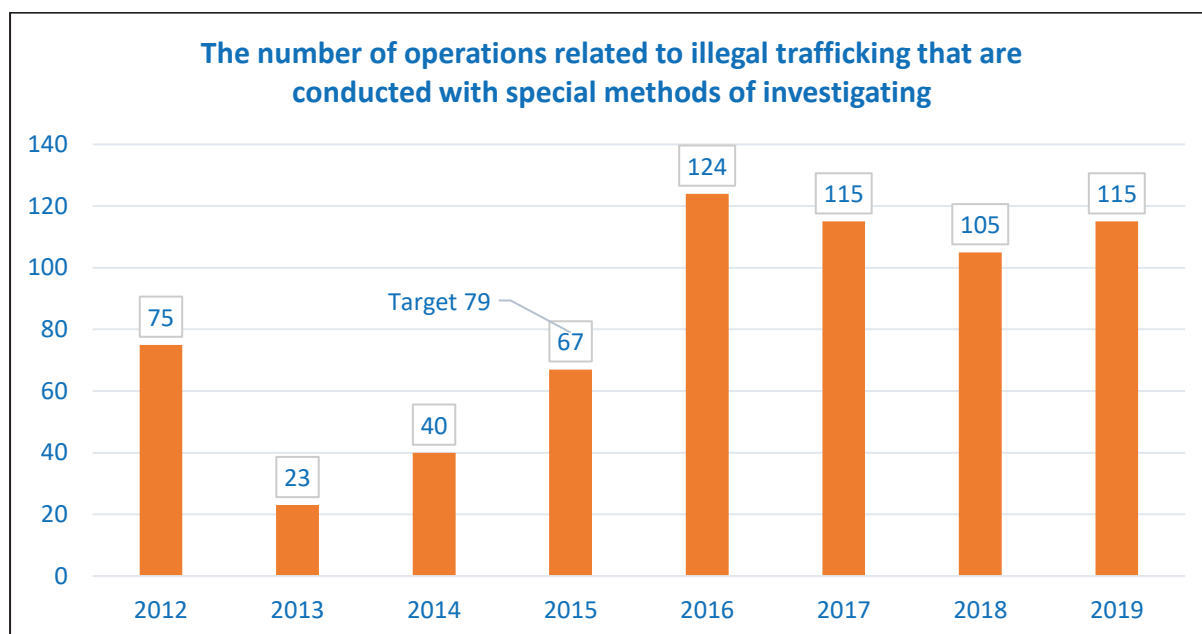
Measure 4.1.5. Roadmap: Increase by 6% the number of proactive investigations and criminal proceedings in the fight against corruption through the use of special investigative techniques as well cooperation with the Prosecution. (deadline: June 2014)

Action Plan (2017) Roadmap: Increase in the number of proactive anti-corruption investigations with the same period as a year earlier. (deadline: January-august 2017)

Activity B. I.2 (ISAC): Increase the number of proactive investigations of corruption by 5% every year. (deadline: 2015, 2016, 2017).

Monitoring of Achievement of Performance Indicators

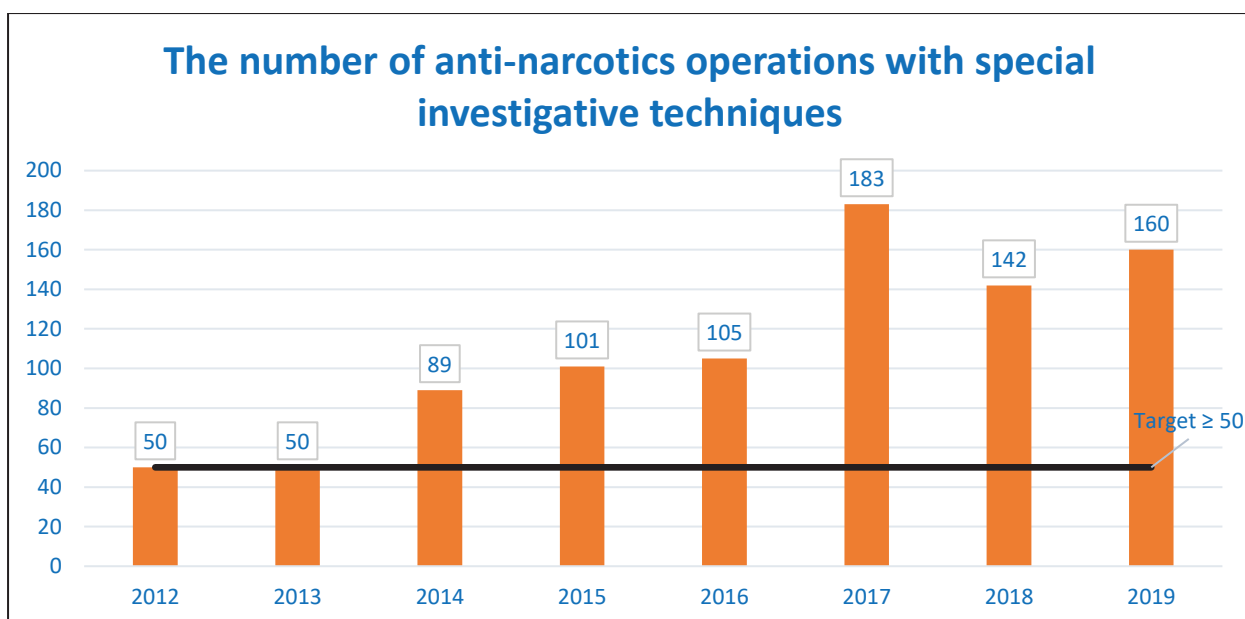
Performance Indicator C/1: Increase in the number of operations related to illegal trafficking that are conducted with special methods of investigating by 5% in 2015 and by 7% in 2020, compared to 2012;



Graph 13. Number of operations related to illegal trafficking that are conducted with special methods of investigating Source: General Directorate of State Police (GDSP)

Performance Indicator C/2: Conduct every year of not less than 50 anti-narcotics operations with special investigative techniques;

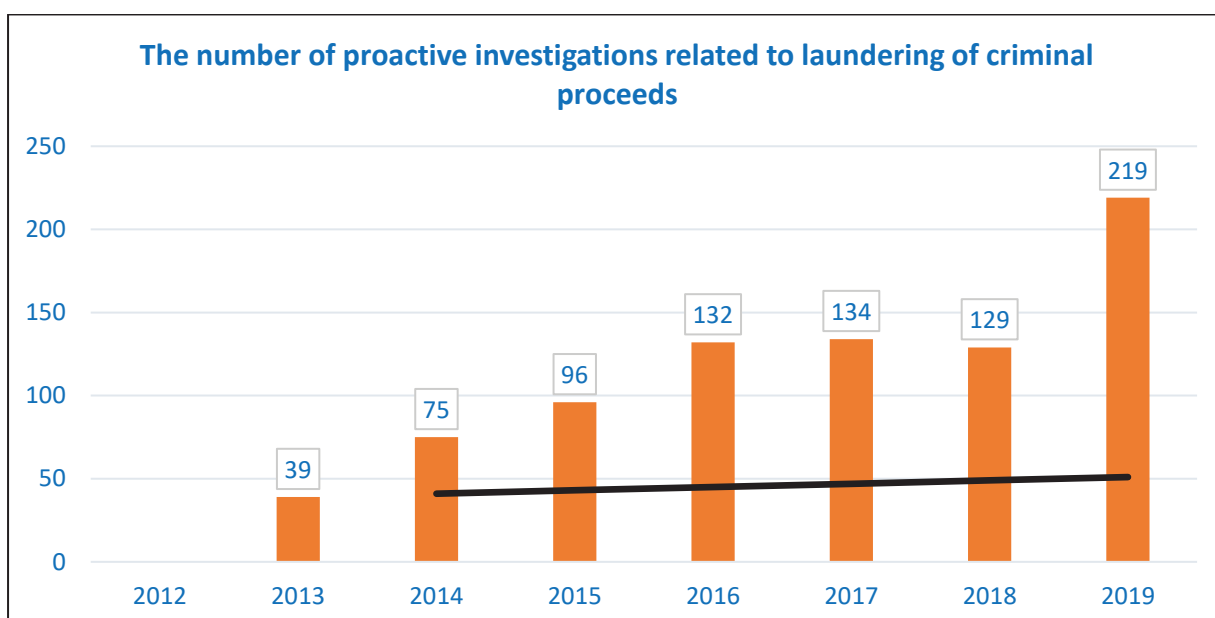
In the performance indicator C/2, a baseline year is not provided, so the calculation of the indicator's progress is made based on the data gathered for the year 2012 – which is considered the baseline year.



Graph 14. number of anti-narcotics operations with special investigative techniques. Source: General Directorate of State Police

Performance Indicator C/3: Increase by 5% the number of proactive investigations related to laundering of criminal proceeds;

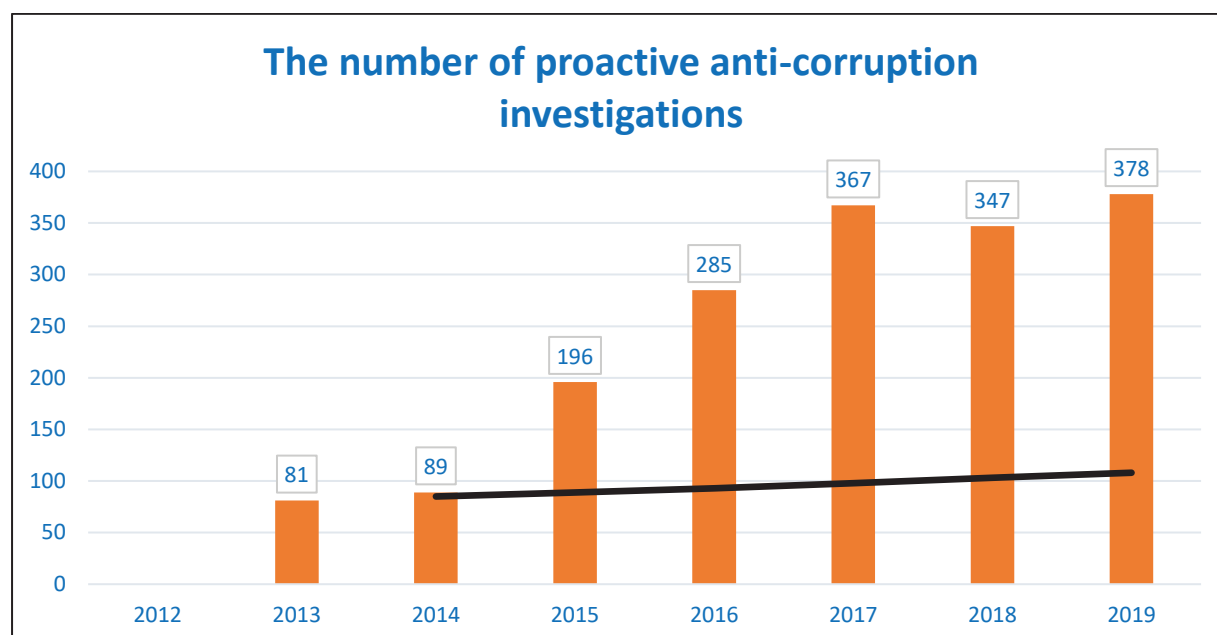
In the performance indicator C/3, a baseline year is not provided, so the calculation of the indicator's progress is made based on the data gathered for the year 2013 – which is considered the baseline year, since no data have been gathered regarding 2012.



Graph 15. Number of proactive investigations related to laundering of criminal proceeds. Source: General Directorate of State Police (GDSP)

Performance Indicator C/4: Increase of proactive anti-corruption investigations by 5% annually;

In the performance indicator C/4, a baseline year is not provided, so the calculation of the indicator's progress is made based on the data gathered for the year 2013 – which is considered the baseline year, since no data have been gathered in 2012.



Graph 16. Number of proactive anti-corruption investigations. Source: General Directorate of State Police (GDSP)

Table for Strategic Objective C: Monitoring the KPIs results and progress

Strategic Objective (SO)	Performance Indicators (PI)	Baseline Year	Time Target	Numerical progress						Status of action (Achieved Yes-No)	
		Value of Baseline Year	Numerical Target							Yes	No
C: The increase in the number of proactive investigations in the fight against organized crime, trafficking, corruption, and terrorism	1. Increase in the number of operations related to illegal trafficking that are conducted with special methods of investigating by 5% in 2015 and by 7% in 2020, compared to 2012.	2012	2015	2015							
			5%	67							
			2020	Ongoing							
			7%								
	2. Conduct every year of not less than 50 anti-narcotics operations with special investigative techniques.	2012	Annually	2013	2014	2015	2016	2017	2018	√	
		50 operations	Operations ≥ 50	50	89	101	105	183	142		
	3. Increase by 5% the number of proactive investigations related to laundering of criminal proceeds.	2012	Time target – N/A								
			5%								
	4. Increase of proactive anti-corruption investigations by 5% annually.	2012	Annually	2013	2014	2015	2016	2017	2018		X
		75 anti-corruption proactive investigations	5%	23	40	67	124	115	105		

Assessment of Achievement of Objectives

The table below presents the achievement of this objective by referring to the European Commission Progress Reports. As the table shows, no data or references are found for the indicators on investigations related to laundering of criminal proceeds and proactive investigations on corruption.

C: The increase in the number of proactive investigations in the fight against organized crime, trafficking, corruption, and terrorism				
References: EU Commission Reports				
Performance Indicator (PI) progress	Issues identified on PI from EU Reports			
	EC Report 2018	EC Report 2019	Factors related to the status	Recommendations
1. Increase in the number of operations related to illegal trafficking that are conducted with special methods of investigating by 5% in 2015 and by 7% in 2020, compared to 2012.		On domestic operational capacity, legal and institutional reforms have strengthened law enforcement and security institutions. These reforms have been particularly helpful in enabling the establishment of the special task force under the 'Power of law' action plan.	Inadequate resources; undue influence and pressure on law enforcement; frequent and unjustified turnover of State Police personnel; low salaries; and limited equipment made available to the judicial police. (EC Report 2019)	Albania is encouraged to further establish joint investigation teams, and to step up the use of special investigation techniques and proactive investigations. (EC Report 2019)
2. Conduct every year of not less than 50 anti-narcotics operations with special investigative techniques.		However, law enforcement authorities' response to organized crime is often delayed, limited, and still conducted in a reactive rather than proactive way.		Investigations of large criminal networks should be started proactively and in a more systematic way. (EC Report 2019)
3. Increase by 5% the number of proactive investigations related to laundering of criminal proceeds.	No reference	No reference	No reference	No reference
4. Increase of proactive anti-corruption investigations by 5% annually.	No reference	No reference	No reference	No reference

6.4 Strategic Objective D: Prevention and combating the trafficking of human beings, weapons and ammunition, motor vehicles and works of art and culture through cooperation with all law enforcement agencies

Specific Objectives (SO) - 5 Sub-objectives (SS0) - 7	Performance Indicators (PI) - 3
<ol style="list-style-type: none"> 1. Improvement of the legislation on combating trafficking in human beings and the implementation of standardized mechanisms and procedures for identifying, referring and protecting potential victims of trafficking, with a special approach to children; <ol style="list-style-type: none"> 1.1. Amend the Criminal Code and Criminal Procedures in order to improve the existing provisions and the addition of some new provisions for the criminal offenses of trafficking in human beings; 1.2. Drafting and adopting a special law on the fight against trafficking in human beings, which will also serve as an effective instrument to address in a single legal act all measures to be undertaken in the fight against trafficking of persons; 1.3. Monitoring and Implementation of Standard Action Procedures for the Identification and Referral of Trafficking of Victims through ongoing guidance and proactive monitoring in order to guarantee the process of identification and referral of potential victims of trafficking; 2. Alignment of the legislation on trafficking of weapons and ammunition through the implementation of the UN Convention against International Organized Crime and Additional Protocols. 3. Strengthen capacities through joint trainings with law enforcement agencies included in the action plans to combat trafficking of art and culture works, motor vehicles and the prevention and fight against smuggling of migrants. 4. Intensification of the disruption of criminal networks and individuals involved in criminal activities of illegal trafficking. 5. Preventing and combating trafficking in human beings, weapons and ammunition, motor vehicles and works of art and culture, by cooperating with all law enforcement agencies. <ol style="list-style-type: none"> 5.1. Continue awareness campaigns with the active involvement of state structures, local government, media, civil society, business and all other actors that have a role in preventing and combating trafficking in persons; 5.2. Awareness raising at young age of children on the rights they enjoy and their empowerment through systems of protection, education, promotion and support; 5.3. Carrying out and promoting research in the area of human trafficking to serve for making an effective design and planning of macro-policies against trafficking in persons; 5.4. Unification of the Catalogue on Losses in the National Center for Inventory of Cultural Assets (QKIAK) databases with ASF 2 Interpol, in order to make a fair and timely exchange of information at international level and to complete the data on lost items according to the Interpol format. 	<ol style="list-style-type: none"> 1. Increase of the percentage of detected criminal offenses of illicit trafficking from 98.2% to 98.7% by 2020; 2. Increase in the detection of criminal offenses of illegal trafficking by 1.4% in 2020, compared to 4.99% in 2012 due to the implementation of INTERPOL and TIMS system. 3. Increased professionalism and technical capacity to crack down on the phenomenon of the use of forged documents for border crossing. Reach to 100% the detection of counterfeit documents by 2020.

Main Findings and Recommendations

Formulation

- Strategic objective D is composed of five specific objectives and three performance indicators;
- Strategic objective 1, 2 and 3 are phrased as having a preventive scope;
- Sub-specific objectives 5.1, 5.2 and 5.3 are phrased as having an awareness scope. Specific objective 4 is generally phrased as having a repressive scope;
- Not all the performance indicators of the strategic objective D are related to the relevant specific objectives. The indicators are not coherent with the specific objectives.

Indicator formulation

- The performance indicators are not drafted to be in line with the relevant objectives;
- Baseline year of the first performance indicator is missing;
- No publicly available data could be found to assess the progress of performance indicators 2 and 3;
- The third performance indicator is not measurable;
- Data to assess the first performance indicator is gathered from the annual monitoring reports of General Prosecution Office;
- The crack down on the phenomenon of the use of forged documents for border crossing can't be measured through the increased professionalism and technical capacity.

Coherence with Actions Plans

- All specific objectives are followed up in the Action Plan 2013-2016 and in the Action Plan 2019-2020, except specific objectives 3 and 5;
- The number of specific objectives' outcomes and outputs of the Action Plan 2019-2020 is significantly reduced;
- The target values of PI 1 and 2 of the Strategy are the same to the target set in the outputs of Action Plan 2013-2016, but differ with regard to the year set to be achieved;
- The third PI is not followed up in any of the outputs of the Action Plans;
- SSO 5.2 and 5.3 of the Strategy are not mentioned in any of the Action Plans;
- The target percentage in the Strategy is the same to the one in the Action Plan 2013-2016 but they differ in the years.

Coherence with other documents

- Specific objective 3 is replicated in activity no.2.1.1 of Priority no. 4 of the Roadmap on Key Priorities. The Strategy is focused in strengthening capacities through joint trainings to combat trafficking of art and culture works, motor vehicles and the prevention and fight against smuggling of migrants. The Roadmap includes a wider spectrum of training areas;
- Specific objective 5.3 is partially replicated in the Action Plan against Trafficking of Persons 2014-2017. The Strategy is focused on research of human trafficking, unlike the Action Plan against Trafficking of Persons that mentions research on human trafficking and other areas of illegal trafficking;

- None of the Performance Indicators have been replicated in any of the aforementioned documents.

Recommendations

- The formulation of the indicators should take into consideration the target which would reflect the improvement progress of the relevant objective;
- The formulation of the objectives should be coherent with the reports of EC and US State Department. The reports contain recommendations that are not part of Strategy and its Action Plans.

Internal Coherence and Coherence with Action Plans

Strategic objective D has 5 specific objectives, 3 performance indicators and 16 outcomes defined in Action Plan 2013-2016. Strategic objective 1, 2 and 3 are phrased as having a preventive scope. Sub-specific objectives 5.1, 5.2 and 5.3 are phrased as having an awareness scope. Specific objective 4 is generally phrased as having a repressive scope.

All specific objectives are followed up in Action Plan 2013-2016 and in Action Plan 2019-2020, except specific objective 3 and 5. In Action Plan 2019-2020, SO 3 is modified, while SO 5 is a new objective that is not found in the Strategy. Concerning the Action Plans, all specific objectives are related to some activities and they are numbered according to the objective the activity falls under.

The number of specific objectives' outcomes and outputs of the Action Plan for 2019-2020 is reduced, compared to the ones in Action Plan 2013-2016.

Subobjectives 5.2 and 5.3 are not followed up in any of the Action Plans.

PI 1 and 2 are followed up in the Action Plan 2013-2016 as outputs. The target values of these performance indicators are the same to the targets set in the Strategy, but they differ in the target years to be achieved.

The third PI is not followed up in any of the Action Plans.

	Objectives are followed up
	New added sub-objectives
	Objectives are modified
	PI followed up
	PI followed up but target changed

ISCOC 2013-2020			Action Plan 2013-2016			Action Plan 2019-2020		
Specific Objectives (SO)	Sub-objectives (SSO)	Performance Indicators (PI)	Sub-objectives (SSO)	No. of Outcomes	No. of Outputs	Sub-objectives (SSO)	No. Outcomes	No. of Outputs
SO 1	1.1	PI 1	SSO 1	1.1	2	SSO 1	1.1	2
	1.2	PI 2						
SO 2		PI 3		1.2	3	SSO 2	2.1	1
SO 3				1.3	1	SSO 3	3.1	1
SO 4				1.4	1		3.2	1
SO 5	5.1							
	5.2			1.5	3		3.3	1
	5.3 ⁷²		SSO 2	2.1	1		3.4	0
	5.4			2.2	2	SSO 4	4.1	1
			SSO 3	3.1	1		4.2	3
				3.2	3		4.3	1
				3.3	3	SSO 5	5.1	1
			SSO 4	4.1	1		5.2	1
				4.2	1			
				4.3	1			
			SSO 5	5.1	4			
				5.3	2			
				5.4	1			

Coherence with Other Strategic Documents

The Specific Objectives foreseen in the Strategy are replicated also in other strategic documents and national plans drafted to be implemented in the areas of corruption and organized crime. Specific Objective no. 3 in the Strategy is partially replicated in the Roadmap on Key priorities recommended by the European Commission 2013.⁷³ In more concrete terms, it is replicated in activity 2.1.1 on Priority no. 4. The Strategy is focused in strengthening capacities through joint trainings to combat trafficking of art and culture works, motor vehicles and the prevention and fight against smuggling of migrants. The Roadmap includes a wider spectrum of training areas;

Precisely, specific objective 5.3 of the Strategy is partially replicated in the specific objective 4.2 (b) of the Action Plan against Trafficking of Persons 2014-2017. The latter consists of 5 main areas, 18 strategic objectives and 43 specific objectives. The Strategy is focused on research of human trafficking, unlike the Action Plan against Trafficking of Persons that mentions research on human trafficking and other areas of illegal trafficking.

Performance indicators are not replicated in any of the aforementioned documents.

⁷² SSO 5.2 and 5.3 are not mentioned in any of the Action Plans.

⁷³ Decision of the Council of Ministers (DCM) No. 330, dated 28.05.2014 "On the approval of the Roadmap for the 5 priorities recommended by the European Commission 2013": <https://qbz.gov.al/share/2reqpRYiQx62IzGZ9HWObA>

Objectives that are replicated							
ISCOC 2013-2020		The Action Plan against trafficking of persons 2014-2017		Roadmap of 5 priorities			
Specific Objectives (SO)	Performance Indicators (PI)	Areas	Strategic Objectives	Specific Objective	Planned measures/ activities (Priority 4)	Action Plan for 5 priorities (2017)	
SO 1	PI 1	1	1	a-f	Activity 2.1.1 (SO 3)		
SO 2	PI 2		2	2.1-2.4			
SO 3	PI 3		3	a-b			
SO 4			4	4.1-4.4			
SO 5		2	1	a-d			
			2	a-c			
			3	a-c			
		3	1	a-d			
			2	a-b			
			3	a-b			
			4	a-b			
		4	1	a-d			
			2	a; b (SO 5.3)			
			3	a-c			
			4	a-b			
		5	1	a-b			
		6	1	a-b			

Monitoring of Achievement of Performance Indicators

Performance Indicator D/I Increase of the percentage of detected criminal offenses of illicit trafficking from 98.2% to 98.7% by 2020;

Due to lack of publicly available data on the percentage of detected criminal offence of illicit trafficking, it is not possible to monitor the progress of performance indicator I. The only available data refers to year 2018. More importantly, the formulation of the indicator is incorrect, as it does not specify the year of the baseline. Another ambiguous element is the final target. The target percentage in the Strategy is the same to the one in the Action Plan 2013-2016, but they differ in the years.

The only available data on the percentage of detected criminal offence of illicit trafficking refers to year 2018, specifically 96.58%⁷⁴.

The other Annual Reports of State Police (from 2011 to 2017) on the implementation of the Action Plan 'On the fight against trafficking in persons (2011-2018)' do not show any percentage of detection.

⁷⁴ Annual Report 2018 on achievements of Albanian State Police.

In these circumstances, we will try to figure out the progressive or regressive trend of this PI for year 2018, through calculations of baseline percentage with the targeted percentage the achieved percentage for 2018.

98.2% (baseline) 98.7% (2020) = 0.5%. $0.5\% \times 8 \text{ years (2012-2019)} = 0.06$. This means that starting from the baseline percentage, each year should to be increased by 0.06%.

For 2018, the percentage of detected criminal offences of illicit trafficking should have been increased to 98.56%. Referring to Annual Report 2018 of Albanian State Police, for 2018 the achieved percentage is 96.58%. We conclude that PI for 2018 is not achieved.

Performance Indicator D/2 *Increase in the detection of criminal offenses of illegal trafficking by 1.4% in 2020, compared to 4.99% in 2012 due to the implementation of INTERPOL and TIMS system.*

Due to lack of publicly available data on the percentage of detected criminal offence of illicit trafficking (due to the implementation of INTERPOL and TIMS system), it is impossible to monitor the progress of performance indicator 2.

Performance Indicator D/3 *Increased professionalism and technical capacity to crack down on the phenomenon of the use of forged documents for border crossing. Maintain at 100% the detection of counterfeit documents by 2020.*

This performance indicator is not measurable. The crackdown on the phenomenon of the use of forged documents for border crossing can't be measured through the increased professionalism and technical capacity.

Despite this fact, the table below provides data on the criminal offenses of counterfeit/forged documents showing the number of registered proceedings through the years.

Referring to such statistical data, it results that from 2011 to 2018 there has been an increase of 9% in the number of registered proceedings, which shows a positive outcome but still not valid for measuring the achievement of the indicator.

Year	2011	2012	2013	2014	2015	2016	2017	2018
Number of registered proceedings	992	1215	894	872	960	941	1324	1089

Source: Reports of the Prosecutor General on the state of criminality for the years 2011-2018

Assessment of Achievement of Objectives

The table below uses the results achieved on the objectives based on reports of the European Commission and the U.S. Department of State.

The EC Reports note that Albania updated and continued to implement the strategy on the fight against trafficking in human beings and its action plan for 2014-2017, which came to an end in December 2017. The new strategy and action plan for 2018-2020 has been finalised. The legislative framework for victims to obtain access to justice was improved through amendments to the Criminal Procedural Code, with the inclusion of additional rights for sexually abused victims and victims of trafficking in human beings. In 2019, the improved legislative framework for Victims of trafficking (VOTs), including amendments to the Criminal Procedural Code, was not implemented. The government adopted new standard operating

procedures for the protection of VOTs/PVOTs, including children. The law provided equal services for both potential victims and officially recognized victims.

U.S. Reports note the efforts of the government in adopting several laws strengthening child protection within the criminal justice system, such as the participation of a psychologist in criminal proceedings involving children. However, there is a weakness in the fact that law enforcement did not consistently offer sufficient security and support. Victims and their families have received threats during court proceedings.

Albania is praised for its achievements in the legal framework regarding the legislation on trafficking of weapons and ammunition.

Concerning the cooperation with all law enforcement agencies on preventing and combating illegal trafficking, the government increased efforts to prevent trafficking in 2017. In 2018, limited resources and constant turnover within law enforcement created obstacles in maintaining capacity to investigate trafficking. In 2019, cooperation between police and prosecutors during investigations improved and administrative procedures were simplified.

The Reports come out with some recommendations:

- In 2018-2019 Albania was encouraged to implement the principle of non-punishment for child victims of trafficking and provide them with adequate protection;
- The criminal justice system should be strengthened and step up efforts to prevent trafficking in human beings;
- A law that exempts victims from penalties for unlawful acts committed as a direct result of being subjected to trafficking should be implemented;
- Training of staff working at the migration counter and regional employment offices should be strengthened;
- Institutionalize and provide trainings for law enforcement, prosecutors, and judicial officials on investigating, prosecuting, including guidance on overlapping elements of exploitation of prostitution and trafficking;
- Cooperation between the police, prosecution and other relevant agencies should be improved. The sustainability of law enforcement participation in mobile trafficking victim identification units should be improved.

Specific Objectives (SO)	Responsible Institutions to achieve the Strategy' objectives		Issues identified on SO from EC Reports		Issues identified on SO from US department Reports		Recommendations EC Reports 2018/ 2019 and US Reports 2017/2018
	Responsible Institutions	Source of Information	EC report 2018	EC Report 2019	US report 2017	US Report 2018	
I.Improvement of the legislation on combating trafficking in human beings and the implementation of standardized mechanisms and procedures for identifying, referring and protecting potential victims of trafficking, with a special approach to children;	Anti-trafficking Unit and Anti-trafficking National Task Force (Ministry of Interior) Ministry of Justice NGOs	www.mb.gov.al www.drejtesia.gov.al	Albania updated and continued to implement the strategy on the fight against trafficking in human beings and its action plan for 2014-2017, which came to an end in December 2017. The new strategy and action plan for 2018-2020 have been finalised and their adoption is pending. The legislative framework for victims to obtain access to justice was improved through amendments to the Criminal Procedural Code, with the inclusion of additional rights for sexually abused victims and victims of trafficking in human beings.	The improved legislative framework for VOTs, including amendments to the Criminal Procedural Code, has yet to be implemented In August 2018, the government adopted new standard operating procedures for the protection of VOTs/PVOTs. These procedures provide for the identification, referral, protection and assistance of VOTs/PVOTs,	The law provided equal services for both potential victims and officially recognized victims. The government adopted several laws strengthening child protection within the criminal justice system, such as the participation of a psychologist in criminal proceedings involving children.	Law enforcement did not consistently offer sufficient security and support, and victims and their families received threats during court proceedings.	Albania is encouraged to implement the principle of non-punishment for child victims of trafficking and provide them with adequate protection. Albania should strengthen its criminal justice system and step up efforts to prevent trafficking in human beings. Implement the law that exempts victims from penalties for unlawful acts committed as a direct result of being subjected to trafficking (US Report 2017) Adopt a national action plan and allocate sufficient resources to the plan ((US Report 2017)

				including children.			
2. Alignment of the legislation on trafficking of weapons and ammunition through the implementation of the UN Convention against International Organized Crime and Additional Protocols	Ministry of Interior General Directorate of State Police (GDSP) Ministry for Europe and Foreign Affairs	www.mb.gov.al www.asp.gov.al www.punetejashme.gov.al	Albania adopted a law on weapons in 2014, which is partially aligned with the provisions of the Directive (EU) 2017/853				
3. Strengthen capacities through joint trainings with law enforcement agencies included in the action plans to combat trafficking of art and culture works, motor vehicles and the prevention and fight against smuggling of migrants.	General Directorate of State Police (GDSP) General Prosecution Office: Ministry of Interior	www.asp.gov.al www.pp.gov.al www.mb.gov.al			The government did not make efforts to regulate or punish labour recruiters for illegal practices that increase migrants' vulnerability to exploitation abroad.		Training of staff working at the migration counter and regional employment offices should be strengthened

4. Intensification of the disruption of criminal networks and individuals involved in criminal activities of illegal trafficking.	<p>General Directorate of State Police (GDSP)</p> <p>General Prosecution Office</p> <p>Ministry of Culture</p> <p>Ministry of Transport</p>	<p>www.asp.gov.al</p> <p>www.pp.gov.al</p> <p>www.kultura.gov.al</p> <p>www.infrastruktura.gov.al</p>					<p>Institutionalize and provide training for law enforcement, prosecutors, and judicial officials, particularly district prosecutors, on investigating, prosecuting, and trying trafficking cases, including guidance on overlapping elements of exploitation of prostitution and trafficking (US Report 2018)</p>
5. Preventing and combating trafficking in human beings, weapons and ammunition, motor vehicles and works of art and culture, by cooperating with all law enforcement agencies.	<p>Ministry of Culture</p> <p>General Directorate of State Police (GDSP)</p>	<p>www.kultura.gov.al</p> <p>www.pp.gov.al</p>		Cooperation between the police and prosecutors during investigations improved and administrative procedures were simplified.	<p>District prosecutors did not have the experience and capacity to adequately prosecute trafficking cases.</p> <p>The government increased efforts to prevent trafficking.</p>	<p>The government decreased law enforcement efforts.</p> <p>Limited resources and constant turnover within law enforcement created additional obstacles in maintaining capacity to investigate trafficking.</p>	<p>Cooperation between the police, prosecution and other relevant agencies and bodies needs to be improved.</p> <p>The government decreased law enforcement efforts (US Report 2017)</p> <p>Improve the sustainability of, and law enforcement participation in, mobile trafficking victim identification units (US Report 2018)</p>

Regarding the SSO 2 – “alignment of the legislation on trafficking of weapons and ammunition through the implementation of the UN Convention against International Organized Crime and Additional Protocols”, it can be considered as an achieved sub-objective. Albania has adopted a number of legal acts (see table below).

Small Arms and Light Weapons, their Ammunition and Explosive Control Strategy 2019-2024. Action Plan 2019-2021 of the Strategy on Small Arms and Light Weapons, their Ammunition and Explosive Control 2019-2024.	
Laws	Law 74/2014 “On Weapons”.
	Law 6/2014 “Ratification of the Weapons Trade Treaty”.
	Law 72/2014 “On the use of firearms”.
	Law 61/2016 “On hunting moratorium in the Republic of Albania”.
Decision of Council Of Ministers (DCM)	DCM no. 94, dated 04.02.2015 “On the procedure for weapons in cases of death, business closure, study, loss of weapons, its robbery or its authorization”.
	DCM no. 95, dated 04.02.2015 “On the procedure of the evaluation of life threats and authorization to carry weapon”.
	DCM no. 96, dated 4.2.2015 “On establishing the rules and procedures of declaration, safety-keeping, registering and deactivation for collection weapons”.
	DCM no. 275, dated 01.04.2015 “On approval of rules and conditions of weapons safety”.
	DCM no. 292, dated. 08.04.2015 “On establishing the rules for establishing and administering of the weapons register”.
	DCM no. 348, dated 29.04.2015, “For the procedures of entry/exit, sealing of weapons, and registering of Albanian and foreign citizens with weapons of categories “b” and “c” in the territory of the Republic of Albania”.
	DCM no. 421, dated 13.05.2015 “On the procedures of processing complains, documentation, timeframes of processing and special criteria of licensing of activities allowed with the weapons”.
	DCM no. 658, dated 29.7.2015 “For the procedures for production deactivation and repairing of weapons”.
	DCM no. 839, dated 14.10.2015 on the approval of the regulation “On the use of firearms”
	DCM no. 728, dated 12.12.2018 on an amendment to the DCM no. 95, dated 4.2.2015 “On the procedure of the evaluation of life threats and authorization to carry weapon”.
Instructions	Instruction no. 88 dated 10.03.2015, of the Minister of Interior Affairs and the Minister of Health “For the examinations and content of medical report, for weapons activities”.
	Instruction no. 90 dated 10.03.2015 of the Minister of Interior Affairs, Minister of Defense and the General Prosecutor’s Office “For the procedures and rules of handling weapons as material evidence”.
	Instruction no. 894 dated 11.3.2015 “On the detailed procedures and rules of handling weapons as material evidence”.
	Instruction no. 262 dated 25.05.2015 of the Minister of Interior Affairs “For the procedures for granting/revoking of the certificate of theoretical and practical capabilities for weapons, its format and the procedures for certification of the Technical Supervisor for legal weapons activities for the trainings program of the theoretical and practical course for weapons and conditions of the premises where this program takes place”.

	Instruction no. 277, dated 29.05.2015, “On the procedures, documentation and timeframes for authorization of persons and entities, register format for weapons for the licensed subjects for weapons activities, the rules, procedures and the form to be compiled at the time of the experimental shooting and administration of the shell in a data bank”, as amended.
	Instruction no. 123, dated 23.2.2018 on some additions and amendments to the Instruction no 277, dated 29.05.2015, “On the procedures, documentation and timeframes for authorization of persons and entities, register format for weapons for the licensed subjects for weapons activities, the rules, procedures and the form to be compiled at the time of the experimental shooting and administration of the shell in a data bank”.
	Instruction no. 264/I, dated 29.06.2015, of the Minister of Interior Affairs and Minister of Finance “On the criteria, procedures and tariffs of activities allowed with weapons”.
Orders	Order no. 417, dated 02.05.2018 of the General Director of the State Police “On the form and content of reliability certificate”.

Table. *Legal and sublegal acts on weapons and ammunition*

6.5 Strategic Objective E: Strengthening the integrity of law enforcement agencies and reducing corruption.

Specific Objectives (SO) - I Sub-objectives (SSO) - 3	Performance Indicators (PI) - 2
I. Strengthen the capacities to investigate, record and document corruption cases; I.1. Making available to the public a free telephone line and e-mail address for denouncing corruption cases; I.2. Conduct joint training with the prosecution and other agencies in the field of corruption investigation; I.3. Increasing the number of investigations and the number of police operations on corruption and crimes of conducted by officials.	1. The number of criminal proceedings for criminal offenses of corruption and crimes involving officials will increase 2.5 times by 2016 and 3.5 times by 2020. 2. An Increase by 5% of the number of operations conducted with special investigative techniques, each year.

Main Findings and Recommendations

Formulation

- There is a mismatch between the strategic objective E (preventive), specific objective I (disruption) and the sub-objective I.1 (awareness), possessing in this way challenges to define adequate activities and outputs as well as to measure the outcome of the objective;
- Baseline year is missing in the performance indicator 1 and 2;

Coherence with Actions Plans

- Coherence of the specific objective I is indicated in the strategic objective E, which is followed up in the Actions Plans of the years 2013-2016 to the Action Plan of the year 2019-2020;
- A coherence in terms of follow-up is indicated regarding the performance indicator 1 of the strategic objective E, which is followed up in the Action Plans of the years 2013-2016 and 2019-2020;
- A non-coherence in terms of target achievement (value and time) is evidenced through the follow-up of performance indicator 1 in the strategy compared to the Action Plan 2019-2020;
- An incoherence in terms of follow-up is evidenced regarding the performance indicator 2 of the strategic objective E, which is not followed up in any of the Action Plans of the years 2013-2016 and 2019-2020;

Data availability

- The annual reports of specific responsible state institutions are not published, making difficult to gather official data and information on the performance indicator 2;
- In some of the published annual reports of state institutions are missing specific data or information as foreseen by the performance indicator 2;

Coherence with other documents

- Coherence of the target value is evidenced in the replicated performance indicator 2 in all documents;
- The target value is missing in the indicators replicated with performance indicator 2;
- The monitoring reports for the other documents are missing data of the indicator implementation.

Replication of indicators

- Only the performance indicator 2 is replicated in the Roadmap for the 5 priorities recommended by the European Commission 2013 (Roadmap); Action Plan (2017) of the 5 priorities recommended by the European Commission 2013, and Action Plan of the Inter-Sectoral Strategy against Corruption 2015-2017 (ISAC)

Recommendations

- In order to assess the achievement of the specific objectives, it will be necessary to reflect other Performance Indicators (PI) linked to these objectives;
- Other performance indicators left out in the Strategy, which are reflected in international reports should be considered as indicators;
- The formulation of the indicators should take into consideration the target which would reflect the improvement progress of the relevant objective;
- The indicators should adequately reflect the phenomenon it is intended to measure;
- The need to publish systematic Monitoring Reports remains very crucial in assessing the concrete progress of the objectives.

Internal Coherence and Coherence with Action Plans

Strategic objective E is preventive and is composed of one (1) specific objective, three (3) sub-objectives and two (2) performance indicators (the first one is composed by two indicators). SOI is a disruption objective and is linked to PI I, meanwhile SSOI.I. is an awareness sub-objective. So, there is a mismatch between the strategic objective and the specific objective, which in practice poses challenges to define adequate activities and outputs as well as to measure the outcome of the objective.

Unlike in the strategy, the specific objectives in the Action Plan 2013-2016 and Action Plan 2019-2020 are considered as sub-objectives and are related to some activities numbered according to the sub-objective the activity falls under. At the same time, unlike in the Strategy, the performance indicators, in the Action Plan 2013-2016 and Action Plan 2019-2020 are considered as outputs which are related to each of the activities falling under.

The specific objective I is followed in both the Action Plan 2013-2016 and the Action Plan 2019-2020, but in the latest is added another new sub-objective “Strengthening the integrity of public institutions and officials and increasing public confidence in these institutions, further strengthening accountability and transparency to the public”.

Performance Indicator I is also fully followed up in the Action Plan 2013-2016 and the Action Plan 2019-2020, but in the latest the target value by 2.5/3.5 times is provided in percentage (2.5%). At the same time, another non-coherence in formulating the indicator is the target time. Even though in the strategy performance indicator I foresees two target times,

respectively the years 2016 (2.5 times) and 2020 (3.5 times), in the Action Plan 2019-2020 the target value for the same year 2020 is 2.5% (compared to the previous year-2018), creating thus an ambiguity regarding the assessment of the indicator.

	Objectives are not followed up									
	Objectives are followed up									
	New added objectives									
	PI followed up									
	PI followed but target changed									
ISCOC 2013-2020				Action Plan 2013-2016			Action Plan 2019-2020			
Specific Objectives (SO)	Sub-objectives (SSO)	Performance Indicators (PI)		Sub-objectives (SSO)	No. of Outcomes	No. of Outputs		Sub-objectives (SSO)	No. Outcomes	No. of Outputs
SO 1	SSO 1.1.	PI 1		SSO 1	1.1.	1 + 1		SSO 1	1.1.	1 + 1
	SSO 1.2.	PI 2			1.2.	1			1.2.	1
	SSO 1.3.				1.3.	1		SSO 2	2.1.	1
							2.2.		1	
							2.3.		1	
							2.4.		1	

Coherence with Other Strategic Documents

Only the performance indicator 2 of the strategic objective E is replicated in the:

1. Roadmap for the 5 priorities recommended by the European Commission 2013 (Roadmap);
2. Action Plan (2017) of the 5 priorities recommended by the European Commission 2013, and
3. Action Plan of the Inter-Sectoral Strategy against Corruption 2015-2017 (ISAC)

In all these documents, the target value of the performance indicator (annually increase by 5% of the number of operations conducted with special investigative techniques) is the same as it was formulated in the strategy. As in other cases, the increase foreseen in the Action Plan (2017) of the Roadmap does not identify a target value of this increase.

In the annual monitoring reports of the Action Plan of the Inter-Sectoral Strategy against Corruption 2015-2017 (ISAC), is presented the evaluation or implementation of the relevant indicators. Regarding the number of operations conducted with special investigative techniques in these annual reports is missing the data and information on the implementation status of this indicator. These reports give information only regarding the second indicator, the number of proactive corruption investigations.

B.1.2 Increasing the number of operations using special investigative techniques by 5% each year (ISAC) (Monitoring Reports 2015-2017)	2015	2016	2017
	No data/information	No data/information	No data/information
	Data on proactive investigations only	Data on proactive investigations only	Data on proactive investigations only

In order to have a comparative overview, below is presented the relevant information regarding the performance indicator 2 of the Strategic Objective E, replicated in the abovementioned documents:

PI 3 in Strategy: Increase by 5% of the number of operations conducted with special investigative techniques, each year.

Measure 7.2.2.1 Roadmap: Increase by 5 % of the number of police operations that use Special Investigative Methods (SIM). (deadline: end of 2014)

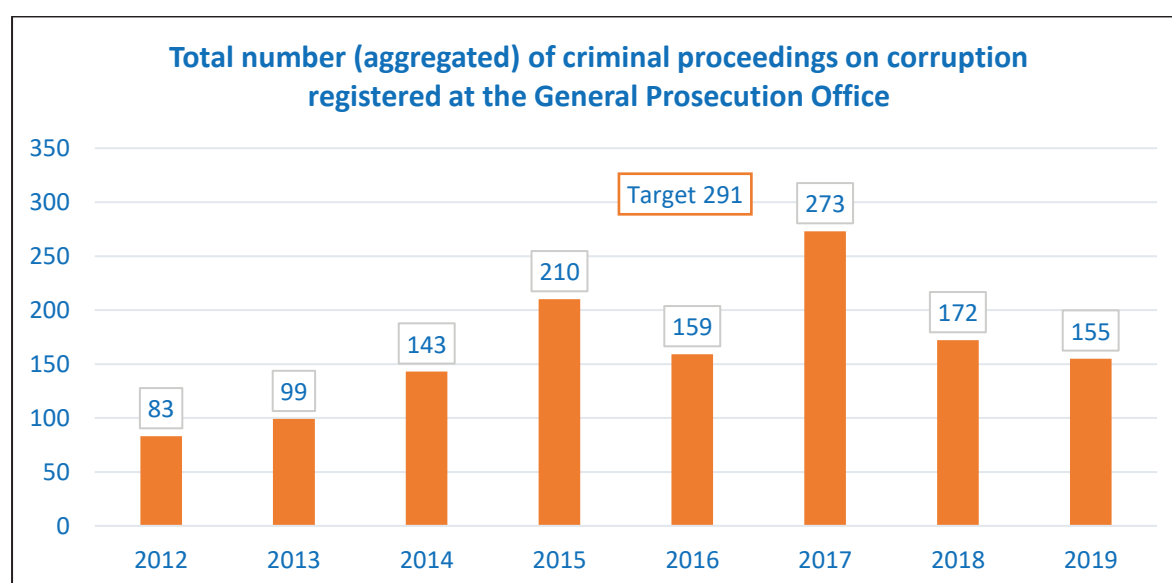
Action Plan (2017) Roadmap: Increase the number of operations that use the special investigation techniques with the same period as of the previous year. (deadline: January-August 2017)

Activity B. 1.2 (ISAC): Increasing the number of operations using special investigative techniques by 5% each year. (deadline 2015, 2016, 2017)

Monitoring of Achievement of Performance Indicators

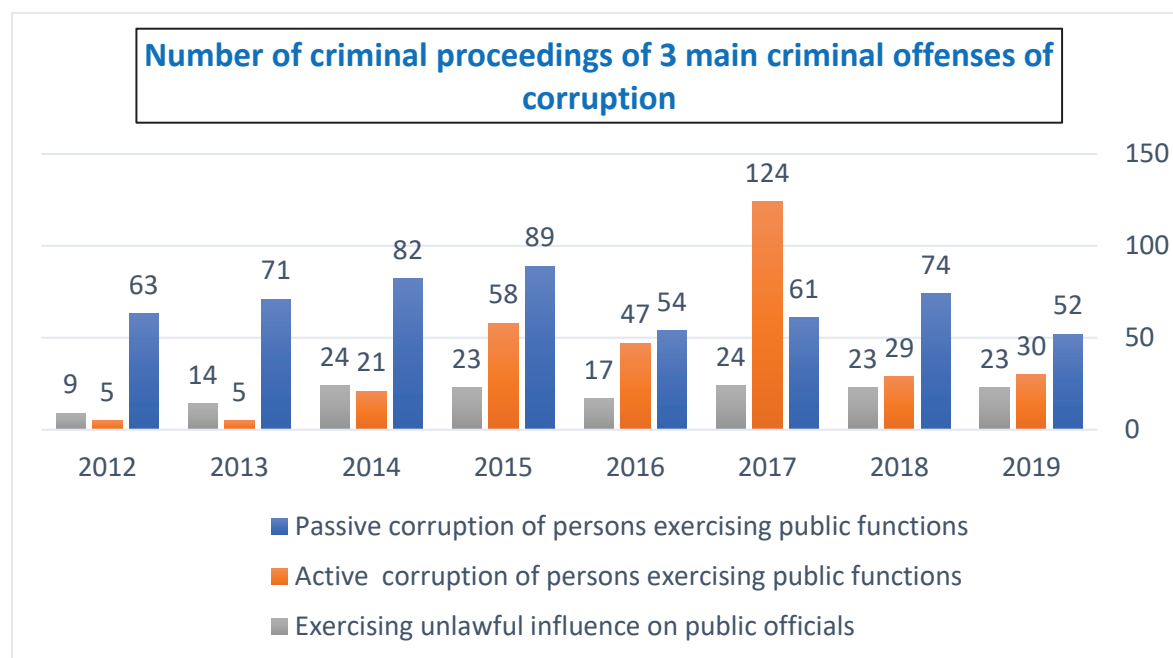
Performance Indicator E/I: The number of criminal proceedings for criminal offenses of corruption and crimes involving officials will increase 2.5 times by 2016 and 3.5 times by 2020;

The baseline year to assess the progress of the performance indicator E/I is considered the year 2012. The respective data on the total number (aggregated) of the criminal offenses of corruption involving officials is presented in the graphic below. The data in the annual reports of the General Prosecution Office presents also separately the criminal offenses of corruption involving officials. (Graphic: The number of criminal offenses of corruption registered at the General Prosecution Office) The target value foreseen in the performance indicator of an increase of the number of criminal proceedings for criminal offenses of corruption involving officials by 2.5 times in 2016 is not achieved.



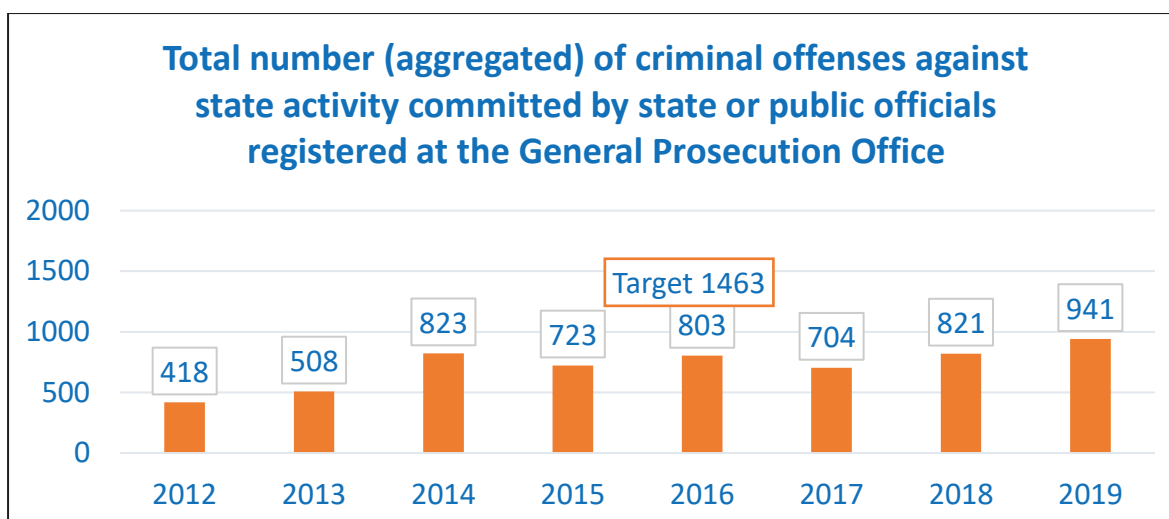
Graph 17. Number of criminal proceedings on corruption. Source: General Prosecution Office, Annual Reports 2012-2019

The most common offenses of corruption involving officials are: passive corruption of persons exercising public functions (Article 259 CC), active corruption of persons exercising public functions (Article 244) and the exercising of unlawful influence on public officials (Article 254/I)



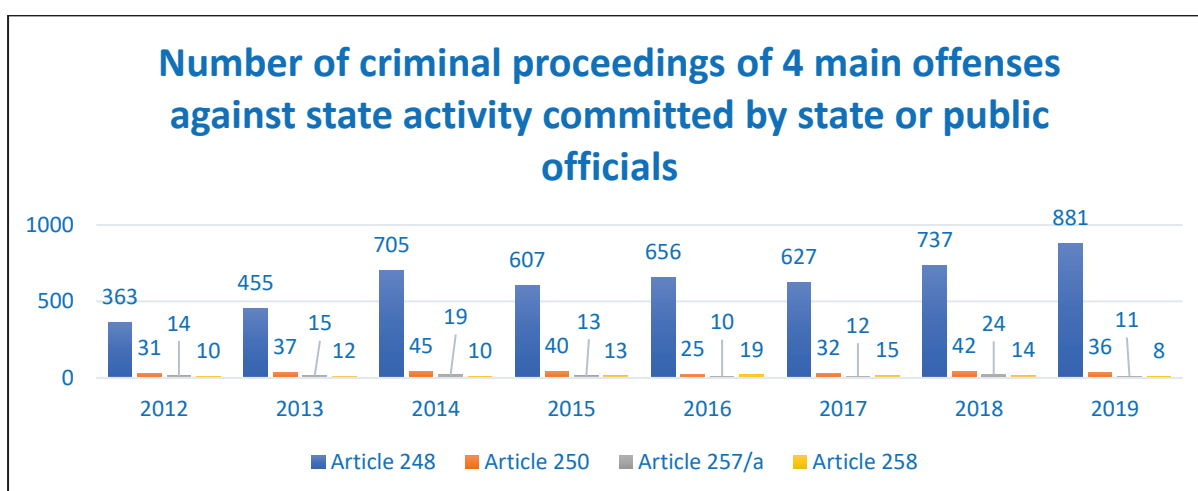
Graph 18. Number of criminal proceedings of 3 main criminal offenses of corruption. Source: General Prosecution Office, Annual Reports 2012-2019

The criminal offenses against state activity committed by state employees or in public service are provided in Articles 248-260 of the Criminal Code. The total number (aggregated) of these proceedings is shown in the graph below. The data in the annual reports of the General Prosecution Office presents also separately the criminal offenses against state activity committed by state employees or in public service. (Graphic: The number of criminal offenses against state activity committed by state or public officials registered at the General Prosecution Office) The target value foreseen in the performance indicator of an increase of the number of criminal proceedings for criminal offenses of crimes involving officials by 2.5 times in 2016 is not achieved.



Graph 19. Number of criminal offenses against state activity committed by state or public officials
Source: General Prosecution Office, Annual Reports 2012-2019

In the group of criminal offenses against state activity committed by state or public officials, the highest number of criminal proceedings are criminal offenses of abuse of office (Article 248 CC), refusal for the declaration, non-declaration, concealment or false declaration of property (Article 257/a CC), committing arbitrary actions (Article 250 CC) and breaching the equality of participants in public bids or auctions (Article 258 CC).

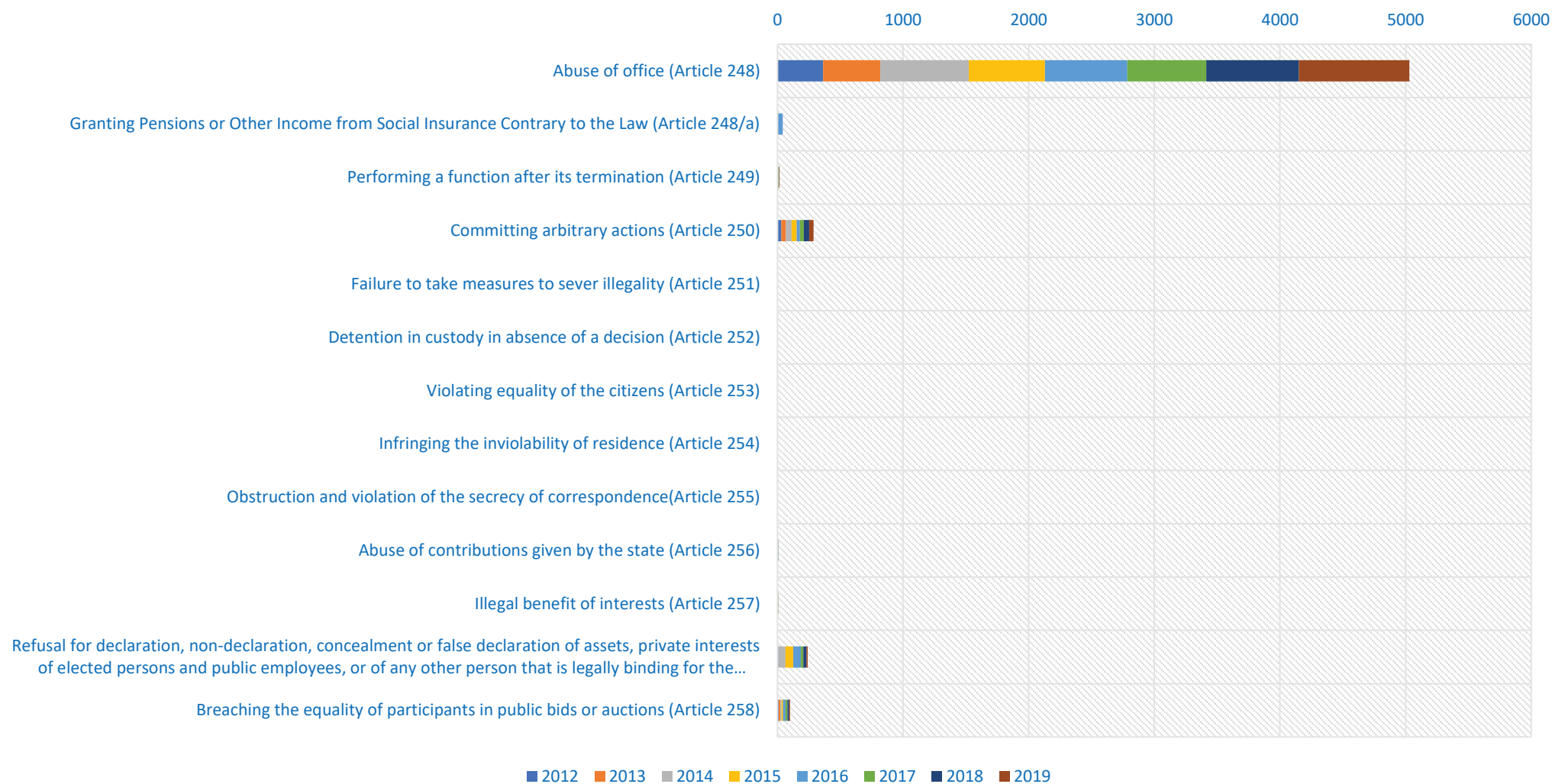


Graph 20. Number of criminal proceedings of 4 main offenses against state activity committed by state or public officials
Source: General Prosecution Office, Annual Reports 2012-2019

Performance Indicator E/2: An Increase by 5% of the number of operations conducted with special investigative techniques, each year;

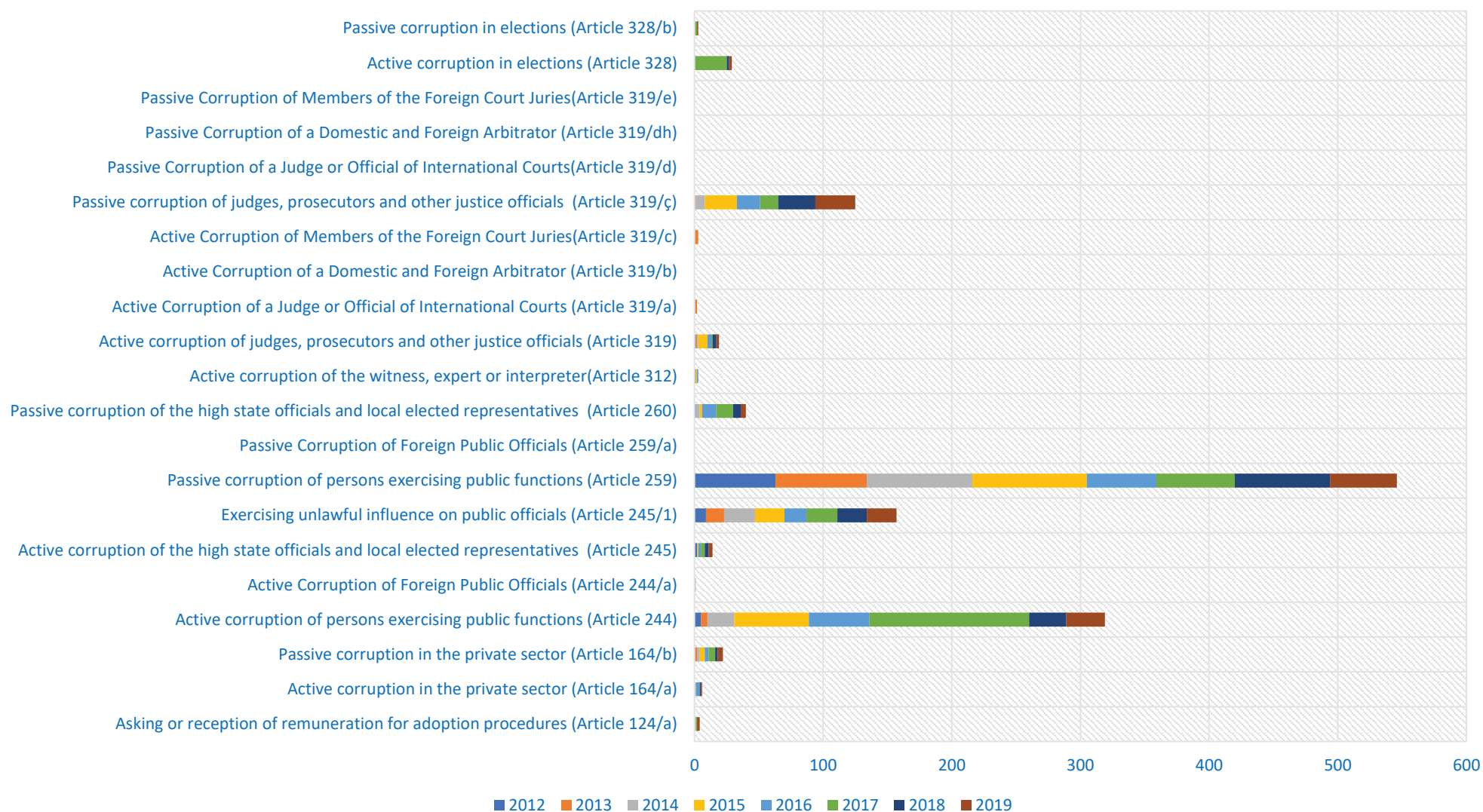
No data are available for monitoring the achievement of this indicator.

The number of criminal offenses against state activity committed by state or public officials registered at the General Prosecution Office



Graph 21. Number of criminal offenses against state activity committed by state or public officials. Source: General Prosecution Office, Annual Reports 2012-2019

The number of criminal offenses of corruption registered at the General Prosecution Office



Graph 22. Number of criminal offenses of corruption. Source: General Prosecution Office, Annual Reports 2012-2019

Assessment of Achievement of Objectives

The tables below present the overall achievement of the strategic objective based on the achievement of the performance indicators. The targets for both indicators have not been achieved for all the years of the implementation of the strategy.

Table for Strategic Objective E: Monitoring the KPIs results and progress

Strategic Objective (SO)	Performance Indicators (PI)	Baseline Year	Time Target	Numerical progress						Status of action (Achieved Yes-No)	
		Value of Baseline Year	Numerical Target							Yes	No
E: Strengthening the integrity of law enforcement agencies and reducing corruption.	1. The number of criminal proceedings for criminal offenses of corruption and crimes involving officials will increase 2.5 times by 2016 and 3.5 times by 2020;	2012	2016	2016							
		83 criminal offenses of corruption	2.5 times	159 criminal proceedings of corruption							X
		2430 criminal offenses of crimes		2819 criminal proceedings of crimes							X
		2012	2020	Ongoing							
			3.5 times								
	2. An Increase by 5% of the number of operations conducted with special investigative techniques, each year.	2012	Annually	2013	2014	2015	2016	2017	2018		
			5%								

Also, based on the analysis of the European Commission reports and data from the State Police and Prosecution show partial achievement of the sub objectives.

Strategic Objective E: Strengthening the integrity of law enforcement agencies and reducing corruption.

References: EC Commission Reports

Specific Objectives (SO) and Sub-objectives (SSO)	Responsible Institutions to achieve the Strategy' objectives	Issues identified on SO & SSO from EC Reports		Performance Indicator (PI) progress	Issues identified on PI from EC Reports		Recommendations EC Reports 2018 & 2019
		EC report 2018	EC Report 2019		EC report 2018	EC Report 2019	
I. Strengthen the capacities to investigate, record and document corruption cases;				I. The number of criminal proceedings for criminal offenses of corruption and crimes involving officials will increase 2.5 times by 2016 and 3.5 times by 2020;	Regarding convictions of high-level state officials, important results have been achieved in the judiciary. Convictions have been rendered against prosecutors and judges. Regarding the opening of new cases against high-state officials, these also increased. However, the number of final convictions of high-state officials remains very low. Convictions of high-level officials occurred mostly in the judiciary (judges and prosecutors); however, the rate of final convictions for high-	Good progress has continued through further consolidating efforts towards the establishment of a solid track record on investigating prosecuting and trying high-level corruption cases. The justice response against high-level corruption has started to generate concrete results, which needs to continue. On convictions of high-level state officials, the judiciary has achieved some good initial results. In 2018, one Appeals Court judge was sentenced by the Serious	In the coming year, Albania should therefore: → Finalise the procedures for the establishment of the specialised anti-corruption bodies, composed of the Special Anti-Corruption and Organized Crime Structure (SPAK), the National Bureau of Investigation (NBI), and the Court to address high-level corruption; ensure adequate resources and cooperation between these new structures;
I.1. Making available to the public a free telephone line and e-mail address for denouncing corruption cases;	General Directorate of State Police (GDSP) www.asp.gov.al	No specified information on this sub-objective.					

			<p>ranking officials remains overall very low. Corruption remains prevalent in many areas and continues to be a serious problem.</p> <p>Regarding convictions of high-level state officials, the judiciary has achieved some initial good results. Convictions have been obtained against prosecutors and judges (6 first-instance and 2 second-instance convictions in 2016 for passive corruption, and 3 first-instance and 4 second-instance convictions in 2015). In 2017, one first-instance and 4 second-instance convictions were issued, including a conviction against a Supreme Court judge. The High Council of Justice suspended two judges, one of whom was arrested. There have been 72 new cases opened against high-level state officials in 2016, 61 in 2017, compared to 39 in 2015. However, the number of final convictions of high-</p>	<p>Crime Court (case currently at appeal level) and one prosecutor was sentenced by the Court of Appeal for Serious Crimes (case currently at the Supreme Court). There were 102 new cases against high-level state officials sent to prosecution in 2018 (7 persons indicted), this has been an increase compared to 61 in 2017 (10 persons indicted). However, these frequent investigations in recent years have so far not resulted in a substantial number of final convictions of high-ranking state officials. These risks fostering a culture of impunity.</p> <p>In February 2019, 12 officials and former officials of the Ministry of Justice were arrested for suspected abuse of office and violation of equality in tenders during the period 2016-17. The officials include a former secretary general of the Ministry of Justice.</p> <p>Although the vetting of members of the judiciary is an administrative process,</p>	<p>→ Establishing a solid track record of investigations, prosecutions and final convictions in corruption cases remains a long term objective to be further consolidated.</p>
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			<p>ranking state officials remains very low.</p> <p>Regarding asset declarations by high state officials, the High Inspectorate of Declaration and Audit of Assets and Conflicts of Interest (HIDAACI) referred 22 cases to the prosecution in 2017 and 29 cases in 2016. Of the 2016 cases, 7 heads of commune were convicted for refusing to declare their assets. In total, HIDAACI submitted 72 criminal referrals of low- and mid-ranking officials to the prosecution services in 2016 (of which 20 resulted in final convictions). Seizure and confiscation of criminal assets should be systematically ordered to detect and cut the financial flows of criminal networks. An analysis to identify sectors at risk of corruption is not conducted systematically. The number of investigations started ex-officio needs to be increased, and a solid track record of</p>	<p>it is relevant for assessing Albania's concrete results in the fight against corruption. Of the more than 140 magistrates who underwent vetting so far 88 have been dismissed from office, mostly for issues related to unjustified assets, or resigned. These results have been crucial to restoring public trust in the judiciary. Institutional support has been crucial to the progress made and confirms the strong commitment of all relevant authorities in Albania to eradicate corruption in the judiciary. Among the high-ranking judges and prosecutors that have been dismissed through the vetting to date, it should be noted that eight out of nine Constitutional Court judges and 15 out of 18 High Court judges have been dismissed through the vetting or have resigned. This represents a significant number of cases involving high-level state officials.</p>	
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			<p>investigations, prosecutions and final convictions in corruption cases needs to be established.</p> <p>The rate of implementation of the State Audit Institution's general recommendations by public institutions remains low.</p>	<p>On asset declarations by high-level state officials, the number of cases referred by the High Inspectorate of Declaration and Audit of Assets and Conflicts of Interest (HIDAACI) to the prosecution has increased: 27 cases were referred in 2018 and 22 cases in 2017. In 2018, eight high-level officials (four of whom were heads of commune and one of whom was a head of the municipality) were convicted, compared to five in 2017 (including one head of commune and two customs officials). In total, HIDAACI referred 53 low- and mid-ranking officials to the prosecution services in 2018 (of which 17 resulted in final convictions). This is an increase compared to the 32 referrals resulting in 14 final convictions in 2017.</p> <p>Seizure and confiscation of criminal assets are not systematically ordered and carried out in corruption-related cases. Risk assessments have been piloted in some sectors (Customs Administration, General Inspectorate), and</p>	
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					<p>should be further expanded.</p> <p>On internal control mechanisms, the newly established Anti-corruption Task Force carried out 70 inspections leading to 108 dismissals from the civil service and 36 criminal referrals. The State Supreme Audit Institution referred 41 cases, including high-level officials, to prosecution. The rate of implementation of the State Supreme Audit Institution's general recommendations by public institutions remains low.</p>	
<p>I.2. Conduct joint training with the prosecution and other agencies in the field of corruption investigation;</p>	<p>General Directorate of State Police (GDSP) www.asp.gov.al</p> <p>Ministry of Justice www.drejtesia.gov.al</p> <p>General Prosecutor Office www.pp.gov.al</p>	<p>No specified information on this sub-objective.</p>	<p>No linked PI</p>			
<p>I.3. Increasing the number of investigations and the number of police operations on</p>	<p>General Directorate of State Police (GDSP) www.asp.gov.al</p> <p>General Prosecutor Office www.pp.gov.al</p>	<p>No specified operations and investigations on corruption and crimes of conducted for officials.</p>	<p>2. An Increase by 5% of the number of operations conducted with special investigative techniques, each year.</p>	<p>The establishment of a solid track record of proactive investigations, prosecutions and convictions in the fight against corruption remains nonetheless a long-term objective that</p>	<p>No specified operations and investigations on corruption and crimes of conducted for officials.</p>	

corruption and crimes of conducted by officials.			<p>continues to require further structured and consistent efforts. The efforts noted since the Five Key Priority framework was established, seem nevertheless adequate to consolidate further progress in this area, which will remain a core aspect of EU engagement in the context of future negotiations (see section 2.2.1 Chapter 23: Judicial and fundamental rights).</p> <p>The quality of investigations in criminal proceedings has been improved through the use of special investigation techniques.</p>		
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6.6 Strategic Objective F: Prevention and combat of money laundering through increasing indicators of war against it.

Specific Objectives (SO) - 4 Sub-objectives (SSO) - 3	Performance Indicators (PI) - 2
<p>1. Preventing and prosecuting money laundering and increasing the indicators for the fight against</p> <p>1.1 Increase in the number of cases of preliminary investigations and cases under investigation of money laundering;</p> <p>1.2 Increase in cases and value of sequestrated assets confiscated due to criminal offenses of money laundering;</p> <p>1.3 Developing and strengthening the professional capacity of money laundering investigation structures;</p> <p>1.4 Increase the efficiency of the money laundering prevention system;</p> <p>2. Reducing physical money transactions through complex measures;</p> <p>2.1 Continuous monitoring of the implementation of field legislation by law entities as well as by the institutions involved;</p> <p>3. Increase the training capacities of money laundering investigation structures;</p> <p>3.1 Drafting and implementation of joint inter-institutional training programs;</p> <p>4. Adopt domestic legislation with relevant FATF, EU, CoE recommendations;</p> <p>4.1 Periodic review of the effectiveness and efficiency of the domestic system for combating money laundering and terrorist financing.</p>	<p>1. The number of criminal proceedings for criminal offenses of money laundering will increase by 10% in 2016.</p> <p>2. Increasing the number of cases and the value of confiscated assets for money laundering at 5% each year.</p> <p>3. Increase of 5% of reported suspicious activities performed by subjects to the law (on money laundering).</p> <p>4. The number of joint trainings will increase by 5% in 2020, compared to 2012.</p>

Main Findings and Recommendations

Formulation:

- Strategic objective F is a mixed one, prevention and disruption;
- Specific objectives 2 and 4 have no corresponding performance indicators;

Indicator formulation:

- Indicator “Increasing the number of cases and the value of confiscated assets for money laundering at 5% each year” is a composite of two indicators as it seeks to measure “cases” and “value” of assets confiscation. In order to measure achievement, this indicator has been split into two indicators;
- Baseline year is missing in the performance indicators 1, 2 and 3;
- The target time is missing in performance indicator 3, making impossible to calculate the progress of the indicator;

- The performance indicator 2 fail to specify other components related with the target the performance indicator aims to achieve (The confiscation of assets is realized based on Anti-Mafia Law and based on Criminal Code, Article 287);
- The performance indicators 1 and 4 do not include other targets which are important towards the achievement of objectives (the number of convictions for money laundering, management of confiscated assets, performance indicator 4-the quality of trainings).

Coherence with Actions Plans

- Coherence of all specific objectives is indicated for the strategic objective F, which are all followed up in the Actions Plans of the years 2013-2016 and 2019-2020;
- An incoherence in terms of follow-up is evidenced regarding the performance indicators of the strategic objective F, which are all (4) followed up in the Action Plan 2013-2016 and only 3 of 4 in the Action Plan 2019-2020;
- An incoherence in terms of target achievement (value and time) is evidenced through the follow-up of performance indicators 1 and 2 in the strategy compared to the Action Plans of the years 2013-2016 and 2019-2020;

Data availability

- The annual reports of the Agency for the Administration of Seized and Confiscated Assets (AASCA) are not published, making difficult to gather official data and information on the performance indicator 2;
- In the annual reports of the General Directorate for the Prevention of Money Laundering (GDPML) are missing specific data or information as foreseen by the performance indicator 4;
- No disaggregated data are available for measuring performance indicator 2.

Coherence with other documents

- Incoherence of the target value is indicated in the replicated performance indicator 1;
- Incoherence between the categories is indicated in performance indicators 1 and 2, in the Roadmap, measures are formulated as sub-objective and objectives;
- The target value is missing in measures replicated with performance indicators 2 and 3;
- The indicator replicated with the performance indicator 4 miss target time and value;

Replication of indicators

- All performance indicators of the strategic objective F, are replicated in the Roadmap for the 5 priorities recommended by the European Commission 2013 (Roadmap) and only one in the National Strategy for Development and Integration 2015-2020 (NSDI)

Recommendations

- In order to assess the achievement of the specific objectives, it will be necessary to reflect other Performance Indicators (PI) linked to these objectives;
- Other performance indicators left out in the Strategy, which are reflected in international reports should be considered as indicators;
- The formulation of the indicators should take into consideration the target which would reflect the improvement progress of the relevant objective;

- The indicators should adequately reflect the phenomenon it is intended to measure;
- The need to publish systematic Monitoring Reports remains very crucial in assessing the concrete progress of the objectives.

Internal Coherence and Coherence with Action Plans

Strategic objective F has a mixed prevention and disruption scope and is composed of four (4) specific objectives, seven (7) sub-objectives and four (4) performance indicators.

Not all performance indicators are related to the relevant specific objectives.

- SO 1 (disruption) is linked to PI 1, 2, 3
- SO 2 has no linked indicators
- SO 3 is linked to PI 4
- SO 4 has no linked indicators

Unlike in the strategy, the specific objectives in the Action Plan 2013-2016 and Action Plan 2019-2020 are considered as sub-objectives and are related to some activities numbered according to the sub-objective the activity falls under. At the same time, unlike in the Strategy, the performance indicators, in the Action Plan 2013-2016 and Action Plan 2019-2020 are considered as outputs which are related to each of the activities falling under.

A coherence in terms of follow-up is indicated as regard the specific objectives, which are all followed up in the Action Plan 2013-2016 to the Action Plan 2019-2020. While four performance indicators are followed up in the Action Plan 2013-2016 and three of them are followed up in the Action Plan 2019-2020.

An incoherence is indicated as regard the formulation of the indicators in the Action Plans and the targets foreseen for them. Specifically, in the Action Plan 2013-2016 the time target of the performance indicator 1 foreseen an annually increase by 10% compared to an increase by 10% in 2016 set out in the strategy, generating thus confusion on how the indicator should be assessed accordingly.

The target value for this indicator is reformulated again in the Action Plan of the year 2019-2020, defining an annual increase of the number of criminal proceedings for criminal offenses of money laundering by 5% compared to 10% in the strategy and the previous Action Plan 2013-2016. While for the years 2017 and 2018, neither the indicators in the strategy nor those followed up in the Action Plans do not foresee a specific target, creating thus a serious gap toward the systematic and continuous assessment of the indicator.

At the same time, the target to assess the performance indicator 2 set out in the Action Plan 2013-2016 to the Action Plan 2019-2020 is adjusted. So, in the Action Plan 2019-2020 for the number of cases and the value of seized assets for money laundering is foreseen an annually increase by 5 million Euro minimum compared to 5% in the Strategy and Action Plan 2013-2016.

The incoherence in terms of formulating the performance indicators from the strategy to the Action Plans demonstrates a serious deficiency in measuring the achievements' results of the indicators and consequently the progress of the objectives themselves.

	Objectives are not followed up
	Objectives are followed up
	New added objectives

		PI followed up						
		PI followed up but target changed						
ISCOC 2013-2020				Action Plan 2013-2016			Action Plan 2019-2020	
Specific Objectives (SO)	Sub-objectives (SSO)	Performance Indicators (PI)	Sub-objectives (SSO)	No. of Outcomes	No. of Outputs		Sub-objectives (SSO)	No. of Outcomes No. of Outputs
SO 1	SSO 1.1.	PI 1	SSO 1	1.1.	I		SSO 1	1.1.
	SSO 1.2.	PI 2		1.2.	I			1.2.
	SSO 1.3.	PI 3		1.3. /a) + b)	I + I			1.3.
	SSO 1.4.	PI 4		1.4.	I	I	SSO 2	2.1.
SO 2	SSO 2.1.		SSO 2	2.1.	I			2.2.
SO 3	SSO 3.1.			2.2.	I		SSO 3	3.1.
SO 4	SSO 4.1.		SSO 3	3.1.	I + I		SSO 4	4.1.
			SSO 4	4.1.	I + I			

Coherence with Other Strategic Documents

All performance indicators of the strategic objective F are replicated in the Roadmap for the 5 priorities recommended by the European Commission 2013 (Roadmap) and only the performance indicator 1 is replicated in the National Strategy for Development and Integration 2015-2020 (NSDI), in which the respective target is not provided.

Respectively, In the case of the first performance indicator related with the number of criminal proceedings for money laundering the Roadmap foresee an increase by 5% of the number of property investigations referred to the Serious Crimes Prosecution. The target value is different compared to that in the strategy, which foresees an increase in the number of these proceeding by 10% in 2016.

Another issue identified is the fact that in the Roadmap for the 5 priorities recommended by the European Commission 2013 this is not a measure but a sub-objective formulated as an indicator.

On the other side, the planned measure in the Roadmap related to the performance indicators 2 and 3, even when foreseen an increase does not specify a target value of this increase. Same as in the case of the performance indicator 1, the related replication in the Roadmap is not a measure but an objective.

While the measure 4.1.4.1 in the Roadmap related to the performance indicator 4 is formulated as a simple statement and is not an indicator at all, not defining any target to be achieved.

In order to have a comparative overview, below is presented the relevant information regarding the performance indicators of the Strategic Objective F, replicated in the Roadmap for the 5 priorities recommended by the European Commission 2013 and the National Strategy for Development and Integration 2015-2020 (NSDI).

PI 1 in Strategy: The number of criminal proceedings for criminal offenses of money laundering will increase by 10% in 2016.

(Sub-objective 5.3) Roadmap: Increase by 5% the number of property investigations referred to the Serious Crimes Prosecution that will enable the number of assets seized and confiscated during 2014.

Part II, Pillar 8.4, St. 3 (NSDI): Increase the number of criminal proceedings for “Laundering of crime proceeds”.

PI 2 in Strategy: Increasing the number of cases and the value of seized assets for money laundering at 5% each year.

Objective 5 Roadmap: Increase the seizure and confiscation of criminal assets through effective implementation of the Anti-Mafia Law (Law No. 10192)

PI 3 in Strategy: Increase of 5% of reported suspicious activities performed by subjects to the law (on money laundering).

Measure 4.1.2.1 Roadmap: Increase cases referred to law enforcement authorities regarding Reported Suspicious Activities (RSA) and other proactive investigations due to unjustified wealth. (deadline: December 2014)

PI 4 in Strategy: The number of joint trainings will increase by 5% in 2020, compared to 2012.

Measure 4.1.4.1 Roadmap: Conduct joint trainings with participants from Police, Prosecution Office, Tax Office, Customs, GDPML and other financial institutions. (deadline: end of the year 2014)

Monitoring of Achievement of Performance Indicators

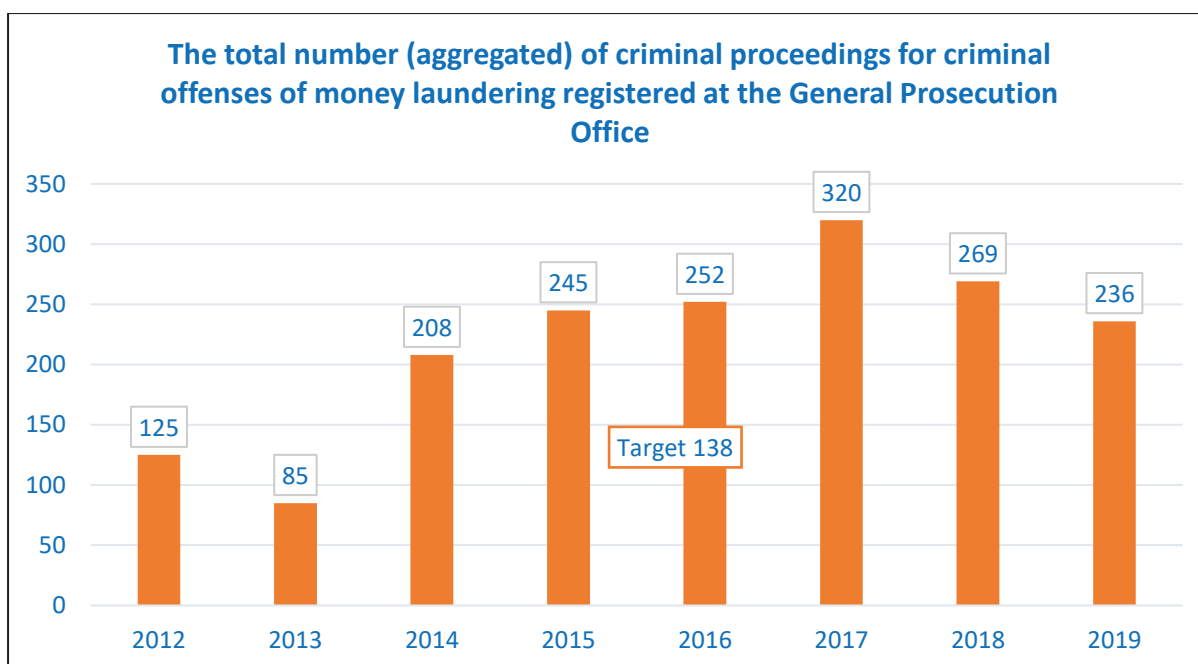
Performance Indicator F/I: *The number of criminal proceedings for criminal offenses of money laundering will increase by 10% in 2016;*

The baseline year to assess the progress of the performance indicator F/I is considered the year 2012. A non-coherence in terms of target time is evidenced in the followed up of this indicator in the Action Plan 2013-2016. Respectively, in the strategy the target time is foreseen the year 2016, meanwhile for the same performance indicator in the Action Plan 2013-2016 the target time is foreseen in annual basis. While in the Action Plan 2019-2020 this indicator foresaw different target value. Consequently, for the years 2017, 2018, 2019 the progress of the performance indicator B/I cannot be monitored properly.

The total number of criminal proceedings of money laundering presented in the annual reports of the General Prosecution Office is an aggregation of the three criminal offenses foreseen in the Criminal Code related to money laundering offenses. These offenses include:

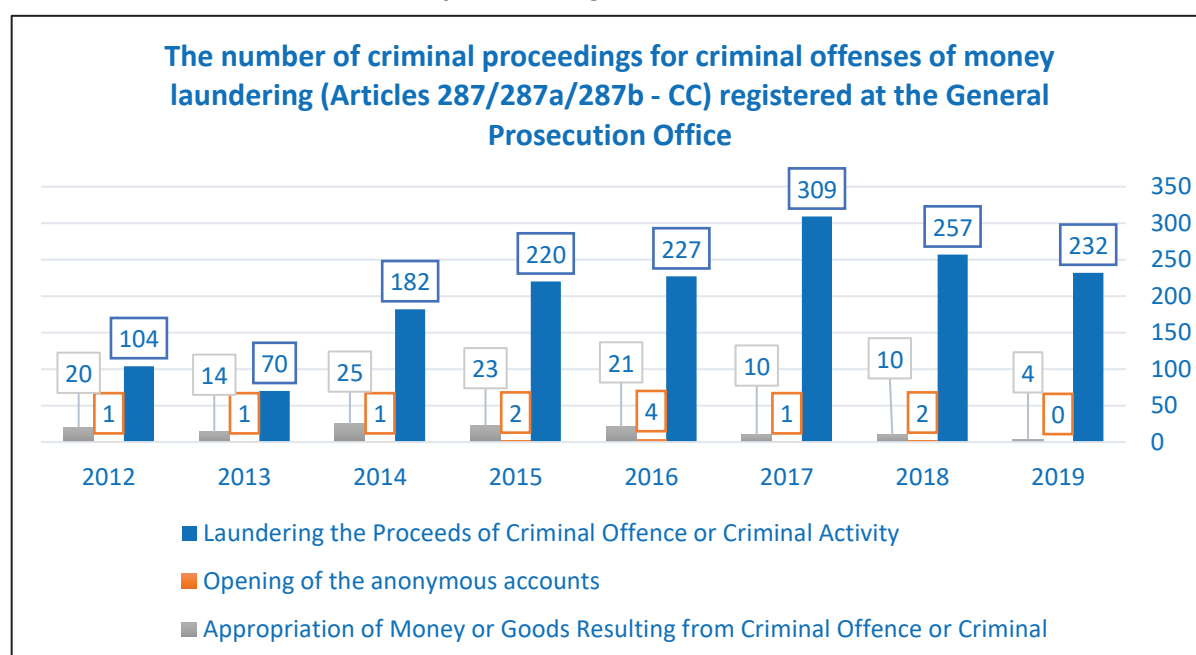
1. Article 287 CC – Laundering the Proceeds of Criminal Offence or Criminal Activity
2. Article 287/a CC – Opening of the anonymous accounts
3. Article 287/b CC - Appropriation of Money or Goods Resulting from Criminal Offence or Criminal

The graphic below shows the total number (aggregated) of the three criminal offenses as presented in the annual reports of the General Prosecution Office, which is used to assess the progress of the performance indicator F/I. The target value foreseen in the performance indicator of an increase of the number of criminal proceedings for money laundering by 10% in 2016 is achieved.



Graph 23. Number of criminal proceedings for criminal offenses of money laundering Source: General Prosecution Office, Annual Reports 2012-2019

At the same time, in the graphic below are represented separately the number of the three criminal offenses related to money laundering as described above.



Graph 24. Number of criminal proceedings for criminal offenses of money laundering. Source: General Prosecution Office, Annual Reports 2012-2019

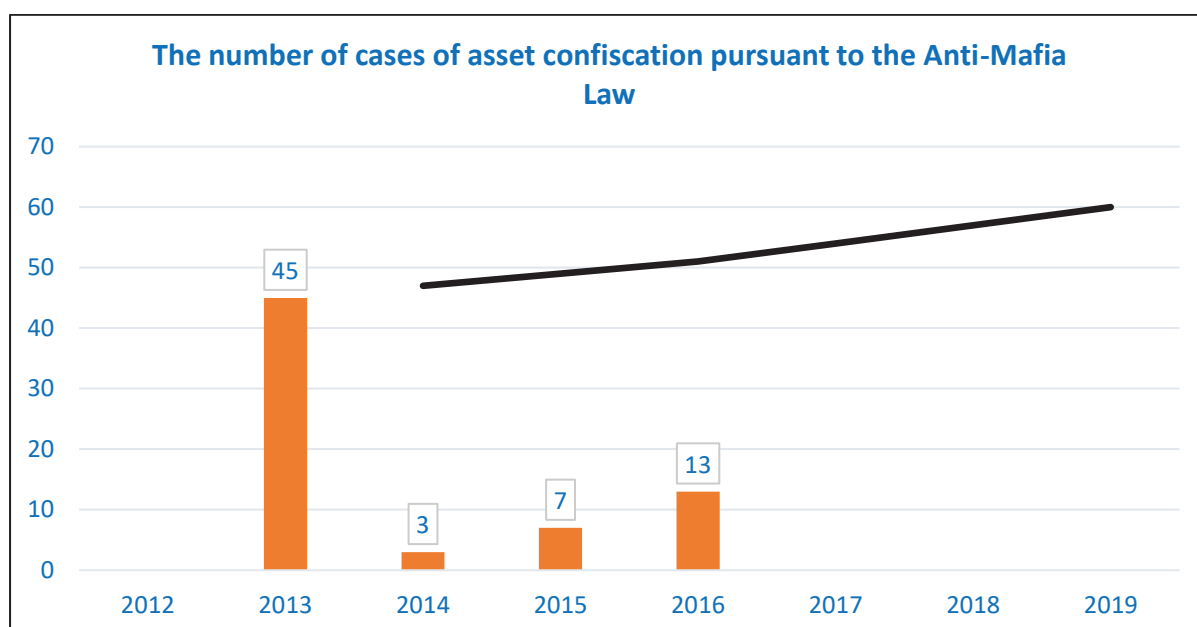
Performance Indicator F/2: Increasing the number of cases and the value of confiscated assets for money laundering at 5% each year;

The baseline year to assess the progress of the performance indicator F/2 is considered the year 2013.

Considering that the number of cases and value of confiscated assets is executed pursuant to the Anti-Mafia Law⁷⁵ and the Criminal Code (Article 287 - Laundering the Proceeds of Criminal Offence or Criminal Activity), the data shown in the graphics below represent the number of cases and the values of confiscated assets based on these two regimes.

The Agency for the Administration of Seized and Confiscated Assets (AASCA) is the responsible institution to administer seized and confiscated assets under the Law on prevention and striking at organized crime and trafficking through preventive measures against assets (Anti-Mafia Law).

The official website of the AASCA⁷⁶ is not functional making impossible to access the annual reports of the institution. Consequently, the data presented below regarding the number of cases and value of confiscated assets for money laundering are referred to the “Anti-money laundering and counter-terrorist financing measures” Albania, Fifth Round Mutual Evaluation Report, July 2018.⁷⁷

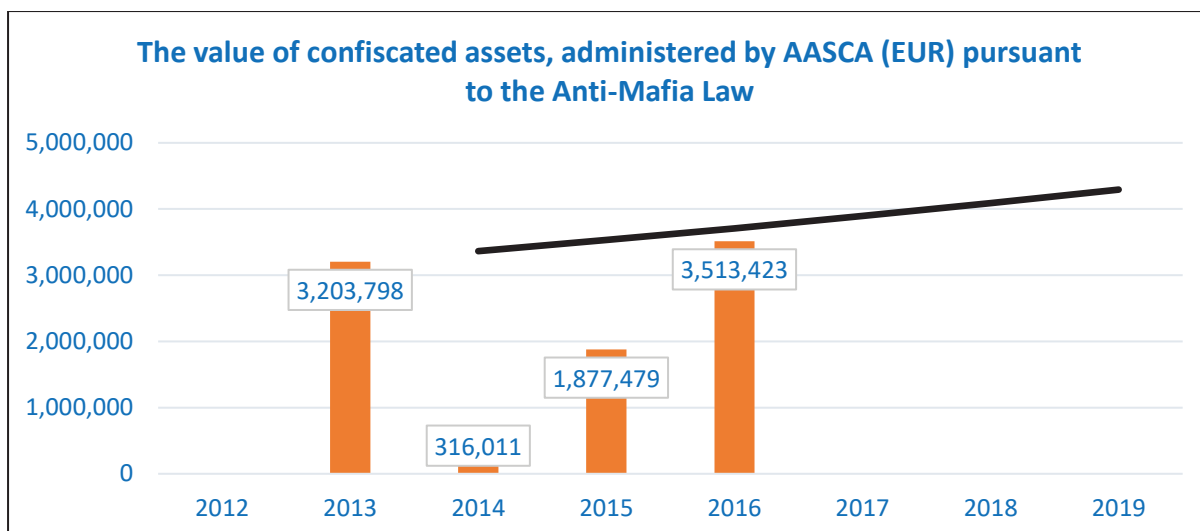


Graph 25. Number of cases of asset confiscation pursuant to the Anti-Mafia Law Source: “Anti-money laundering and counter-terrorist financing measures” Albania, Fifth Round Mutual Evaluation Report, July 2018, pp. 72-73.

⁷⁵ Law No. 10192, dated 3.12.2009 “On preventing and striking at organized crime, trafficking, corruption and other crimes through preventive measures against assets” as amended by Law no. 24/2014, amended by Law no. 70/2017 and title amended by Law no.70/2017, article 1.

⁷⁶ <http://www.aapsk.gov.al/>

⁷⁷ “Anti-money laundering and counter-terrorist financing measures” Albania, Fifth Round Mutual Evaluation Report, July 2018. Last accessed on 25 March 2020: <http://www.fatf-gafi.org/media/fatf/documents/reports/mer-fsrb/MONEYVAL-MER-Albania-2018.pdf>



Graph 26. Value of confiscated assets pursuant to the Anti-Mafia Law Source: “Anti-money laundering and counter-terrorist financing measures” Albania, Fifth Round Mutual Evaluation Report, July 2018, pp. 72-73.

Regarding the data on the number and value of confiscated assets for money laundering pursuant to the Criminal Code, Article 287 (Laundering the Proceeds of Criminal Offence or Criminal Activity), it is difficult to make an assessment towards the progress of the performance indicator F/2.

In the annual reports of the General Prosecution Office data regarding the number of cases and values of the confiscated assets for money laundering are not represented. While, only in the Annual Report for the year 2017 of the First Instance Prosecution for Serious Crimes, are presented data on the cases and value of confiscated assets with court decision during the years 2011-2017 (first six months of 2017).

Nevertheless, the total amount of confiscated assets is an aggregated value in which are included also confiscated assets arising from other criminal activities. At the same time, despite the total amount confiscated, in some of the court decisions mentioned in this report, are not specified the criminal offenses pursuant to which is made the confiscation, making impossible to identify the confiscated value related with the money laundering offense.

Another concern, regarding data on the cases and the value of confiscated assets for money laundering, is that the abovementioned data for the upcoming year (2018) are not updated accordingly the previous year, missing to present the value of the confiscated assets for money laundering,⁷⁸ pursuant to the Criminal Code offense; despite this lack, during the first 9 months of 2017 several requests for confiscation are made by the First Instance Prosecution for Serious Crimes. In the official website of the institution of the General Prosecution Office are published only the reports of the First Instance Prosecution for Serious Crimes for the years 2016, 2017 and 2018.

The table below indicates the number of cases prosecuted and trialled on money laundering in the period from 2012 to 2017 and the value of confiscated assets.

⁷⁸ Annual Report of the year 2018 of the First Instance Prosecution for Serious Crimes presents only the number and the type of assets confiscated (apartments, land, vehicles), but not the value of these assets.

Year	No. of cases	Articles Criminal Code (CC)	Criminal proceedings	Total amount confiscated
2012	Case 1	287	Laundering the Proceeds of Criminal Offence or Criminal Activity	27.000.000 ALL
		283/a	Trafficking of narcotics	
		333/a	The structured criminal group	
	Case 2	287	Laundering the Proceeds of Criminal Offence or Criminal Activity	18.000 EUR
		283/a	Trafficking of narcotics	
		333/a	The structured criminal group	
	Case 3	287	Laundering the Proceeds of Criminal Offence or Criminal Activity	1.847.112 ALL
2013	Case 1	287	Laundering the Proceeds of Criminal Offence or Criminal Activity	45.000 EUR
		333/a	The structured criminal group	
	Case 2	283/b	Facilitation of drugs intake and use	13.209.745 ALL
		287	Laundering the Proceeds of Criminal Offence or Criminal Activity	
2014	Case 1	287	Laundering the Proceeds of Criminal Offence or Criminal Activity	427.000 EUR
	Case 2	283/a	Trafficking of narcotics	100.000 EUR
2015	Case 1	283	Production and sale of narcotics	154.601 EUR
		287	Laundering the Proceeds of Criminal Offence or Criminal Activity	
2016	Case 1	287	Laundering the Proceeds of Criminal Offence or Criminal Activity	3.769.000 ALL
	Case 2	287	Laundering the Proceeds of Criminal Offence or Criminal Activity	846.703 EUR
	Case 3	287	Laundering the Proceeds of Criminal Offence or Criminal Activity	3.190.523 USD, 451.303 EUR, 35.613 ALL
	Case 4	287	Laundering the Proceeds of Criminal Offence or Criminal Activity	14.355.569 ALL
	Case 5 (decision not final)	283/a	Trafficking of narcotics	33.000.000 ALL
	Case 6	283	Production and sale of narcotics	25.162.500 ALL
		287	Laundering the Proceeds of Criminal Offence or Criminal Activity	
	Case 7	287	Laundering the Proceeds of Criminal Offence or Criminal Activity	938.844 USD, 18.231.259 ALL, 19.348 EUR
2017 (January-June)	Case 1 (decision not final)	283/a	Trafficking of narcotics	200.000.000 ALL
		287	Laundering the Proceeds of Criminal Offence or Criminal Activity	
	Case 2 (decision not final)	283/a	Trafficking of narcotics	1.100.000 EUR
		287	Laundering the Proceeds of Criminal Offence or Criminal Activity	
	Case 3	283/a	Trafficking of narcotics	1.600.000 ALL
	Case 4	N/A	N/A	13.314.666 ALL
	Case 5 (decision dismissed)	N/A	N/A	1 000 000 ALL
	Case 6	N/A	N/A	33.375.561 ALL
	Case 7	N/A	N/A	Value not applied in the report

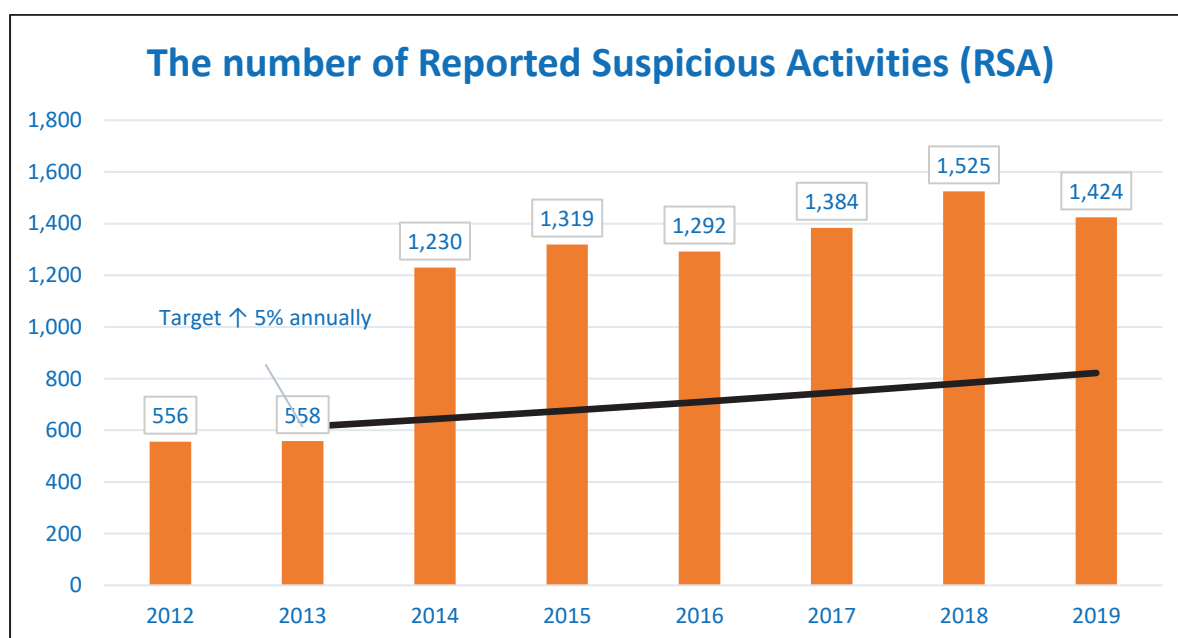
Source: General Prosecution Office, Annual Report of the year 2017 of the First Instance Prosecution for Serious Crimes, pp. 39-42

Performance Indicator F/3: Increase of 5% of reported suspicious activities performed by subjects to the law (on money laundering);

The performance indicator does not foresee the target time of this increase and the baseline year. As it was previously explained and used for other indicators as well, the baseline year of this performance indicator is considered the year 2012 and the increase is calculated on an annual basis.

The respective data on the number of Reported Suspicious Activities (RSA) are presented in the annual reports of the General Directorate for the Prevention of Money Laundering (GDPML). The graphic below presents the aggregated number of the RSAs reported by the subjects of the law.

A detailed data on the number of the Reported Suspicious Activities of each of the subjects of the law is presented in the graphic titled “The number of Reported Suspicious Activities (RSA) performed by subjects to the law”.

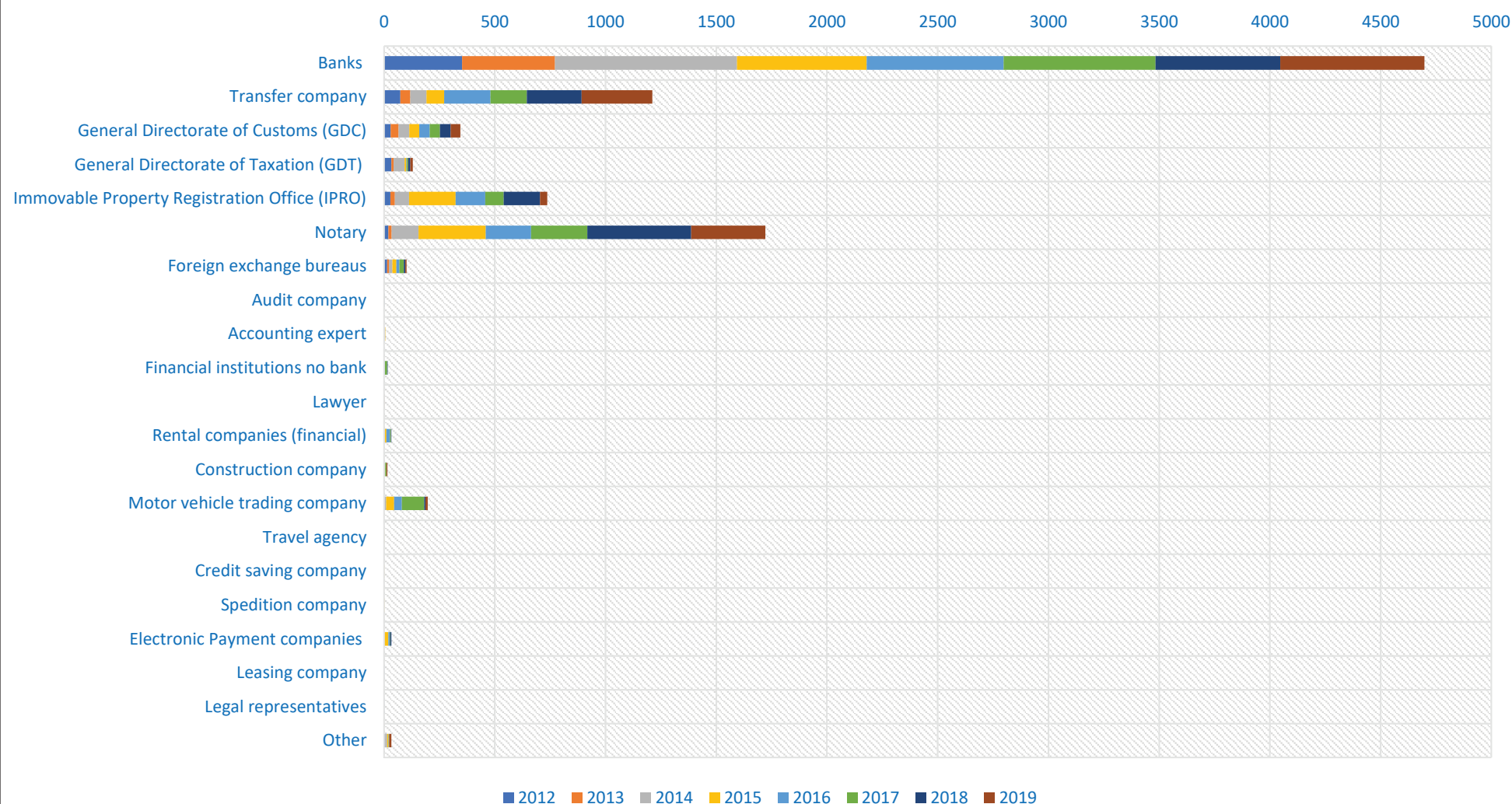


Graph 27. Number of Reported Suspicious Activities. Source: General Directorate for the Prevention of Money Laundering (GDPML), Annual Reports 2012-2019

Performance Indicator F/4: The number of joint trainings will increase by 5% in 2020, compared to 2012;

In the annual reports of the General Directorate for the Prevention of Money Laundering (GDPML) are presented data regarding the number of employees trained and the number of training activities. The annual reports of the GDPML describe also the number of trained persons according to the subjects of the law. However, no structured disaggregated data or information is presented regarding the joint trainings.

The number of Reported Suspicious Activities (RSA) performed by subjects to the law



Graph 28. Number of Reported Suspicious Activities (RSA) performed by subjects to the law. Source: General Directorate for the Prevention of Money Laundering (GDPML), Annual Reports 2012-2019

Table for Strategic Objective F: Monitoring the KPIs results and progress

Strategic Objective (SO)	Performance Indicators (PI)	Baseline Year	Time Target	Numerical progress						Status of action (Achieved Yes-No)	
		Value of Baseline Year	Numerical Target							Yes	No
F: Prevention and combat of money laundering through increasing indicators of war against it	1. The number of criminal proceedings for criminal offenses of money laundering will increase by 10% in 2016.	2012	2016	2016							
		124 criminal proceedings	↑ 10%	252 criminal proceedings						√	
	2. Increasing the number of cases and the value of confiscated assets for money laundering at 5% each year.	2012	Annually	2013	2014	2015	2016	2017	2018		
			↑ 5%								
	3. Increase of 5% of reported suspicious activities performed by subjects to the law (on money laundering).	2012	Time target – N/A	2013	2014	2015	2016	2017	2018		X
		556 RSA	↑ 5%	558	1230	1319	1292	1384	1525		
	4. The number of joint trainings will increase by 5% in 2020, compared to 2012.	2012	2020	Ongoing							
			↑ 5%								

Assessment of Achievement of Objectives

The table presents an assessment of the achieve of the objective based on reports issued by the Committee of Experts on the Evaluation of Anti-Money Laundering Measures (Moneyval) and the European Commission and data from Albanian institutions involved in the implementation process.

F: Prevention and combat of money laundering through increasing indicators of war against it.

References: **MONEYVAL (2018) / EU Commission Reports**

Specific Objectives (SO) and Sub-objectives (SSO)	Responsible Institutions to achieve the Strategy' objectives	Issues identified on SO & SSO from EC Reports			Performance Indicator (PI) progress	Issues identified on PI from EC Reports		Recommendations Moneyval Report	Recommendations EC Reports 2018 & 2019
		Moneyval 2019	EC report 2018	EC Report 2019		EC report 2018	EC Report 2019		
I. Preventing and prosecuting money laundering and increasing the indicators for the fight against it.		The authorities are aware of the risks from corruption but the law enforcement focus to target corruption-related ML has been very limited.		The main money laundering methods are illegal gambling establishments, exploitation of exchange houses, and cross-border transportation of currency.	I. The number of criminal proceedings for criminal offenses of money laundering will increase by 10% in 2016.	The Prosecutor's Office registered 220 investigations into money laundering in 2015, 227 in 2016, and 309 in 2017. Despite the increasing trend, the number of convictions for money laundering at first instance level remains low (three in 2015, eight in 2016 and	In 2017, 309 cases on money laundering were referred to prosecutors, against 257 in 2018. The number of convictions for money laundering at appeal level remains low (2 in 2017 and 10 in 2018).	-Pursue more indictments in ML cases involving foreign proceeds, making better use of circumstantial evidence concerning the predicate crimes committed abroad if such evidence is available. -Ensure adequate measures to initiate financial investigations in a systematic manner in all proceedings involving assets derived from organized and other sorts of serious crimes within the scope of the Anti-Mafia Law.	More efforts are needed to tackle money laundering, criminal assets and unjustified wealth. In the coming year, Albania should in particular: In the coming year, Albania should in particular: -develop a strategic approach towards financial investigations, including by (i) adopting the FATF concept on financial investigations; (ii) automatically implement financial investigations
		-ML investigations result rarely in indictments and the ratio has been declining. -ML proceedings connected to significant proceeds-generating offences are mostly suspended		The Moneyval report published in December highlighted a number of deficiencies in the Albanian system for tackling money-laundering and terrorist financing. The government adopted an action plan in September to address these recommendations ; its					

		and/or dismissed by the prosecution. - The range of predicate offences for ML is roughly in line with the overall country's threats and risk profile, but the number and character of ML cases is not consistent with the size and significance of the underlying proceeds-generating criminality.		implementation has been so far in line with the planned deadlines.		only two in 2017). Only 15 people have been finally convicted for money laundering in the past four years.		- Ensure that adequate efforts are made to identify criminal proceeds located abroad and take appropriate actions for their confiscation. - Review the reasons behind the low performance of the prosecution in ML investigations and address the shortcomings identified in the NRA in relation to deficiencies in the investigative process.	when dealing with organized crime, terrorism, money laundering and serious corruption cases; (iii) start financial investigations from the very start of the criminal investigation; and (iv) apply a multidisciplinary and proactive approach to financial investigations;
I.1 Increase in the number of cases of preliminary investigations and cases under investigation of money laundering;	General Directorate of State Police (GDSP) www.asp.gov.al	- Authorities demonstrated that parallel investigations are systematically applied in ML cases and in other criminal proceedings but the performance of the regime has until		The witness protection programme within the ASP has worked satisfactorily. In 2018, it implemented 17 witness protection programmes. Proactively fighting organized crime and corruption remains fundamental to countering criminal infiltration of the political, legal and economic systems.				- Ensure adequate supervisory arrangements and sufficient resources to apply a targeted risk – based supervision of the NPOs at higher risk for TF abuse. Provide guidance to NPOs regarding applied CFT measures and identified trends.	- Albania has been placed under enhanced follow-up, and should implement without delay the recommendations of the Moneyval report to avoid a possible. ((EC)'grey-listing' by the Financial Action Task Force in February 2020. (EC Report 2019)
I.2 Increase in cases and value of sequestrated assets confiscated due to criminal offenses of	General Directorate of State Police (GDSP) www.asp.gov.al			Some progress was made on seizures of criminal assets. It is crucial that seizures are followed by final decisions on confiscation.	2. Increasing the number of cases and the value of seized assets for money laundering at 5% each year.	The number and value of asset confiscations in criminal proceedings are limited.	The number of suspicious transaction reports the Unit collected in 2017 increased	The number of suspicious transaction reports the FIU collected for the period	
					3. Increase of 5% of reported suspicious activities performed by subjects to the law	The number of suspicious transaction reports the Unit collected in 2017 increased			

money laundering;		<p>recently been deficient.</p> <ul style="list-style-type: none"> - The statistics available on the number and values of seized and confiscated assets do not seem to commensurate with the level of the criminality in the country. - In practice, a non-conviction confiscation regime based on the Anti-Mafia Law is more widely used rather than criminal confiscation regime, which is mandatory and applies to all criminal offences. - The general legal mechanism for executing foreign MLA requests is very complex and involves 	In fact, the non-conviction-based confiscation regime under the anti-mafia law is more widely used than the criminal confiscation regime pursuant to Article 36 of the Criminal Code, which is mandatory and applies to all criminal offences.	(on money laundering.	<p>to 1 384 from 1 292 in 2016. In 2017, the Unit shared 401 of these reports with the General Directorate of Polices and the Prosecutor's Office, almost at the similar level of 411 in 2016. In 2016, law enforcement structures seized approximately EUR 47.6 million in bank accounts and properties related to money-laundering offences and additional EUR 38.8 million were seized</p>	<p>January 2018-February 2019 increased to 1,659 compared to 1,384 for 2017. The FIU referred 396 cases to law enforcement authorities .</p>		
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		<p>too many authorities, which might be a major delaying factor.</p> <p>- There is no systemic prioritisation of incoming MLA requests and the case management system is not in place in all authorities involved in MLA.</p>				<p>in 2017. The number of appeal court convictions on charges of money-laundering offences increased to 4 in 2017 from only 2 in 2016.</p>			
<p>I.3 Developing and strengthening the professional capacity of money laundering investigation structures;</p>	<p>General Directorate of State Police (GDSP) www.asp.gov.al</p> <p>General Prosecutor Office: www.pp.gov.al</p> <p>GDMPL www.fint.gov.al</p> <p>General Directorate of Customs www.dogana.gov.al</p> <p>General Directorate of Taxation www.tatime.gov.al</p> <p>Ministry of Justice</p>						<ul style="list-style-type: none"> - Enhance the analysis of ML and TF risks to implement appropriate mitigation measures. - Ensure coordinated policies at the national level to tackle the more complex, urgent ML/TF risks which are not sufficiently addressed through the existing strategies. - Ensure the implementation of high standards by supervisory authorities in licensing or other controls to 		

	www.drejtesia.gov.al							prevent criminal infiltration of FIs and DNFBPs.	
I.4 Increase the efficiency of the money laundering prevention system	Ministry of Finance www.financa.gov.al GDMPL www.fint.gov.al								

2. Reducing physical money transactions through complex measures;		More specifically, the size and nature of the informal economy, including the extensive use of cash in the society, and wide-spread corruption present in Albania may lead to failure to identify and investigate major ML cases and may ultimately obfuscate the assessment of some of the ML threats present in the jurisdiction.						- Ensure that authorities performing cross-border cash control measures systematically take into consideration ML/TF suspicions regardless of whether the amount of cash is above the declaration threshold.	
2.1 Continuous monitoring of the implementation of field legislation by law entities as well as by the institutions involved;	Ministry of Justice www.drejtesia.gov.al Ministry of Finance www.financa.gov.al Ministry of Interior Affairs www.mb.gov.al General Directorate of State Police (GDSP) www.asp.gov.al								
		No discernible efforts have been made to analyze the impacts of these threats on ML risks (e.g. how much ML occurs in the informal economy or how corrupt practices				NO linked PI		- Take legislative steps to simplify the existing legal framework for executing MLA requests and introduce a case management system which also allows for the systemic prioritisation of MLA cases for all authorities involved. Encourage direct cooperation between counterpart judicial authorities.	

		distorts the identification of criminal proceeds and instrumentalities).							
3. Increase the training capacities of money laundering investigation structures;		The GDPML and BoA have coordinated ML/TF trainings with banks and NBFIs. This has helped to raise their awareness of risks and implementation of mitigating measures. The notary sector also clearly demonstrates the positive impact that outreach by the supervisors (GDPML and MoJ) and the professional body have had on the raising ML/TF risk awareness and level of compliance. Other DNFBPs,						- Conduct regularly awareness-raising trainings to the REs in relation to implementation of TFS, especially for NBFIs and DNFBPs.	
3.1 Drafting and implementation of joint inter-institutional training programs;	Ministry of Interior Affairs www.mb.gov.al General Directorate of State Police (GDSP) www.asp.gov.al Ministry of Finance www.financa.gov.al GDMPL www.fint.gov.al General Directorate of Customs www.dogana.gov.al General Prosecutor Office: www.pp.gov.al		The Albanian Financial Intelligence Unit (FIU) increased its staff by 11 employees in 2017.	The General Directorate for the Prevention of Money Laundering (the Albanian Financial Intelligence Unit or FIU) is now fully staffed with 39 staff.	4. The number of joint trainings will increase by 5% in 2020, compared to 2012.				

		including the gaming sector, accountants, and lawyers which are considered high risk for ML/TF, have not received sufficient training and guidance regarding ML/TF risks and AML/CFT obligations. However, there are some technical deficiencies, which may hamper effectiveness of Albania's compliance with targeted financial sanctions (TFS).							
4. Adopt domestic legislation with relevant FATF, EU, CoE recommendations;			Some progress was made through amendments in May 2017 to the Law on the Preventio	Albania has a robust legal framework for confiscation of criminal proceeds. Some legal amendments on unjustified wealth	NO linked PI			- Establish a comprehensive legal and institutional framework, and consider developing and providing guidance on the implementation	- Albania should address Moneyval's recommendations by September 2019. The Committee for Coordination on the Fight against Money
4.1 Periodic review of the effectiveness and efficiency of the domestic	General Prosecutor Office: www.pp.gov.al								

system for combating money laundering and terrorist financing.	<p>Ministry of Justice www.drejtesia.gov.al</p> <p>Ministry of Interior Affairs www.mb.gov.al</p> <p>General Directorate of State Police (GDSP) www.asp.gov.al</p> <p>Ministry of Finance www.financa.gov.al</p> <p>GDMPL www.fint.gov.al</p>		<p>n of Money Laundering and Financing of Terrorism and an amendment to the Bank of Albania regulation on the same subject.</p> <p>have not yet been adopted. These include the introduction of the concept of extended confiscation and of legal financial ceilings in cash transactions; the admissibility of suspicious transactions reports as evidence in court; and the establishment of a central registry of bank accounts.</p> <p>The mutual evaluation report of Albania discussed at Moneyval in July triggered Albania's referral to the International Cooperation Review Group. This development puts Albania at risk of being listed by the Financial Action Task Force of February 2020 among the jurisdictions with</p>				<p>of the TFS regarding the relevant UNSCRs on PF.</p>	<p>Laundering, chaired by the Prime Minister, adopted an Action Plan in September 2018, which attributed responsibilities to all relevant ministries and services.</p>
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				<p>strategic deficiencies in their regime of anti-money laundering/countering terrorist financing.</p> <p>Albania is working on amending three legal acts related to the National Business Centre; assets' confiscation; and tax procedures. The National Business Centre is working on an assessment of best practices on establishment of beneficial ownership register.</p>						
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6.7 Strategic Objective G: Weakening the financing of criminal networks and terrorism through targeting, sequestration and confiscation of assets obtained from criminal activity

Specific Objectives - 4 (SO) Sub objectives -10	Performance Indicators – 7 (PI)
<p>1. Review of the legislation and sub-legal acts regarding the detection, seizure, and confiscation of criminal assets</p> <p>1.1 Initiating amendments to Law No. 10192, dated 03.12.2009 "On the Prevention and Fighting of Organized Crime and Trafficking through Anti-Money Laundering Measures", that are aimed at increasing the range of criminal offenses and facilitating procedures for investigating the proceeds deriving from criminal activities.</p> <p>1.2. Review of other sub-legal acts that improve the government activities related to the identification, seizure, confiscation and management of these assets.</p> <p>2. Increase and strengthen professional capacities in investigating criminal assets.</p> <p>2.1. Development of joint training activities with other institutions that carry obligations from law no. 10192 (antimafia law).</p> <p>2.2. Conduct meetings and periodic analyzes in order to improve investigative activity and increase efficiency in law enforcement.</p> <p>2.3. Exchange of experience and strengthening of cooperation with partners.</p> <p>3. Increase in the number of investigations on assets accompanied by an increase in the number of assets seized and confiscated.</p> <p>3.1 Increase of cooperation with prosecution offices of judicial districts and police structures that investigate criminal offenses related to the scope of the Anti-Mafia law.</p> <p>3.2 Enhance the quality of investigations on assets through increased monitoring and analysis between the State Police structures and the Serious Crimes Prosecution Office.</p> <p>3.3 Increased number of sequestered and confiscated assets.</p> <p>4. Increase and further strengthen international cooperation.</p> <p>4.1. Increase the exchange of information.</p> <p>4.2. Development of joint training and operational activities.</p> <p>4.3. Exchange of best experiences/practices, etc.</p>	<p>1. Increasing the number of assets investigations by 10% by 2016.</p> <p>2. Improvement of the legal provisions on the establishment of a Special Fund for the Compensation of Victims of Crime, in particular victims of trafficking.</p>

Main Findings and Recommendations

Formulation

- Strategic objective G is composed of four specific objectives and two performance indicators. Specific objectives 1, 2, 3, 4 and both performance indicators are generally phrased as having a preventive scope;
- Not all the performance indicators of the strategic objective G are related to the relevant specific objectives.

Coherence with Actions Plans

- All specific objectives are followed up in Action Plan 2013-2016;
- Specific objective 1 is not followed up in Action Plan 2019-2020;

- Specific objectives 2, 3 and 4 are followed up in the latter;
- All outcomes under the specific objectives of the Strategy are followed up in Action Plan 2013-2016, except outcome 2.3;
- Only 6 outcomes (under the specific objectives of the Strategy) out of 11 ones are followed up in Action Plan 2019-2020;
- Performance indicator 1 is followed up in both Action Plans but with a different target value;
- Performance indicator 2 is followed up only to Action Plan 2013-2016;
- Since the Action Plan for 2017-2018 was not approved, there are no baseline data for these years. This leads to the incoherence of data.

Coherence with other documents

- All specific objectives of the Strategy are replicated in Priority 4 of the Roadmap on Key Priorities, as a full package (5.1-5.4);
- Some outcomes of specific objective 1 are replicated in the Inter-sectorial Strategy against Corruption 2015-2020 (B.3.1/B.3.2);
- Specific objective 4 of the Strategy is replicated in the Public Order Strategy 2015-2020 and its Action Plan for 2015-2017 (5.2);
- None of the Performance Indicators have been replicated in any of the aforementioned documents.

Performance Indicators

- No publicly available full data could be found to assess the progress of performance indicator 1;
- Very limited data to assess the first performance indicator is gathered from Annual Reports of Prosecution Office 2011-2018;
- Data to assess the second performance indicator is gathered from the Official Gazette year 2017, no.113⁷⁹;

Recommendations

- It is very important to refer to annual national and international monitoring reports because they have become necessary tools to measure the country's deficiencies and progress, stimulate debate on reforms and advocate for policies or actions necessary to meet specific international standards.
- The lack of monitoring the Action Plans leads to the inability to establish a comparative database over the years, which also leads to the inability to evaluate the effectiveness of drafting the Action Plan itself. The implementation of Action Plans needs continuous monitoring and the feasibility in (%) of the measures should be evidenced at frequent intervals.

⁷⁹ <http://www.infocip.org/al/wp-content/uploads/2017/05/fletore-zyrtare-113-2017.pdf>

Strategic objective G is composed by 4 specific objectives and 2 performance indicators. Specific objectives 1, 2, 3, 4 and both performance indicators are generally phrased as having a preventive scope;

All outcomes under the SOs of the Strategy are followed up in AP 2013-2016, except outcome 2.3.

Outcomes 2.1, 2.2, 3.2, 3.3, 4.1 and 4.1, under the SOs of the Strategy, are followed up in AP 2019-2020.

Outcomes 1.1, 1.2, 2.3, 3.1 and 4.3 under the SOs of the Strategy are not followed up in AP 2019-2020.

PI I is followed up in the output G.3.I of the AP 2013-2016 and in the output G.2.I of the AP 2019-2020 but with a different target value.⁸⁰

PI 2 is followed up in the output G.I.1 of the AP 2013-2016. It is not followed up in any output of AP 2019-2020.

Coherence with Other Strategic Documents

The Specific Objectives foreseen in the Strategy are replicated also in other strategic documents and national plans drafted to be implemented in the areas of corruption and

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organized crime. All SOs of the Strategy are replicated in the outputs 5 of Priority 4 of the Roadmap on Key Priorities, as a full package.

SO 1 outcome 1.1 and 1.2 are replicated in the objectives B.3.1 and B.3.2 of the Inter-sectorial Strategy against Corruption 2015-2020. The latter is divided into 3 different approaches with 18 objectives in total.

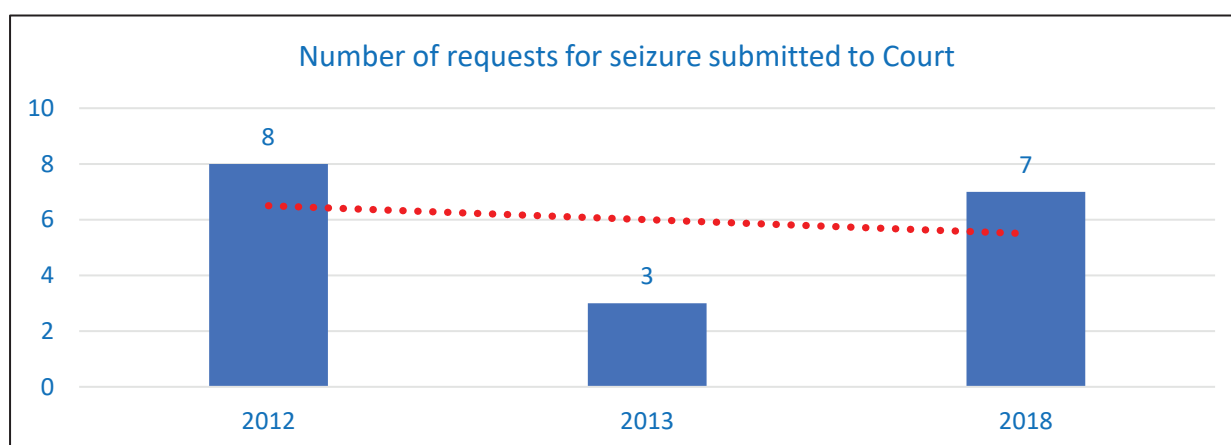
SO 4 of the Strategy is replicated in the objective 5.2 of the Public Order Strategy 2015-2020 and its Action Plan for 2015-2017. The Public Order Strategy consists of 5 priorities and 13 objectives.

	Replicated SO						
	Replicated objective						
	Replicated outcome						
ISCOC 2013-2020	Inter-sectorial Strategy against Corruption 2015-2020.		Public Order Strategy 2015-2020		Roadmap of 5 priorities		
Specific Objectives (SO)	Approach	Objectives	Priority	Objective	Priority	Action Plan for 5 priorities (2017) Outcomes	
SO 1	A	11	1	4	1		
SO 2	B	4 (SO 1-B.3.1/B.3.2)	2	3	2		
SO 3	C	3	3	2	3		
SO 4			4	2	4	5.1-5.4	
			5	2 (SO 4-5.2)	5		

Monitoring of Achievement of Performance Indicators

Performance Indicator G/I Increasing the number of assets investigations by 10% by 2016.

For 2011 the gathered data refers to 55 cases in total, for which the assets proceeding has been initiated. For 2012, 2013 and 2018 the gathered data refers only to submitted requests to Court for seizure and confiscation of assets.

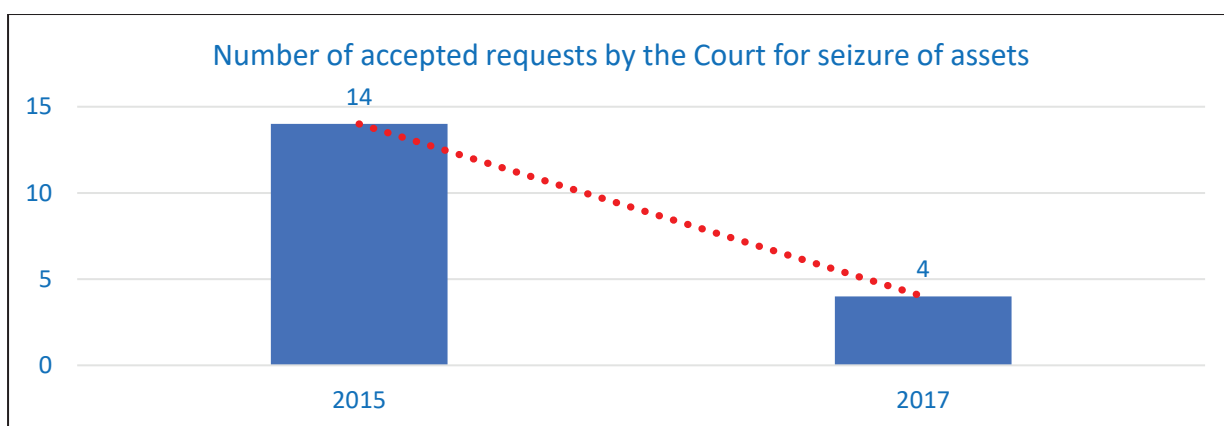


Graph 29. Number of requests for seizure submitted to Court

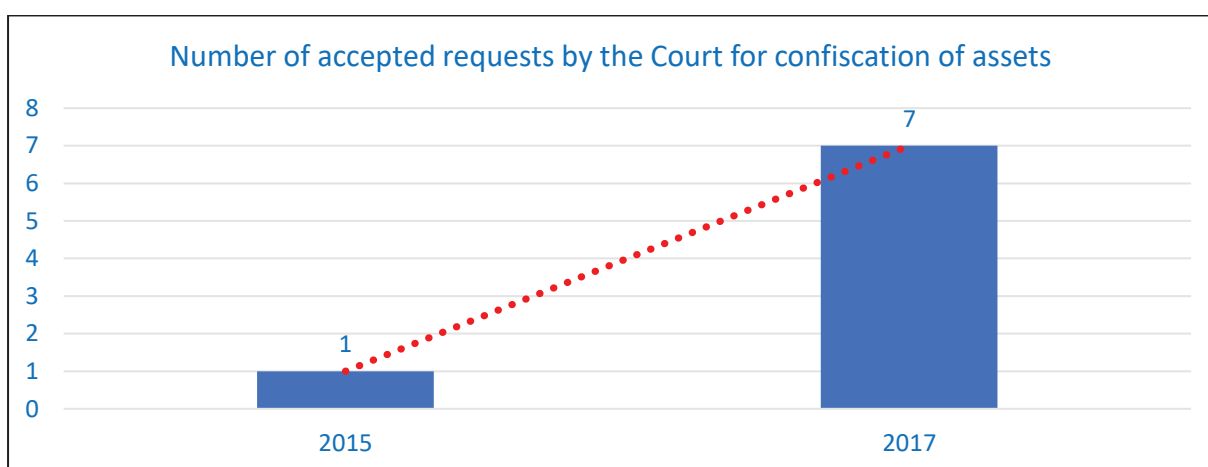


Graph 30. Number of requests for confiscation submitted to Court

For 2015 and 2017 there are very few data, referring only to accepted requests for seizure and confiscation of assets from the Court.

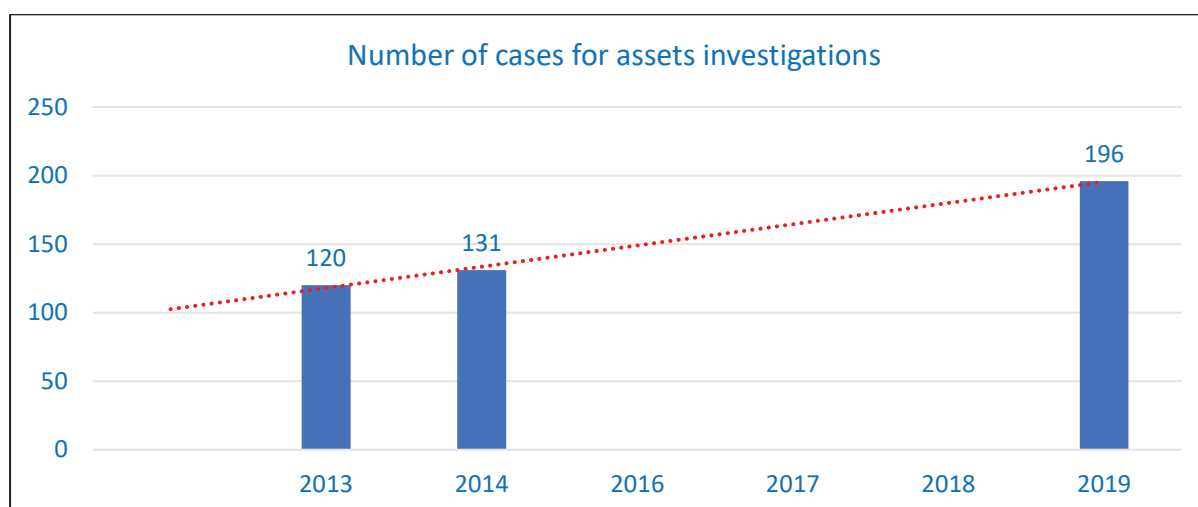


Graph 31. Number of accepted requests by the Court for seizure of assets



Graph 31. Number of accepted requests by the Court for confiscation of assets

2013, and 2014 and 2019 are the only indicative years with data showing the tracking of asset investigations.



Graph 33. Number of cases for assets investigations

For the year 2016 there are no gathered data.

In these circumstances, based on the aforementioned data gathered on Annual Reports of Prosecution Office 2011-2018, it is impossible to track the number of assets investigation. The publicly available data are not enough to assess the progress of this performance indicator.

Performance Indicator G/2 *Improvement of the legal provisions on the establishment of a Special Fund for the Compensation of Victims of Crime, in particular victims of trafficking.*

Based on Law no. 70 dated 27.4.2017 'On some amendments and additions to law no.10192, dated 3.12.2009, "On prevention and fighting of organized crime, trafficking, corruption and other crimes through preventive measures against assets", the legal provision has been improved. A new point has been added to article 37, as follows:

The special fund for the prevention of crime serves for:

ç) indemnification of victims of organized crime and trafficking to the extent determined by judicial decision.

The amendment clearly demonstrates the fulfilment of the first outcome and output of Action Plan 2013-2016, which is also reflected in its replacement in the Action Plan 2019-2020 with a new specific objective, that of strengthening measures to control cash and valuables.

This Performance Indicator can be considered as successfully achieved.

Assessment of Achievement of Objectives

The table below refers to the European Commission progress reports to trace the achievement of this strategic objective on sequestrations, confiscations and money laundering.

The EC Reports note that in 2017 Albania adopted amendments to the Anti-Mafia Law and the Criminal Procedure Code to ensure effectiveness in criminal investigations. The amendments relate to the extension of criminal investigations from three to six months, admissibility of evidence, the introduction of the principle of free evidence and the concept of

preliminary investigation judge, witness protection and controlled deliveries, where police secretly monitor deliveries of illegal goods. Albania has a robust legal framework for the confiscation of criminal proceeds. Other legal amendments on unjustified wealth need to be adopted. The Albanian government is appraised in making a concerted effort to improve the law enforcement capacity to tackle organized crime and improving law enforcement and security institutions through legal and institutional reforms. In 2018 there was made some progress on confiscating criminal assets, relating mostly to preventive seizures. But in 2019 the number and value of asset confiscations in criminal proceedings remain limited. In 2018 Albania remains a reactive rather than a proactive partner in international police cooperation. In 2019 Albania has taken further steps to strengthen international police cooperation with EU law enforcement agencies and the Member States. The reinforced international law enforcement cooperation led to several large operations.

The Reports came out with some recommendations:

- Albania should focus on adopting and implementing rules on extended confiscation and precautionary freezing of assets;
- Albania should establish or designate a specialised structure (asset recovery office) in line with the EU acquis that is in charge of the identification and tracking of criminal assets;
- Law enforcement structures should be given specific training in financial investigation techniques to improve their capacity to tackle unjustified wealth;
- Confiscation of criminal assets should become a strategic priority in Albania's fight against organized crime and terrorism;
- Ensure that the relevant authorities are more systematic in temporarily freezing assets that risk disappearing if no action is taken;
- Albania should develop the systematic use of parallel financial investigations when dealing with organized crime, illicit trafficking, terrorism, and money laundering;
- Albania should become more proactive in international police cooperation and make more use of Europol's strategic intelligence products;

Albania's law enforcement authorities should make use of regional initiatives.

Strategic Objective G: Weakening the financing of criminal networks and terrorism through targeting, sequestration and confiscation of assets obtained from criminal activity

References: EU Commission Reports

Specific Objectives (SO)	Responsible Institutions to achieve the Strategy' objectives		Issues identified on SO from EC Reports		Performance Indicator (PI) progress	Issues identified on PI from EC Reports		Recommendations EC Reports 2018 & 2019
	Responsible Institutions	Source of Information	EC report 2018	EC Report 2019		EC report 2018	EC Report 2019	
I. Review of the legislation and sub-legal acts regarding the detection, seizure, and confiscation of criminal assets	Ministry of Interior Ministry of Justice Ministry of Finance General Prosecution Office	www.mb.gov.al www.drejtesia.gov.al www.financa.gov.al www.pp.gov.al	In March and April 2017 Albania adopted amendments to the Anti-Mafia Law and the Criminal Procedure Code to ensure effectiveness in criminal investigations. The amendments relate to the extension of criminal investigations from three to six months, admissibility of evidence, the introduction of the principle of free evidence and the concept of preliminary investigation judge, witness protection and controlled deliveries, where	Albania has a robust legal framework for confiscation of criminal proceeds. Some legal amendments on unjustified wealth has not yet been adopted.	NO linked PI			Albania should intensify the fight against money laundering through the more effective use of criminal intelligence, identification, tracing, freezing and confiscation of crime proceeds; make reports of suspicious transactions admissible as evidence in court; introduce the concepts of extended confiscation and financial ceiling in cash transactions; and strengthen the capacity of law enforcement

			<p>police secretly monitor deliveries of illegal goods.</p> <p>Albania should, however, focus on adopting and implementing rules on confiscating assets which are not directly linked to a specific crime but which clearly result from similar criminal activities committed by the convicted person (extended confiscation); and ensure that the relevant authorities are more systematic in temporarily freezing assets that risk disappearing if no action is taken, subject to confirmation by a court as soon as possible (precautionary freezing).</p>				<p>authorities to deal with tax fraud and tax evasion.</p> <p>Albania should focus on adopting and implementing rules on extended confiscation and precautionary freezing of assets.</p>
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2. Increase and strengthen professional capacities in investigating criminal assets.	Ministry of Interior General Directorate of State Police (GDSP) Ministry for Europe and Foreign Affairs	www.mb.gov.al www.asp.gov.al www.punetejashtme.gov.al	The government is making a concerted effort to improve the law enforcement capacity to tackle organized crime and has improved the law enforcement and security institutions through legal and institutional reforms.	In domestic proceedings, there is no strategic or systemic approach to identify and confiscate criminal assets located abroad.	NO linked PI			Albania should establish or designate a specialised structure (asset recovery office) in line with the EU <i>acquis</i> that is in charge of the identification and tracking of criminal assets Law enforcement structures should be given specific training in financial investigation techniques to improve their capacity to tackle unjustified wealth.
3. Increase in the number of investigations on assets accompanied by an increase in the number of assets seized and confiscated.	General Directorate of State Police (GDSP) General Prosecution Office: Ministry of Finance	www.asp.gov.al Albania is praised for its achievements	Some progress was made on confiscating criminal assets, relating mostly to preventive seizures. Confiscation of criminal assets should become a strategic priority in Albania's fight against organized crime and terrorism.	The number and value of asset confiscations in criminal proceedings are limited.	NO linked PI			Albania should develop the systematic use of parallel financial investigations when dealing with organized crime, illicit trafficking, terrorism, and money laundering

		www.financa.gov.al					
4. Increase and further strengthen international cooperation	<p>General Directorate of State Police (GDSP)</p> <p>General Prosecution Office</p> <p>Agency for Administration of Seized and Confiscated of Assets</p>	<p>www.asp.gov.al</p> <p>www.pp.gov.al</p> <p>www.financa.gov.al/agjencia-e-administrimit-te-pasurive-te-sekuestruara-dhe-konfiskuara</p> <p>→ Cooperation Agreements; (http://www.pp.gov.al/web/Marreveshje_Bashkepunimi_656_1.php#.XIUepyFKgdU)</p>	<p>Albania remains a reactive rather than a proactive partner in international police cooperation.</p> <p>There have been positive developments in the cooperation with Interpol.</p>	<p>Albania has taken further steps to strengthen international police cooperation with EU law enforcement agencies and Member States. The reinforced international law enforcement cooperation led to several large operations.</p>	NO linked PI		<p>Albania's law enforcement should make use of regional initiatives, such as the Joint Operational Office in Vienna, serving as a regional operational platform for international investigations into migrant smuggling organized crime groups.</p> <p>Albania should become more proactive in international police cooperation and make more use of Europol's strategic intelligence products.</p>

6.8 Strategic Objective I: Strengthen measures to combat cross-border crime and illicit trafficking to increasing border security standards to the standards of EU countries.

Specific Objectives - 2 (SO) Sub objectives – 6 (SSO)	Performance Indicators – 2 (PI)
<p>1. Strengthen the measures for controlling and managing the state border to prevent cross-border crime and illegal trafficking with a view to raising security standards.</p> <p>1.1 Improving the management of the border crossing process to facilitate the legal migration and prevent illegal activity through the state border.</p> <p>1.2 Complete the harmonization of the legal framework with Schengen standards by 2018 for the 4 pillars of integrated border management.</p> <p>1.3 Preventing and reducing illegal immigration through the implementation of the measures and actions of the Integrated Border Management Action Plan and migration norms.</p> <p>1.4 Development of infrastructure and strengthening of the resource management system.</p> <p>2. Strengthen threat assessment capacities at the Border & Migration Police.</p> <p>2.1 Strengthen risk analysis and criminal intelligence at the Inter-Institutional Marine Operational Center (QNOD).</p> <p>2.2 Improving Policies and Procedures for the Functioning of the Inter-Institutional Marine Operational Center (QNOD).</p>	<p>1. Reduction of the time for processing citizens documents in the Border Crossing Points by up to 45 seconds.</p> <p>2. Complete the harmonization of the legal framework on Integrated Border Management with Schengen standards by 2018.</p>

Main Findings and Recommendations

Formulation:

- Strategic objective I is composed of two Specific Objectives and two Performance Indicators.
- Both Performance Indicators provide no baseline value or any yearly target values.
- There is no evident logical causality between both Performance Indicators and the scope of the related Specific Objectives, or any of the sub objectives.

Coherence with Actions Plans:

- Both Specific Objectives are followed up in the Action Plan 2013-2016 and the Action Plan 2019-2020.
- Both Performance Indicators are followed up in the Action Plan 2013-2016, and neither of them is followed up in the Action Plan 2019-2020.

Data availability

- There is a lack of publicly available, quantifiable data on the implementation of the Performance Indicator I.

Coherence with Other Strategic Documents

The Specific Objectives and their corresponding Sub objectives are replicated in several national documents which pertain to intersectional, international and inter-institutional strategies or laws pertaining to border defense, the increase of border security and curtailing illegal border crossings.

The Roadmap for the 5 Priorities Recommended by the EU Commission, the government is specifically instructed to implement the Intersectoral Strategy of Integrated Border Management.

In the Intersectoral Strategy of Integrated Border Management/Action Plan (2014-2020), we find a replication of all the Specific Objectives of the ISCOG 2013 with more detail being given to their specific implementation. It also specifies the need to implement several new laws on matters pertaining to border control and other related fields with the aim of fully integrating the legal framework of the Schengen Regulations. It is in accordance with these objectives that several of the laws mentioned in the section regarding Performance Indicator 2 have been passed.

In addition, the Public Order Strategy 2015-2020 also replicates such objectives by specifically setting out the objective of harmonizing border crossing laws, which is the same as Performance Indicator 2. Such an objective is accompanied with a performance indicator which plans an incremental harmonization of the legal framework from 85% (at the time of the passing of the Public Order Strategy), to 100% by 2020.⁸¹ In this particular element, the Public Order Strategy is in direct conflict with the ISCOG 2013, as the latter predicts the 100% implementation of Schengen harmonization by 2018. Many of the Specific Objectives of the Strategy of Integrated Border Management are repeated verbatim in the Public Order Strategy 2015-2020.

Through this analysis we can deduce that there is a general lack of coherence on the strategic level on the matters of border management. While it is understandable that the objectives pertaining to increasing border management capacity must be included in an Integrated Border Management Strategy, it makes no sense to repeat the same Performance Indicator in different Strategies while changing the year in which said indicator must finish being implemented (as per Public Order Strategy 2015-2020). From this inconsistency we can deduce that there is a lack of coherence on these strategies, contributing not only to a redundancy of strategies having the same objectives and indicators but also in having strategic documents that contradict each other on important matters of law.

				Replicated SO		
				Replicated PI		
				Replicated PI, target changed		
ISCOG 2013-2020				Public Order Strategy 2015-2020	Roadmap of 5 priorities	
Specific Objectives (SO)	Performance Indicators (PI)			Measurable performance indicators – MPI (Policing)	Planned measures/ activities (Priority 4)	Action Plan for 5 priorities (2017)
SO 1	PI 2			MPI 28		
SO 2						

⁸¹ Decision of the Council of Ministers (DCM) No. 702, dated 26.8.2015 "On Adoption of Public Order Strategy 2015-2020 and its Action Plan for 2015-2017": https://mb.gov.al/wp-content/uploads/2018/07/Strategjia_e_Rendit_Publik_2015%E2%80%932020_dhe_Plani_i_Veprimit_2015%E2%80%932017.pdf

Monitoring of Achievement of Performance Indicators

Performance Indicator I/1: Reduction of the time for processing citizens documents in the Border Crossing Points by up to 45 seconds.

Regarding the processing time a citizen needs to register for the TIMS system, there is no genuine specific study. For the years 2011-2019, the operation of the TIMS system has operated in the same way with very few changes. This ensures that, in theory, the registration time for a citizen is the same for the entire period in question (20 seconds or more). This time is conditioned by factors such as The Individual Skills of the Controller, Internet speed, the functionality (or lack thereof) of the equipment, Passport Scanning, etc.

It must be stressed that there is no publicly available data on the practical, real-life time for which citizens are processed in border crossing points, making this particular indicator difficult to evaluate due to the fact that there is a difference between the theoretical time which takes to process a set of documents and citizens, and the actual time it takes to do the same procedures factoring in the elements of human error. If the lawmaker interprets the reduction of time into 45 seconds as just the changes into the legal framework and procedures, which supposedly produce a theoretical result of 45 seconds per citizen, then this Performance Indicator is not even an indicator but an output, as it is unmeasurable by design. If, on the other hand, the lawmaker has conceptualized this Performance Indicator as a measurable element, then we can claim that there is no publicly available data on any statistic or study on the actual time it takes to process a citizen. In both these hypothetical cases, it is impossible to discern whether the aim of this indicator has been achieved.

Performance Indicator I/2: Complete the harmonization of the legal framework with Schengen standards by 2018 for the 4 pillars of integrated border management.

There is a general lack of clarity pertaining to the number of concrete acts which have been approved with regard to this objective, so there is no way to understand how many acts we have in the contexts of this part of the strategy and what influence such objective has exerted on law-making. The extent to which the implementation of the plan has been executed cannot be established. What is known is the activity of processing the data on the entry and exit of Albanian and foreign nationals in the TIMS system is regulated by: “Law no. 71, dated 01.01.2016, *“On Border Control”*, Law no. 108, dated 01.01.2013 *“On Foreigners”*, Order no. 175, dated 08.02.2018, *“Registration procedure in the TIMS system of verification performed for entry and exit control”*, Order no. 805, dated 01.08.2017, *“On Strengthening the Control of Citizens Crossing the State Border”*, (Repealed)”, Order no. 641, dated 20.12.2019, *“On Strengthening the Control of Citizens Crossing the State Border”*, Letter of Order 26.07.2017, *“On the control of notarial acts for allowing traveling for minors at the border”*. All these laws have been passed in the period covered by this Performance Indicator, and they cover matters of border management.

It would be important to mention that the implementation of laws, even when pertaining to legal harmonization in accordance to EU integration, cannot be construed as a performance indicator. Simply put, passing a law (or a group of laws), is an output. A performance indicator should set out to measure the results of this output, therefore the results of the execution of the law. There are no measurable sets of data on this matter.

However, we have found documents pertaining to the rapprochement of the legal framework of the Albanian Border Management to the *Acquis Communautaire*. According to Albania Report 2015, great progress had been done in the area of border management, specifically

pertaining to the area of the legal rapprochement with the *acquis*.⁸² According to the Albania Report 2018 performed by the European Commission, the legal framework of Albanian Border Management is broadly in line with the *acquis*.⁸³ The same report from 2019 claims that while the Law on border control and its by-laws are in line with the *acquis*, the legal framework pertaining to the management of the external borders is not fully aligned with European standards. Therefore, it may be concluded that this Performance Indicator is partially implemented, in accordance with the legal opinion of the European Commission.⁸⁴

Assessment of Achievement of Objectives

As the analysis has established thus far, the Performance Indicators included in this Strategic Objective do not properly indicate an improvement on the capacities or the effectiveness of border crime and illicit trafficking. In addition, it was underlined the problematic nature of measuring the proper execution of the indicators on the basis of the lack of any data on the matter, as well as the fact that the aforementioned indicators do not qualify as indicators at all, but as outputs.

Evidence from reports issued by EU institutions suggests that the harmonization of the legal framework of border management has been partially achieved, as per Performance Indicator 2, but nonetheless the achievement of Performance Indicator 1 impossible to ascertain.

Therefore, the performance focus should be on the number of illegal border crossings identified and stopped by authorities. This would indicate in a much better way the rates of illicit border crossings done either by criminals trying to smuggle illicit material, or migrant being passed through the border (either by themselves or by traffickers).

The data presented in the graph below on number of people that have been stopped while illegally crossing the border, indicates the clear trends pertaining to matters of the illegal migration. However, it may be argued that this statistic is more important to showing the effectiveness of border policing than the implementation of legal harmonization of specific laws, or the time required to process documents.

Through the utilization of this data, and the ongoing crisis of migrants being released from Turkey unto Greece and Europe, it may be deduced that the element of illegal border crossings by migrants (and human traffickers that growingly transport them), is one of the most important and relevant sectors pertaining to the fight against organized crime. A future strategy that will be created with the intent of curtailing and fighting organized crime must be focused on organized human traffickers that transport large numbers of migrants through the borders of Albania.

⁸²Albania 2016 Report, European Commission, (2016), Page 68:

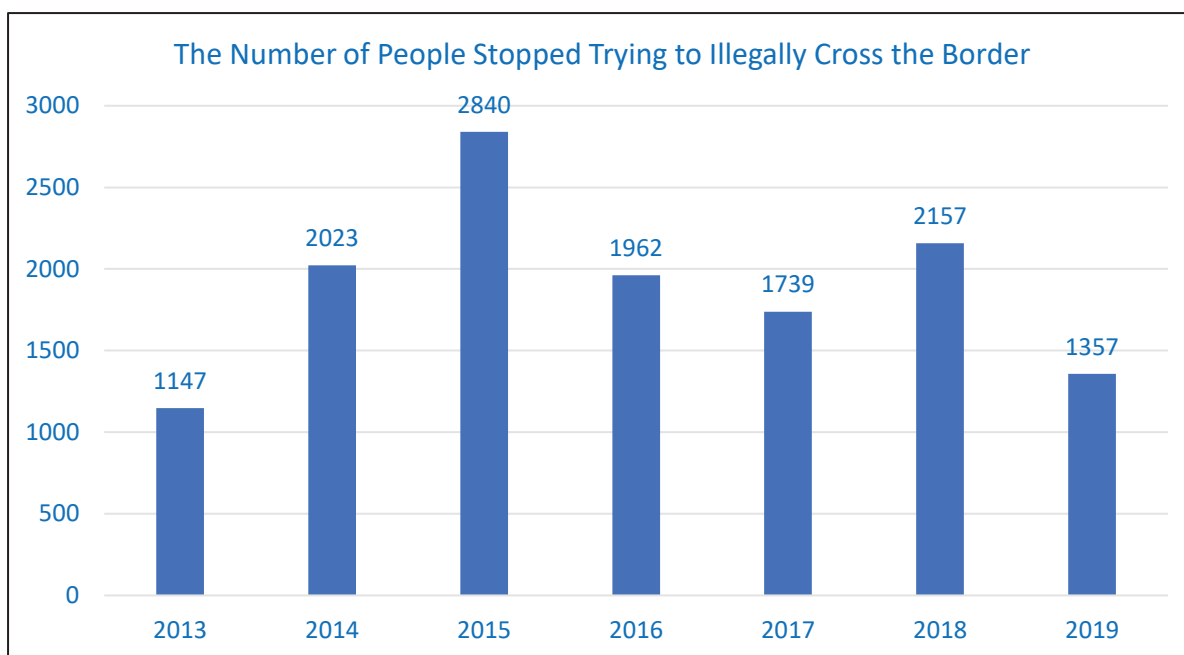
https://eeas.europa.eu/sites/eeas/files/20161109_report_albania.pdf

⁸³Albania 2018 Report, European Commission, (2018), Page 32:

<https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/20180417-albania-report.pdf>

⁸⁴ Albania 2019 Report, European Commission, (2019), Page 42:

<https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/20190529-albania-report.pdf>



Graph 34. Number of people stopped trying to illegally cross the border. Source: State Police

6.9 Strategic Objective J: Increasing international cooperation in the fight against organized crime

Specific Objectives - 3 (SO) Sub objectives – 3 (SSO)	Performance Indicators – 3 (PI)
<p>1. Consolidation and development of jurisdictional relations with foreign authorities in terms of improving and facilitating international judicial cooperation procedures:</p> <p>1.1 The signing of bilateral agreements with the countries of the region, such as Kosovo, Serbia, Bosnia and Herzegovina, and with the other European Union countries and beyond;</p> <p>1.2 Exercise of thematic and complaint triggered inspections in the judicial system, in order to monitor the compliance with the criminal procedures in the implementation of international judicial cooperation, mainly of extradition procedures;</p> <p>1.3 Providing trainings to the School of Magistrates and other local and international organizations, with the participation of judges, prosecutors, lawyers and administrative staff of institutions covering international judicial cooperation matters.</p> <p>2. Enhance the international cooperation with partner law enforcement agencies through increased information exchange and increase of the number of joint operations against organized crime and illegal trafficking.</p> <p>3. Increase of international cooperation and joint investigations, by focusing in particular on the execution of freezing, seizure and confiscation orders issued by European and broader countries.</p>	<p>1. Increase by 10% annually of the number of cases of joint international investigations.</p> <p>2. Increase in the number of joint international operations by 5% by 2015, and by 10% by 2020, compared to 2012.</p> <p>3. Conducting not less than 30 operations each year through various forms of international cooperation.</p>

Summary of Main Findings and Recommendations

Formulation

- The sub objectives are formulated as activities.
- Specific objective I has not linked performance indicators;
- Baseline year is missing in the performance indicator I

Coherence with Actions Plans:

- There is coherence in terms of follow-up for all specific objectives of the strategic objective J, which are all followed up in the Actions Plans of the years 2013-2016 and 2019-2020;
- There is an incoherence in terms of follow-up regarding the performance indicators of the strategic objective J, which are all followed up in the Action Plan of the year 2013-2016 and none of them is followed up in the Action Plan 2019-2020;
- A coherence in terms of target achievement (value and time) is evidenced through the follow-up of all performance indicators in the strategy compared to the Action Plan of the year 2013-2016 in which the 2 performance indicators are followed up.

Coherence with other documents:

- Incoherence between the categories is evidenced in the performance indicators 1 and 2, in the Roadmap indicators are formulated as sub-objective and objective;
- The target value is missing in indicators replicated with performance indicators 2 and 3;
- The indicators, as shown in other documents, are not indicators at all, missing to identify the target time and value

Replication of indicators:

- I. The performance indicator 2 of the strategic objective J, is replicated in the Roadmap for the 5 priorities recommended by the European Commission 2013 and the Action Plan for 5 priorities (2017).

Recommendations

- In order to assess the achievement of the specific objectives, it will be necessary to reflect other Performance Indicators (PI) linked to these objectives;
- Other performance indicators left out in the Strategy, which are reflected in international reports should be considered as indicators;
- The formulation of the indicators should take into consideration the target which would reflect the improvement progress of the relevant objective;
- The indicators should adequately reflect the phenomenon it is intended to measure;
- The need to publish systematic Monitoring Reports remains very crucial in assessing the concrete progress of the objectives.

Internal Coherence and Coherence with Action Plans

The Strategic Objective J is a preventive objective and consists of three (3) specific objectives, three (3) sub-objectives and two (2) performance indicators, considering that performance

Not all specific objectives have linked performance indicators (PI):

- Unlike in the strategy, the specific objectives in the Action Plan 2013-2016 and Action Plan 2019-2020 are considered as sub-objectives and are related to some activities numbered according to the sub-objective the activity falls under. At the same time, unlike in the Strategy, the performance indicators, in the Action Plan 2013-2016 and Action Plan 2019-2020 are considered as outputs which are related to each of the activities falling under.

While, an incoherence in terms of follow-up is indicated regarding the performance indicators, which are fully followed up in the Action Plan 2013-2016 but none is followed up in the Action Plan 2019-2020. The formulation of the performance indicators 1 and 2 in the Action Plan 2013-2016 is coherent as regard the targets provided in the strategy. Thus the assessment of the performance indicator 1 is calculated on annual basis and the assessment of the performance indicator 2 include a calculation for the target years 2015 and 2020.

Coherence with Other Strategic Documents

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Corruption 2015-2020 the international cooperation is focused in the area of fight against financial and economic crime.

The two performance indicators of the strategic objective J have in focus the international joint operations/investigations in the field of organized crime, including but not limited to financial and economic crimes. Performance indicator 2 is replicated in the Roadmap for the 5 priorities recommended by the European Commission 2013 (Roadmap) and the Action Plan for 5 priorities (2017). This indicator is replicated also in the National Strategy for Development and Integration 2015-2020 (NSDI), which as previously mentioned lacks the target for each of the provided objectives.

In the first document, in the strategic objective 8. “Foster international cooperation in the fight against organized crime”, Specific objective 8.3 “Strengthen international cooperation with partner law enforcement agencies through increased information sharing and number of joint operations against organized crimes and trafficking”, is foreseen the measure/activity 8.3.3.6 - increase the number of joint police operations with Europol. As in other cases mentioned in previous chapters of this monitoring report, the increase does not specify any baseline value or time.

In the Monitoring Report published by the Ministry of Interior for the year 2014 is specified that there is not any development about the increasing number of joint police operations with Europol.

Regarding the Action Plan for 5 priorities (2017), in the recommendation 4, increased cooperation with counterpart structures in the countries of the region as well as with SELEC and EUROPOL is foreseen with the aim of exchanging information and conducting joint operations using various forms of international cooperation. As in the roadmap, the increase does not specify any baseline value or time.

No Monitoring Reports has been published for this period.

In order to have a comparative overview, below is presented the relevant information regarding the performance indicators of the Strategic Objective J, which are replicated in the abovementioned documents:

PI 2 in Strategy: 2. Increase in the number of joint international operations by 5% by 2015, and by 10% by 2020, compared to 2012.

Measure 8.3.3.6 Roadmap: Increasing the number of joint police operations with Europol. (deadline: December 2014)

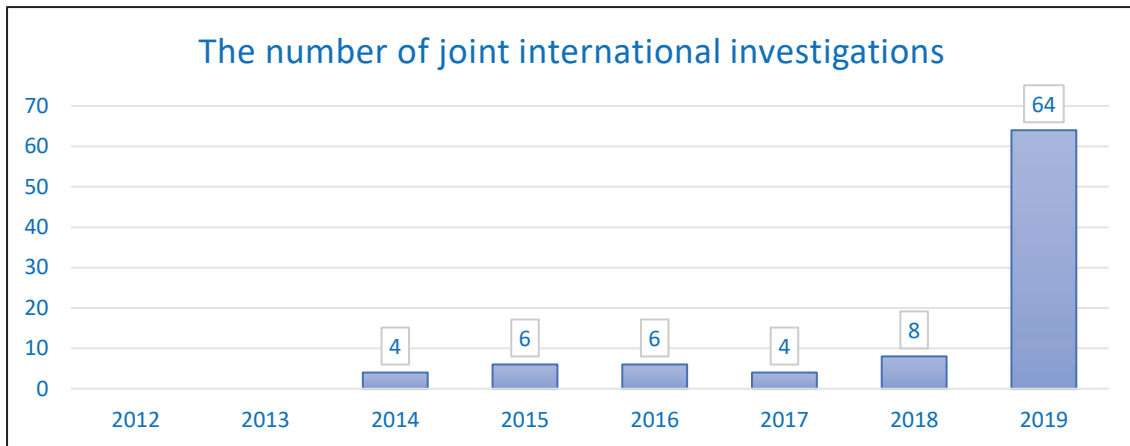
Action Plan (2017) Roadmap: Increase cooperation with counterpart structures in the countries of the region as well as with SELEC and EUROPOL, with the aim of exchanging information and conducting joint operations using various forms of international cooperation (deadline: August 2017).

Part II, Pillar 8.4, St. 7 (NSDI): Increase the number of joint operations with EUROPOL.

Monitoring of Achievement of Performance Indicators

Performance Indicator J/I: Increase by 10% annually of the number of cases of joint international investigations;

In the performance indicator J/I is not provided a baseline year, so the calculation of the indicator's progress is made based on the data gathered for the year 2014, which is considered as the baseline year.



Graph 35. Number of joint international investigations Source: General Directorate of State Police (GDSP)

Performance Indicator J/2: Increase in the number of joint international operations by 5% by 2015, and by 10% by 2020, compared to 2012;



Graph 36. Number of joint international operations. Source: General Directorate of State Police (GDSP)

Performance Indicator J/3: Conducting not less than 30 operations each year through various forms of international cooperation, is the same as **Performance Indicator B/4**, and has been analyzed under the Strategic Objective B.

Table for Strategic Objective J: Monitoring the KPIs results and progress

Strategic Objective (SO)	Performance Indicators (PI)	Baseline Year	Time Target	Numerical progress	Status of action (Achieved Yes-No)	
		Value of Baseline Year	Numerical Target		Yes	No
J: Increasing international cooperation in the fight against organized crime.	1. Increase by 10% annually of the number of cases of joint international investigations;	2012	Annually			
			↑ 10%			
	2. Increase in the number of joint international operations by 5% by 2015, and by 10% by 2020, compared to 2012.	2012	2015	2015	√	
		54 operations	↑ 5% no. of operations	68 operations		
		2012	2020	Ongoing		
		54 operations	↑ 10% no. operations			

Assessment of Achievement of Objectives

The table below refers to the European Commission progress reports for establishing the achievement of this strategic objective.

Strategic Objective J: Increasing international cooperation in the fight against organized crime.							
References: EU Commission Reports							
Specific Objectives (SO) and Sub-objectives (SSO)	Responsible Institutions to achieve the Strategy’ objectives	Issues identified on SO & SSO from EC Reports		Performanc e Indicator (PI) progress	Issues identified on PI from EC Reports		Recommendations EC Reports 2018 & 2019
		EC report 2018	EC Report 2019		EC report 2018	EC Report 2019	
I. Consolidation and development of jurisdictional relations with foreign authorities in terms of improving and facilitating international judicial cooperation procedures:		Albania continued to intensify judicial cooperation in civil and criminal matters, including with EU Member States.	Albania continued to intensify judicial cooperation in criminal matters, including with EU Member States.	NO linked PI			Albania needs to further improve international cooperation, the timely implementation of multilateral instruments and its institutional capacity. Further efforts are necessary to further align legislation with the acquis and promote exchange of best practices in the field of judicial cooperation. The Ministry of Justice should allocate specific staff to follow and manage the EU Justice programme. (2018)
		It addressed Eurojust recommendations on data protection standards and a draft cooperation agreement has been submitted by Eurojust to the Council for approval. Albania has been included in the Eurojust list of priority counterparts since 2008. There are currently three Eurojust	Albania has continued to strengthen bilateral relations with the countries of the region, organising joint government meetings with many of them to deepen cooperation.				Albania needs to further improve international cooperation, the timely implementation of multilateral instruments, and its institutional capacity. Further efforts

		counterparts in the country (Ministry of Justice, General Prosecutors' Office and Serious Crime Prosecutor Office).					are necessary to align legislation with the acquis and promote the exchange of best practices in judicial cooperation. (2019)
I.4. The signing of bilateral agreements with the countries of the region, such as Kosovo, Serbia, Bosnia and Herzegovina, and with the other European Union countries and beyond;	Ministry of Interior Affairs www.mb.gov.al General Directorate of State Police (GDSP) www.asp.gov.al Ministry for Europe and Foreign Affairs www.punetejashtme.gov.al	Albania signed the EU Justice programme and started to build the capacity needed to implement it. The Memorandum of Understanding on the drugs component of the EU Justice Programme was signed in February.	Albania signed a cooperation agreement with Eurojust in October 2018, which will allow for the exchange of personal data on operational cases. However, additional steps are still necessary for the agreement to enter into force.	NO linked PI			
I.5. Exercise of thematic and complaint triggered inspections in the judicial system, in order to monitor the compliance with the	Ministry of Justice: www.drejtesia.gov.al → Bilateral Agreements; (https://www.drejtesia.gov.al/aktet-nderkombetare/marreveshje-dypaleshe/) → International Acts; (http://drejtesia.gov.al/aktet-nderkombetare/)	On judicial cooperation in civil matters, in 2017 Albania received 200 requests and sent out 104 requests of mutual legal assistance. On judicial cooperation in criminal matters, in 2017 the country	On judicial cooperation in civil matters, in 2017 Albania received 200 requests and sent out 104 requests of mutual legal assistance, against 383 and 218 respectively in	NO linked PI			

criminal procedures in the implementation of international judicial cooperation, mainly of extradition procedures;	<p>General Prosecutor Office: www.pp.gov.al/web/Marrevshje_Bashkepunimi_656_1.php#.XIUepyFKgdU</p> <p>→ Cooperation Agreements;</p> <p>→ Annual Reports of the General Prosecution Office: Data on extraditions and (http://www.pp.gov.al/web/Raporte_te_Prokurorit_te_Pergjithshem_353_1.php#.XIUeZyFKgdU)</p>	<p>received 1 311 requests and sent out 1 177 requests for mutual legal assistance. The country issued 89 extradition requests and received 181. There were three incoming requests and three outgoing requests for transfers of criminal proceedings.</p>	<p>2018. On judicial cooperation in criminal matters, in 2017 the country received 1 311 requests and sent out 1 177 requests for mutual legal assistance, compared with 1 096 and 1 330 respectively in 2018. The country issued 89 extradition requests and received 181 in 2017, against 160 and 115 respectively in 2018. There were eight incoming and eight outgoing requests for transfers of criminal proceedings in 2018 (compared with three for both kinds of requests in 2017).</p>				
I.6. Providing trainings to the School of	<p>Ministry of Interior Affairs www.mb.gov.al</p>		<p>The Albanian Security Academy also cooperated</p>	NO linked PI			

Magistrates and other local and international organizations, with the participation of judges, prosecutors, lawyers and administrative staff of institutions covering international judicial cooperation matters.	<p>General Directorate of State Police (GDSP) www.asp.gov.al</p> <p>Ministry of Justice www.drejtesia.gov.al</p> <p>General Prosecutor Office www.pp.gov.al</p>		with CEPOL and other international agencies and academies				
2. Enhance the international cooperation with partner law enforcement agencies through increased information exchange and increase of the number of joint operations against organized crime and illegal trafficking.		A growing number of messages are exchanged through the Europol Secure Information Exchange Network Application: in 2017 there were 6 457 exchanges of messages with Europol (4 771 sent by Europol and 1 686 sent by Albania to Europol), compared to 4 587 in 2016 (3 415 sent	A growing number of messages are exchanged through the Europol Secure Information Exchange Network Application (SIENA): in 2018, a total of 8,960 messages were exchanged between Albania and Europol in this way, 28%	1. Increase by 10% annually of the number of cases of joint international investigations.	In 2017 Albania was involved in four Eurojust cases (16 in 2016 and 12 in 2015), mainly dealing with drug trafficking, fraud and organized property crime. Albania participated in one joint	In 2018, Albania was involved in 8 Eurojust cases (against 4 in 2017), mainly dealing with drug trafficking and crimes against life, limb or personal freedom. Albania participated in one joint investigation team	<p>→ However, Albania should become more proactive in international police cooperation and make more use of Europol's strategic intelligence products.</p> <p>→ Albania's law enforcement authorities should make use of regional initiatives, such as the Joint Operational Office in Vienna, and the Task Force Western Balkans,</p>

	by Europol and 172 by Albania).	more than in 2017.		<u>investigation team supported by Eurojust.</u>	supported by Eurojust. A concrete result of the cooperation with Eurojust was the arrest of 43 people involved in a large drug trafficking case, thanks to a joint investigation team created by Italy and Albania with the support of Eurojust.	which serve as a regional operational platform for international investigations into migrant-smuggling organized crime groups. → Albania should also enhance its participation in the different priorities of the EU Policy Cycle on serious and organized crime.
3. Increase of international cooperation and joint investigations, by focusing in particular on the execution of freezing, seizure and confiscation orders issued by European and broader countries.			2. Increase in the number of joint international operations by 5% by 2015, and by 10% by 2020, compared to 2012.	No data or information provided in the reports	No data or information provided in the reports	

6.10 Strategic Objective K: Improving the capacities of the forensic police

Specific Objectives - 2 (SO) Subobjectives – 5 (SSO)	Performance Indicators – 2 (PI)
<p>1. Enhance the capacities in terms of use of DNA examinations in investigations.</p> <p>1.1 Realization of the statistical interpretation of results obtained through DNA examinations.</p> <p>1.2 Obtaining DNA profiles from bone remains.</p> <p>2. Enhance the processing and examination capacities of evidence obtained through digital recordings.</p> <p>2.1 Implementation of protocols for the improvement of the quality of existing recordings through the implementation of testing and equipment programs.</p> <p>2.2 Extraction of identifying characteristics of persons or objects from film footages.</p> <p>2.3 Realization of extraction of time sequences from a film material and their merger in order to enable the Judicial Police Officer present to the procedural or trial organ as evidence.</p>	<p>1. Increase by 7% of indicators of the use of existing technologies in detecting and identifying the legal evidence that are detected and collected from the crime scene by 2020.</p> <p>2. Provide the minimum of 200 profiles of people who are not related between them until 2020</p>

Main Findings and Recommendations

Formulation:

- Strategic objective K is composed of two specific objectives and two performance indicators. Specific objective 1, 2 and 3 are phrased as having a disruptive scope.
- The indicators are not fully coherent with the specific objectives.
- Both performance indicators are formulated as a one-time output, with no baseline and annual targets

Coherence with Actions Plans

- All specific objectives are followed up in the Action Plan 2013-2016.
- Only one of the specific objectives is followed up in the Action Plan 2019-2020, and none of the performance indicators.
- The number of specific objectives' outcomes of the Action Plan 2019-2020 is significantly increased.
- The target year for one of the performance indicators is different in the Strategy from the Action Plan 2013-2016.

Data availability

- There is a lack of publicly available data on both performance indicators.

Coherence with other documents

- Public Order Strategy 2015-2020 focuses on the aim to restructure the forensic police in the fight against crime, without delving further into details that are similar to the ones in the Strategy.

Coherence with Other Strategic Documents

The Specific Objectives and Performance Indicators included in this strategy, as we have reviewed in the relevance section, have not been followed up in the 2019 Action Plan (except for one Subobjective). Likewise, they are also not replicated in any other official document or body of law pertaining to the fight against organized crime or improving the capacities of forensics.

In the *Roadmap on the 5 Priorities Recommended by the EU Commission*, there is no specific mention on improving forensics in any capacity. In the *Public Order Strategy 2015-2020*, there are several mentions to the improvement of the forensic police. However, this strategy sets up an objective regarding the structural reorganization of the Forensic Police and the rapprochement of this institution with the local government in order to improve their effectiveness. In addition, the Public Order Strategy makes several general mentions on the improvement of the scientific level of their work.⁸⁵

In analyzing the Performance Indicators, we can deduce that there is a general lack of coherence between the objectives, the indicators and the reality pertaining to the lack of governmental consistency in their strategic policymaking on matters of forensics. It is hard to comprehend how these specific indicators show the success or failures of the execution of these policies, with the aim of achieving the objectives. Likewise, the general scarcity of data on the matter, and the constant changes in policy from one strategy to another shows a general lack of consideration for these objectives. As it has been mentioned before, many of these objectives and especially the Performance Indicators, are only mentioned twice (in the strategy and in the 2013-2016 Action Plan).

Monitoring of Achievement of Performance Indicators

Performance Indicator K/I: Increasing by 7% the indicators of the usage of existing technologies in the discovery and identification of legal evidence in scenes of crime by 2020.

There is no publicly available data on this PI in any governmental statistic, strategy, or any other official document.

When consulting the *Public Order Strategy 2015-2020* and the *Roadmap on the 5 Priorities set up by the EU Commission* and other similar strategic documents, as well as statistics provided by state and non-state sources, we find no statistics on legal evidence, any quantitative objectives relating to forensics or any element that can be construed as pertaining to the field of increasing the usage of existing technology in the investigative and policing process of the discovery and identification of legal evidence in scenes of crime.

In addition, we can deduce that this PI does not include a set of data that is measurable. Both the ISCOG 2013 and the Action Plan 2013-2016 do not clearly define what the term “existing technologies” means insofar as using photographic evidence and other similar technology in crime scenes is concerned in a practical term. Moreover, the term “existing technology” is a logical non-sequitur, as logically, all technologies exist, and non-existent technologies are science fiction. Henceforth, we can rationalize that there is no data available on this PI because it is impossible to comprehend as well as impossible to implement.

⁸⁵ Decision of the Council of Ministers (DCM) No. 702, dated 26.8.2015 “On Adoption of Public Order Strategy 2015-2020 and its Action Plan for 2015-2017”: https://mb.gov.al/wp-content/uploads/2018/07/Strategjia_e_Rendit_Publik_2015%E2%80%932020_dhe_Plani_i_Veprimit_2015%E2%80%932017.pdf

The premise of increasing the usage of the latest evidence-collecting technologies on crime scenes is practical as well as important for forensics. What would be a better approach for such a PI would be to clearly define the technologies that need to have greater utilization, therefore making it more comprehensible and implementable, while also accounting for the fact that these same technologies will need constant updates and improvements with relation to new inventions/innovations that will inevitably come in the future.

Performance Indicator K/2: Securing a minimum of no less than 200 DNA samples of non-related persons by 2020.

When consulting with the same strategic, statistical documents and publications, there has also been no publicly available data or reference to this PI. Pertaining to this Performance Indicator, the basis for the collection of 200 DNA samples is related to the process of comparing the DNA profiles of suspects with people from different areas of the country.

In the Action Plan 2013-2016, there are changes to the objectives mentioned in this PI. In the document of the ISCOC 2013, the aims of the Performance Indicator must be implemented by 2020. In the Action Plan 2013-2016, the same aim is set to be implemented by 2016.

We were informed that this objective has indeed been implemented, but that it has been implemented as a one-time activity rather than as a long process that takes several years to implement.⁸⁶

Furthermore, if we would address one of the outputs of the Action Plan 2019-2020 that mentions the implementation of the CODIS system and the collection of 13000 DNA samples pertaining to it, we would find that the Action Plan 2019-2020 sets out the objective to complete the collection of the aforementioned samples within 2020. Using a simple logic, we can deduce that if the government could collect 13000 samples within a year, it must have been able to collect 200 such samples in 7 years.⁸⁷

Henceforth, we can also deduce that this PI is not an indicator but an output, as its implementation is both not indicative of any improvement in the forensic element of policing, but simply of a process that has to be finished and is not in itself indicative of improvement. The completion of this PI does not prove that the capacities of the forensic police have had a qualitative improvement. In such a case, the collection of the samples should have been an output, and the improvement should have been the outcome, with the indicator in this case being focused on the hypothetical statistical improvements in forensics that would arise from its implementation, rather than the implementation in itself.

If this PI is treated as an output, it is problematic even in that regard, as it is an output that is clearly simple to implement and does not justify a 7 year duration to its implementation, as the reality of its implementation indicates.

⁸⁶ Because it was otherwise impossible to get information of this matter, we organized an interview with an official of the FP, who explained the above-mentioned information on this PI to us.

⁸⁷ CODIS is an international database of DNA samples created by the FBI and used by many countries to help pinpoint criminals internationally:

<https://www.fbi.gov/services/laboratory/biometric-analysis/codis#CODIS-Overview>

Strategic Objective (SO)	Performance Indicators (PI)	Baseline Year	Time Target	Numerical progress							Status of action (Achieved Yes-No)	
		Value of Baseline Year	Numerical Target								Yes	No
K: Improving the capacities of the forensic police	1. Raise the indicators of the usage of existing technology in the discovery and identification of legal evidences in scenes of crime by 7% by 2020.	2012	2020	2012	2013	2014	2015	2016	2017	2018		
			↑ 7%									
	2. Securing a minimum of 200 DNA samples from non-related persons by 2020.	2012	2020	2012	2013	2014	2015	2016	2017	2018	√	

Assessment of Achievement of Objectives

As the analysis of this Strategic Objective has provided thus far, the Performance Indicators included therein do not measure the improvement of the capacities of the forensic police, in a purely qualitative sense. We can, therefore, conclude that while the PI-s may or may not have been implemented, the true problems and results that affect the forensic police are not addressed by them. It is therefore imperative to utilize outer factors in performing an assessment of the status of the forensic police today.

When detailing the current problems of the forensic police, we must analyze the weak points of the system on a case by case basis. In order to properly indicate the objectives and aims for the future strategies in a more orderly fashion, in a method that is more closely related to the actual problems on the field, we could use recent cases as an indicator of the objectives that need to be met and changes that need to be made. We can analyze from the few recent court cases that have garnered media attention that the scientific analysis of the forensic police produces mixed results in Albania.

There are some recent cases in which there has been an immediate and correct authentication of criminals through the usage of DNA testing and other forensic methods. We could mention the *Gurakuqi* case in which a DNA analysis performed on the samples gathered on the scene proved that a father was guilty of rape.⁸⁸ Another similar case happened more recently with

⁸⁸ Article on the rape case:

a DNA analysis that proved the culpability of a couple of robbers in a string of burglaries.⁸⁹ What is noteworthy in both these cases is that, these analyzes were not performed abroad, as has usually been the case in the past, a fact that very commonly delayed investigations by several weeks.

By contrast, there are also cases that prove the absolute opposite. Let us take into consideration a 2017 case in which a Russian tourist was killed in the shores of the Ionian Sea, evidently by some sort of Jet Ski. Police found one such watercraft on the shore with hair stuck in its propellers. They immediately sent the evidence for a DNA analysis to prove if it belonged to the victim. The analysis was delayed by more than one month because the only device that could perform such a test was missing a lamp.⁹⁰

Through the usage of the cases in question, we have brought forth in this analysis a mixed result from the forensic police on a practical level. While there appear to be improvements to the technical level of the forensic laboratories, there are still a considerable amount of perennial problems and fragilities in the system that need to be addressed.

It would be equally important to limit the distinction between the forensic police and the cyber-crime units, as the current strategic framework of ISCOG 2013 does not consider the close correlation between the two structures such as in the case of cyber forensics.

6.11 Strategic Objective L: Increasing the level of effectiveness of the anti cyber-crime structures.

Specific Objectives - 2 (SO) Subobjectives – 5 (SSO)	Performance Indicators – 3 (PI)
1. Enhance the administrative capacities of the structures for the fight against cybercrime; 1.1 Structural reorganization of central and local structures. 1.2 Introduction of modern computer equipment and advanced software. 2. Strengthening staff training capacities. 2.1 Developing trainings for specialists. 2.2 Review of job descriptions. 2.3 Drafting standard procedures.	1. The number of computer fraud and online fraud investigations will increase to 7% by 2020. 2. The number of investigations for abuse of minors through internet will increase by 2% by 2016. 3. The number of digital evidence obtained for investigation purposes will increase by 5% by 2016.

Main Findings and Recommendations

Formulation

- Strategic objective L is composed of two specific objectives and three performance indicators. Specific objective 1, 2 and 3 are phrased as having a disruptive scope.

<https://www.balkanweb.com/analiza-e-adn-fundos-babain-monster-gjykata-e-denon-me-10-vite-burg-perdhunoi-te-bijen-15-vjecare/>

⁸⁹ Article on the case of the burglaries:

<https://shqiptarja.com/lajm/ekskluzive-analiza-e-adnse-zbardhi-grabitjen-e-ciftit-laze-autori-i-arrestua-ne-rinas-me-shtyu-markelian-cungu>

⁹⁰ Article on the tourist case:

<http://www.panorama.com.al/zhbllokohet-ngerci-vdekja-e-turistes-ruse-ne-ksamil-nis-analiza-e-adn-se/>

- The indicators are not fully coherent with the specific objectives.

Coherence with Actions Plans

- All specific objectives are followed up in the Action Plan 2013-2016 and in the Action Plan 2019-2020, however, in the Action Plan 2019-2020 several outcomes have changed.
- The number of specific objectives' outcomes of the Action Plan 2019-2020 is significantly reduced;
- The target values of PI, 2 and 3 of the Strategy are the same to the target set in the outputs of Action Plan 2013-2016.

Data availability

- Data on Performance Indicator 1 shows it has been achieved, with the exception of the year 2019, for which no data is available.
- No publicly available data could be found to assess the progress of performance indicators 2 and 3;
- Data to assess the first performance indicator is gathered from the General Directorate of Police;

Coherence with other documents:

- Performance Indicator 1 is replicated in the Public Order Strategy 2015-2020;
- Several outputs of the Action Plan 2013-2016 have been replicated in the Roadmap on the 5 Priorities recommended by the EU Commission.

Recommendations

- More focus must be put in the implementation of structures to defend children online, as per Performance Indicator 2.
- Guidelines pertaining to good practices in cyber forensics and the handling of digital evidences, in the vein of ACPO should be implemented.

Internal Coherence and Coherence with Action Plans

Strategic Objective L is dedicated to *Enhancing the Effectiveness of the Anti-Cyber Crime Structures*. The Objective is comprised of 2 specific objectives (1 and 2), with their respective sub objectives (1.1, 1.2, 2.1, 2.2, 2.3) and 3 performance indicators. Specific Objective 1 and its sub objectives are quantitative, whereas specific objective 2 and its sub objectives are qualitative. Not all performance indicators are related to the specific objectives and the sub-objectives directly. In fact, it is important to claim that it isn't fully clear how the performance indicators and the specific objectives are logically connected specifically. In the ISCOC 2013, the performance indicators described therein pertain only to the first specific objective.

All the specific objectives of the ISCOC 2013 are replicated in the Action Plan 2013-2016, however, the specific objectives in the ISCOC 2013 are repeated in the same numerical pattern as sub objectives in the plan, the sub objectives in the ISCOC 2013 are replicated as activities, and the performance indicators are replicated as outputs. The Action Plan 2013-2016 adds several outputs that are related to the second specific objective of empowering the training capabilities of the personnel.

Likewise, the same specific objectives are replicated and repeated in the Action Plan 2019-2020. The Action Plan 2019-2020 repeats the same SSOs, but it changes the contents of the Activities. The Action Plan 2019-2020 is primarily focused on matters of technological

	Objectives are not replicated
	Objectives are replicated
	New added objectives
	PI replicated
	PI replicated but target changed

Coherence with Other Strategic Documents

By analyzing the three Performance Indicators of the ISCO 2013, it may be argued that they are not specifically repeated in any other strategic document or any other policy paper devised by the Albanian Government. In fact, Performance Indicator 1 is the only one that gets acknowledged and replicated in the Action Plan 2019-2020.

⁹¹ Decision of the Council of Ministers (DCM) No. 702, dated 26.8.2015 “On Adoption of Public Order Strategy 2015-2020 and its Action Plan for 2015-2017”: https://mb.gov.al/wp-content/uploads/2018/07/Strategjia_e_Rendit_Publik_2015%E2%80%932020_dhe_Plani_i_Veprimit_2015%E2%80%932017.pdf

It can be noted that in the *Roadmap on the 5 Priorities Recommended by the EU Commission*, it is specifically mentioned that the government would place a special focus on maintaining a better system of statistical data collection in order to improve the effectiveness of the fight against computer crime, money laundering, organized crime and illegal trafficking. This document is also comprised of Strategic Objectives and Specific Objectives. In this strategic document, a specific Strategic Objective (Objective 6) is attributed to the improvement of the effectiveness of the structures that combat computer crime. Specific Objective 6.1 of this document focuses on administrative reorganization and the procurement of hardware and software tools and measures to modernize these structures. In Subobjective 6.2 the replication exists of an output that is found in Action Plan 2013-2016. Its subcomponents (6.2.1; 6.2.2. and 6.2.3.) are an exact replication and a verbatim copy of the outputs pertaining to Subobjective 2 and its respective outcomes. These outputs foresee the: Performing of Trainings for Specialists, a Review of Job Descriptions and the Compiling of Standard Procedures.⁹²

On the matter of the importance of cyber-dependent crime to organized crime, yearly reports such as IOCTA demonstrate that it is a growing problem.

In creating such a strategy, it is important to utilize the most reputable sources in order to identify the most important issues, risks and sources of illicit activity online. While past strategies such as the ISCOG 2013 have mostly been focused on matters of modernization and improving the capacities of the institutions, it is equally important to be focused on the most important issues in an updated manner.

The second performance indicator in the ISCOG 2013 set out to increase the number of investigations on online child abuse causes. In the Plan for the Implementation for the ISCOG 2013, dated 2014, the Ministry of the Interior gave out details on how the strategy would be implemented.⁹³ On the matters of cybercrime, a website was created where people could denounce activities that they deemed were cases in which the law was broken. As of today, this website is inactive.⁹⁴

In another national document, (Action Plan 2018-2020, *For a Safer Internet for Children in Albania*), several elements pertaining to the defence of the rights of children online, the fight against online child abuse, as well as tackling the abuse of children online are mentioned. A website, as well as a call number is created in order to encourage people to report any abuses or possible abuses they may have faced, or that they may have witnessed. So far, there are no publications on the results achieved by such a platform. There are no statistics published by this platform, and the latest study mentions the general situation of children and the web in 2017, with no statistics, and with no update presented. The actual extent of the work that has been done by this platform pertaining to its Action Plan is unclear.⁹⁵

⁹² Decision of the Council of Ministers No. 330, Dated 28.05.2014, “On the Approval of Roadmap on the 5 Priorities Recommended by the EU Commission”. : <https://arkiva.asp.gov.al/images/ligje/integrimi/udherrefyesiper5prioritetet.pdf>

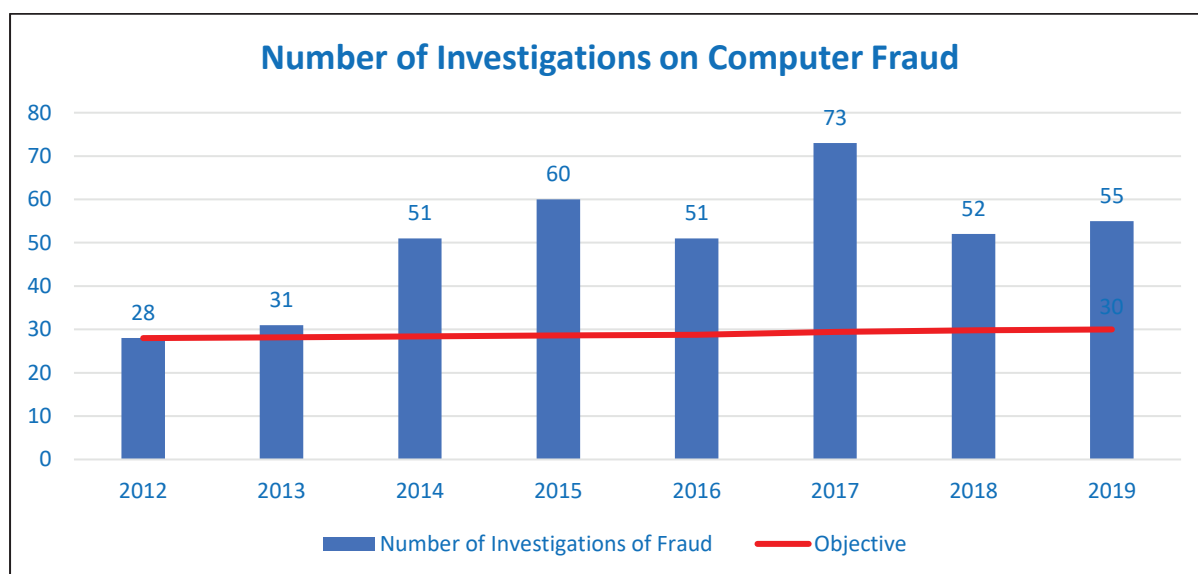
⁹³ Report of the Ministry of the Interior on the implementation of the 5 key priorities: http://www.mb.gov.al/wp-content/uploads/2018/02/Materaili_i_MPB_ne_kuader_te_takimit_te_Komitetit_te_Stabilizim_Asociimit_Mars_2015_-_Shqip.pdf

⁹⁴Link described in the report above pertaining meant to be used to denounce cyber-crimes and abuses online (currently inactive): http://www.asp.gov.al/denonco_kk

⁹⁵ Website of the Platform “Isigurt”, created in accordance to: Action Plan 2018-2020, *For a Safer Internet for Children in Albania* <https://www.isigurt.al/raporto>

Monitoring of Achievement of Performance Indicators

Performance Indicator L/1: The number of computer and internet fraud investigations will increase by 7% by 2020.



Graph 37. Number of Investigations on Computer Fraud. Source: The data has been procured with the help of the General Directorate of the State Police. In addition, the data has been complemented by the Yearly Report on Criminality by the General Prosecution 2019.

Performance Indicator L/2: The number of investigations on child abuse online will increase by 2% by 2016

There has been no data gathered pertaining to this PI in governmental statistics, strategic documents, plans or reports. When consulting with the *Public Order Strategy 2015 – 2020*, there is no mention on matters of online child abuse, and the problem of pedo-pornography is not mentioned in any other strategic document apart from the ISCOG 2013.

Even when consulting with the yearly statistics from the Ministry of Justice (*Vjetari Statistikor*), there are several categories and indicators pertaining to child abuse and crimes against minors. In these yearly statistics is there no mention or specification of online child abuse as a separate category, focusing instead only on general statistics of traffic of minors, violence against minors, sexual violence against minors, etc.

Performance Indicator L/3: The number of digital evidences seized in relation to an investigation will be increased by 5% by 2016

The same trends continue when dealing with this performance indicator. While the data has been completed on matters pertaining to the amount investigations related to computer and online fraud, there is a general lack of data pertaining to the overall usage of digital evidence.

Strategic Objective (SO)	Performance Indicators (PI)	Baseline Year	Time Target	Numerical progress							Status of action (Achieved Yes-No)	
		Value of Baseline Year	Numerical Target								Yes	No
L: Increasing the level of effectiveness of the anti-computer crime structures	1. Increase the number of online and computer fraud investigations by 7% by 2020.	2012	2020	2013	2014	2015	2016	2017	2018	2019	√	
		28 investigations	↑ 7%	31	51	60	51	73	52	55		
	2. Increase the number of online child abuse investigations by 2% by 2016.	2012	2016	2013	2014	2015	2016					
			↑ 2%									
	3. Increase the number of digital evidences seized with relation to investigations by 5% by 2016.	2012	2016	2013	2014	2015	2016					

Assessment of Achievement of Objectives

The assessment is focused on the yearly incremental implementation of the objective of increasing different types of investigations. The assessment aims to measure the success of the implementation every year by calculating the value of the necessary year-by-year increase in order to achieve the required value. This helps us calculate if a Performance Indicator has been implemented, or partially implemented in case the data is not available for certain years.

The first PI (number of computer/online crime investigations) is the only one that has publicly available data, and from that data, it may be deduced that the objective of the PI has been achieved for every year for which there is data available, from 2013 to 2019.

Due to the lack of numbers on the remaining PI-s we no numerical assessment on these Performance Indicators may be produced. Therefore the quality of these PI-s pertaining to the problems they describe is assessed.

The ISCOG 2013 made an important addition by encouraging the improvement of the fight against the abuse of minors online (PI 2). However, the online market and environment pertaining to this activity is in constant evolution in its attempts to curtail law enforcement. The strategies that deal with these problems must evolve in the same way. Consulting the sources on the matter, it comes out that online abuse of minors and pedo-pornography is a growing problem worldwide.⁹⁶ The advent of the massification of social media has indeed increased this problem. It is truly important to say that in drafting a future strategy, this element must be kept in focus while drafting new objectives and strategic guidelines to help authorities proactively fight against this phenomenon.

Such a tool would be useful in fighting the main forms of child abuse online, such as: 1. The usage of social media to solicit sex or sexual materials from children, 2. The usage of online platforms to spread child pornography, 3. The usage of online platforms to spread self-made sexually-explicit material.⁹⁷ When creating a strategic guideline to combat this issue, it would be prudent to plan on utilizing such tools, as they help in actually mapping out and identifying the problem instead of simply focusing on a small incremental increase of investigations on the matters, that does not prove if there has been an improvement on the issue.

Likewise, the usage of new technologies and digital evidence is necessary for fighting online crime. However, the documentation on the increase of the utilization of these evidence in investigations (PI 3) does nothing to show if there are improvements on the matter. A more proactive method of improving the effectiveness of the cyber-crime authorities on the field of the proper usage and documentation on these matters would be to draft guidelines on the matter. Based on principles like those of ACPO, this hypothetical guideline should be made in order to help train the staff on digital evidence collection and other matters of insuring digital evidence in a proper manner, and it would greatly help in maintaining operative cohesion in an administrative level.⁹⁸

The perennial objective of modernization should be inseparable from any strategy pertaining to cyber-crime, in addition to the concurrent training that should be given to staff with relation to the newer equipment or software.

⁹⁶ *Internet Organized Crime Threat Assessment 2019*, EUROPOL, Page 30:

<https://www.europol.europa.eu/activities-services/main-reports/internet-organised-crime-threat-assessment-iocta-2019>

⁹⁷ *Internet Organized Crime Threat Assessment 2019*, EUROPOL, Page 30:

<https://www.europol.europa.eu/activities-services/main-reports/internet-organised-crime-threat-assessment-iocta-2019>

⁹⁸ *ACPO Good Practice Guide for Digital Forensics 2012*:

https://www.digital-detective.net/digital-forensics-documents/ACPO_Good_Practice_Guide_for_Digital_Evidence_v5.pdf

Another important recommendation for the future strategy would be to include elements of fighting online terrorism promotion, online threats, in addition to hate speech online. An important inspiration for this matter could be the exemplary actions taken by several Police Stations in the UK that have created specialized task forces that operate specifically to police social media content for hate speech, promotion of terrorism, or threats made online.⁹⁹

		Replicated SO			
		Replicated PI			
		Replicated PI, target changed			
ISCOC 2013-2020		Public Order Strategy 2015-2020		Roadmap of 5 priorities	
Specific Objectives (SO)	Performance Indicators (PI)	Measurable performance indicators – MPI (Policing)		Planned measures/ activities (Priority 4)	Action Plan for 5 priorities (2017)
SO 1	PI 1, PI 2, PI 3	MPI 14			
SO 2				6.2.1; 6.2.2. ; 6.2.3.	

⁹⁹ Cambridge study on the matter:
<https://www.cambridge.org/core/journals/social-policy-and-society/article/police-use-of-social-media-transformation-or-normalisation/19E5C6727038F01129B51CE4287D0FFB>

7. CONCLUSIONS

This report analyzed Albania's Intersectoral Strategy on Countering Organized Crime 2013-2020. The analysis focused on the formulation and coherence of the strategy, given that clarity of formulation is crucial for the implementation and monitoring and evaluation processes. It also focused on the monitoring of the achievements of this strategy in terms of achievement of the established indicators and objectives.

The findings of the report show that the strategy has significant formulation flaws, creating confusion for its interpretation in the implementation and monitoring and evaluation processes.

Similar flaws have been highlighted in relation to the formulation of the action plans and its coherence with the overall strategy. No monitoring reports are available to examine how the formulation flaws have impacted implementation, but it can be argued that weak monitoring and evaluation capacities have contributed both to poor formulation and lack of adequate monitoring.

In terms of achievement of objectives, the data on the annual targets of the performance indicators show that the aggregate results are not the ones foreseen. In the seven years of implementation, Albania has failed to achieve the stated objectives on the major indicators:

- reducing the influence of the organized crime on the country's economy;
- to reducing the amounts of drugs produced or/and transiting;
- to proportionally confiscating assets generated through organized crime activities.

However, there have been achievements on objectives related to law enforcement operational capacities:

- increased international cooperation in conducting counter organized crime operations;
- increased capacities to conduct proactive investigations on organized crime;
- increased capacities and investigations on computer and online crime.

This report is the first of its kind produced from non-governmental organisations. It aims at providing a platform for discussion on further improvements needed to design, formulate, implement, and monitor and evaluate strategies.

It has the potential to be further updated if new data become available.

8. RECOMMENDATIONS

Albania is an EU candidate country and soon will start the accession negotiations to become full member. Making progress in the fight against organized crime remains a key condition for the negotiations and membership process.

Since the Intersectoral Strategy on Countering Organized Crime 2013-2020 expires in the end of this year, Albania should adopt EU approaches and frameworks in the formulation and development of the next strategy.

The new strategy should combine clearly defined prevention, suppression and awareness approaches – with clear formulation of objectives and indicators for measuring the achievement of outcomes.

Solid performance indicators should be defined, with clear methodology, in order to measure the impact of the collective efforts of governmental and law enforcement bodies against organized crime.

To effectively measure the achievement of objectives, performance indicators should link with the specific objectives of the strategy, provide the source of data for monitoring, the institutional responsible for producing and collecting the data, frequency of measuring data, and baseline value and targets.

The performance indicators should be used to measure achievements of outcomes in a reliable manner and guide the review the action plans.

Moreover, the next strategy should be more balanced in terms of process and outcome indicators.

In order to effectively perform complex tasks such as threat assessment, development and drafting of strategy, monitoring and evaluation of implementation, the capacities of the institutions involved in these processes should be developed and consolidated.

The results of the implementation of annual activities should be published through annual monitoring reports. Reports should be disseminated in adequate format in order to inform and communicate about the implementation and results produced, and to generate an informed public policy debate.

To conclude, structured and regular consultations with stakeholders should be conducted in the process of drafting and adoption of the strategy.

9. ANNEXES

Annex I - Measures on organized crime included in the Action Plan to address the 12 priorities of the EC Opinion for Albania, adopted in January 2011

1. Strengthening of inter -institutional coordination in the fight against organized crime
2. Continuation of joint trainings with prosecutor office and other law enforcement agencies, in order to enhance the cooperation between police and prosecutor office
3. Development of specialised training courses on international aspects of organized crime
4. Improvement of MEMEX System and purchase of new licences
5. Enhancement of data protection within Police
6. Wider use of special investigative Methods
7. Increase of forensic police capacities, include DNA examination
8. Establishment of a reliable statistical report system
9. Drafting and adoption of national strategy for fight against narcotics in 2011, based on the gained experience
10. Further reduction of cannabis sativa cultivation
11. Further strengthening of border control for the prevention and repression of drug trafficking
12. Further enhancement of inter institution cooperation on the fight against narcotics trafficking
13. Continuation and enhancement of international cooperation with foreign law enforcement agencies.
14. Assess the implementation of the activities of the Strategy against Trafficking of Human Beings for 2010 and draft new strategy.
15. Implementation of the National Action Plan for the Fight against Trafficking of Human Beings and of the additional document, the action plan for the fight against trafficking of minors and the protection of minors, victims of trafficking (adopted in 2011).
16. Training of the law enforcement officers regarding the identification, interviewing of the victims as well as regarding the special investigation.
17. Continue recruiting female police officers to the most vulnerable positions.
18. Improve the cooperation at local level, including schools, social services, local government bodies (municipalities and communes).
19. Provide more effective protection for the victims of trafficking that cooperated with the law enforcement agencies.
20. Amend the legal framework according to international norms FATF, recommendations and *acquis* provisions.
21. Increase the minimum threshold of criminal convictions on money laundering
22. Increase of the efficiency of the implementation of the legislation for the prevention and fight against money laundering.
23. Increase of the number of proceedings in the field of money laundering
24. Complete the data transfer from archives to the MEMEX system.
25. Strengthen the fight against organized crime, based on the threats assessment and proactive investigations.
26. Increase of number of property investigations, which brings about increase of seizures and confiscations.
27. Presentation of full statistics on the fight against organized crime

Annex 2 - Guidelines on the Five Priorities Recommended by the EU Commission 2014

Area	Strategic Objectives	Specific Objectives
1. Institutional organization, coordination and reporting	1. Improving the quality of statistical reporting on organized crime	1. Creating a consolidated track record on organized crime and corruption investigations
	2. Strengthening inter-institutional coordination in the fight against organized crime	2. Improving cooperation between law enforcement agencies and in particular between State Police and the General Prosecutor's Office 3. Strengthening the capacity of the police to respond in duly and timely manner to all prosecution requests for the application of special investigative means 4. Strengthening the institutional and professional capacity of the Border and Migration Police and the Inter-Institutional Maritime Operations Center 5. Monitoring the situation after visa liberalization
2. Strengthening the track record	3. Fight against trafficking in human beings, weapons and ammunition, motor vehicles and works of art and culture	6. Strengthen structures and procedures for identifying and assisting victims of trafficking, increasing the number of proactive investigations and prosecutions 7. Strengthening the fight against internal trafficking, especially of children, by enhancing the capacities of Child Protection Units and referring victims to community services for their reintegration 8. Approximation of legislation on combating trafficking in firearms and ammunition 9. Capacity building through joint training of law enforcement agencies 10. Preventing and combating trafficking in human beings, as well as other trafficking, in cooperation with all law enforcement agencies
	4. Prevention and crackdown on money laundering	11. Preventing and combating money laundering and increasing the target indicators for combating it
	5. Increase the seizure and confiscation of criminal assets through effective implementation of the anti-mafia law (Law No. 10192, "On the prevention and attack of organized crime and trafficking	12. Review of legislation and bylaws in order to locate, seize, confiscate criminal assets 13. Enhance and strengthen professional capacities in the investigation of criminal assets

	through preventive measures against assets”)	14. Increase by 5% the number of asset investigations referred to the Serious Crimes Prosecutor's Office that will enable the increase in the number of assets seized and confiscated during 2014. 15. Further strengthen international cooperation in asset investigations
	6. Increasing the effectiveness of cybercrime structures	16. Increasing the administrative capacity of cybercrime structures 17. Strengthening staff training capacities
	7. Reducing the supply and access to drugs for illicit use	18. Preventing and significantly reducing drug production in Albania 19. Cracking down on individuals, groups or criminal organizations involved in drug trafficking and trafficking at home and abroad
3. Partnerships and interest groups	8. Strengthening international cooperation in the fight against organized crime	20. Strengthening international, regional and cross-border cooperation in the fight against organized crime 21. Consolidation and development of jurisdictional relations with foreign authorities with a view to improving and facilitating international judicial cooperation procedures 22. Strengthen international co-operation with partner law enforcement agencies through increased information sharing and the number of joint operations against organized crime and illegal trafficking 23. Increasing international cooperation and joint investigations

Annex 3 - Objectives and Measures of the Action Plan against Cannabis Cultivation and Trafficking

Objectives	Measures
1. Disrupting and destroying cannabis cultivation	<ol style="list-style-type: none"> 1. Identifying and disrupting organized crime groups involved in cannabis production 2. Discouraging citizens' involvement in the cultivation of narcotic plants and promoting legitimate economic activities 3. Creating an efficient mechanism for collecting, processing, analyzing and reporting timely data 4. Lease of public property for lawful private use 5. Mapping of potential and current areas that are planted and that can be planted with cannabis 6. Verification of the integrity of public officials responsible for this area 7. Disruption of crops from the early stages of the cycle
2. Targeting and destroying cannabis trafficking	<ol style="list-style-type: none"> 1. Preventing, identifying, detecting, documenting, targeting and destroying criminal trafficking groups 2. Improving border management 3. Improving air surveillance capacity
3. Stroke and reduce cannabis use	<ol style="list-style-type: none"> 1. Improving specialized health facilities 2. Improving information on cannabis use by updating pre-university education curricula 3. Establishing of new internet services and improvement of existing ones 4. Reducing domestic demand
4. Information and communication	<ol style="list-style-type: none"> 1. Intensify and increase the number of media campaigns 2. Encouragement and support for expert participation in television debates 3. Expanding the use of the "Digital Commissariat" application 4. Intensifying direct meetings with citizens to raise citizens' awareness in the fight against cannabis
5. Cooperation and coordination	<ol style="list-style-type: none"> 1. Establishment of the Inter-Ministerial Committee and the Central Task Force 2. Establishment of Task Force at Local Level 3. Encouraging the public and creating opportunities for whistleblowers 4. Strengthening of human/financial/operational/technical capacities 5. Building and expanding partnerships 6. Implementation of Article I of the Law, "On an addendum to law nr. 7975, dated 26.7.1995, "On narcotic drugs and psychotropic substances"

Annex 4 - Public Order Strategy 2015–2020 priorities and objectives

Priorities	Objectives
<ul style="list-style-type: none"> - Develop and align the standards of the police organization with those of the EU. - Strengthen the implementation of the law to increase the level of security. - Fight organized crime and corruption. - Integrated border and migration management. - Strengthen inter-institutional and international cooperation. 	<ul style="list-style-type: none"> - Increasing the effectiveness of the fight against organized crime, illegal trafficking, terrorism and corruption - Strengthening inter-institutional and international cooperation - Perfection of border security system and service - Increasing the effectiveness of the service to prevent and crack down on criminal activity - Strengthening inter-institutional and international cooperation - Strengthen cooperation with other institutions and agencies

Annex 5 - Policy Objectives and Specific Objectives of the National Integrated Border Management Strategy 2014-2020

Policy objectives	Specific objectives
<p>1. Strengthen measures to combat cross-border crime and illegal trafficking with a view to raising the standards of border security in the parameters of EU countries.</p> <p>2. Increase standards for border control and surveillance through the application of best practices for its integrated management.</p> <p>3. Creation of an appropriate legal framework and harmonized with EU standards and Schengen Regulation.</p> <p>4. Establish a system of preventive measures for illegal migration, based on the legal framework and good practices of EU countries.</p> <p>5. Fully approximate to EU standards the movement of goods, vehicles and passengers at the border, ensuring convenience for legitimate trade and safe borders.</p> <p>6. Full approximation of the electronic visa issuance system, E-visa to the standards of the Schengen Regulation.</p>	<p>1. Increase the intelligence force against cross-border crime through</p> <ul style="list-style-type: none"> - The detectability of criminal offenses will increase thanks to the use of information systems. - Increasing professionalism and technical capacity to tackle the phenomenon of using counterfeit border crossing documents. <p>1.2. Reduce illegal trafficking across the border through:</p> <ul style="list-style-type: none"> - Take preventive measures and increase the crackdown on illegal activity related to trafficking in persons, weapons, drugs, goods, etc. <p>2. Standardization of BCPs to EU standards and Schengen Code:</p> <ul style="list-style-type: none"> - For first category BCPs: from 85% in 2013 to 100% in 2020. - For the second category BCPs: from 75% in 2013 to 100% in 2020. - For the third category BCPs: from 75% in 2013 to 100% in 2020. <p>3. Creation of an appropriate legal framework and harmonized with the standards EU and Schengen Code via;</p> <ul style="list-style-type: none"> - Full compliance with the EU external borders legal framework and acts related to effective and efficient management of human, material and financial resources. - Updating the laws and bylaws with the changes that the EU regulations on external borders will have. <p>4. Prevention and reduction of cases of illegal immigration, foreign nationals of seized on the territory of Albania with irregular documents through;</p> <ul style="list-style-type: none"> - Accurate risk analysis - Steering forces in the most problematic areas - Complete the modern equipment for the prevention of illegal migration. <p>7. Improvement of the electronic system of e-visa issuance with the standards of the Schengen Code.</p> <ul style="list-style-type: none"> - It will be aimed to fully align the visa issuance system with EU countries' good practices and the Schengen Regulation.

Annex 6 - National Action Plan on Combating Trafficking in Persons 2018–2020

A. CRIMINAL INVESTIGATION

Strategic Goal 1: Increase the number of successful criminal cases on trafficking in persons and restore the rights of victims

Specific Objectives:

- (a) Ensure compliance of national criminal and criminal procedure legislation on trafficking in persons with European and international standards.
- (b) Enhance the capabilities and professional capacity of criminal justice institutions to investigate and document all forms of trafficking, in accordance with applicable legislation.
- (c) Improving cooperation, coordination and exchange of institutional and intersectoral information in criminal justice
- (d) Strengthening victim protection mechanisms throughout the criminal justice institutional chain (access to justice).
- (e) Improving bilateral, regional and international cooperation of law enforcement agencies in the fight against trafficking in persons.

Strategic Goal 2: Strengthen the integrity of law enforcement officers in the criminal offenses of trafficking in persons and the fight against corruption in their ranks.

Specific Objective:

- (a) Monitoring the involvement of law enforcement officials in the trafficking of persons.

B. PROTECTION

Strategic Goal 1: Ensure initial identification and referrals for the protection of children and adults as victims/potential victims of trafficking for exploitation purposes, and their immediate referral to appropriate assistance services, based on individual needs in accordance with Standard Procedures of Action

Specific Objectives:

- (a) Continuously ensure the effective functioning of the National Referral Mechanism and extend it to the district, municipality (through local coordination groups for preventive measures and identification of trafficked persons) in accordance with Standards and Standard Procedures of Action.
- (b) Strengthen the capacity of all structures/actors involved in the prevention, identification, referral and assistance to potential Victims of Trafficking and Victims of Trafficking, in accordance with Standard Operating Procedures.
- (c) Increase the number of initial identifications and referrals of victims / potential victims of trafficking for all forms of exploitation within the country, at the border, abroad, cooperation with CPUs for mutual referral for cases of children in identified

street situation or suspected of potential Victims of Trafficking, as well as increased victim identification.

(d) Ensuring and sustaining the provision of comprehensive and appropriate services to potential victims/victims of trafficking (children and adults inside or outside the centres), including social, medical, psychological and legal assistance, as well as ensuring compliance with national standards and the Standardized Action Procedures for Victim Protection.

(e) Ensuring the physical security of all trafficked persons (Potential Victims of Trafficking and Victims of Trafficking).

Strategic Goal 2. Promote the return and reintegration and social inclusion of juveniles and adults as trafficked persons (Potential Victims of Trafficking and Victims of Trafficking) and reduce the risk for trafficked persons to be re-victimized and re-trafficked, or to become traffickers.

Specific Objectives:

(a) Promote assisted voluntary return and reintegration of potential victims of trafficking and victims of Albanian trafficking from abroad, and the return of trafficked foreigners.

(b) Strengthen the long-term assistance program for the reintegration and social inclusion of adults and juveniles who are potential Victims of Trafficking and Victims of Trafficking, in accordance with individual needs and Standard Operating Procedures.

C. PREVENTION

Strategic Goal 1: Increase public awareness of all forms of trafficking in persons (internal trafficking, exploitation of forced labour of children and adults, begging by children, etc.) and its consequences.

Specific Objectives:

(a) Raising awareness on trafficking in persons and its consequences in general, and increasing the role of the media in preventing trafficking through public awareness

(b) Raise awareness of children and youth about trafficking, its causes, circumstances, risks and consequences, and address anti-trafficking topics in the core curricula of pre-university educational institutions.

(c) Increase the awareness of health system staff on the contribution of health professionals to the initial identification, health assistance and referral of potential victims of trafficking and victims of trafficking.

Strategic Goal 2: Reduce vulnerability to trafficking and exploitation of persons

Specific Objectives:

(a) Increasing economic and other lucrative opportunities for groups of potential victims.

- (b) Improving the social inclusion of potential victims of trafficking. (Harmonizing actions with the “Roma and Egyptian Reintegration Plan 2017-2020, National Strategy for Gender Equality and Action Plan 2016-2020, and Social Inclusion Strategy).

Strategic Goal 3: Ensure preventive and protective mechanisms as well as provide assistance at municipality level by serving potential victims / groups / victims of trafficking.

Specific Objective:

- (a) Providing psychosocial, legal, health and appropriate support services to potential victims and trafficked persons/groups for their reintegration into society, including crisis prevention services, such as facilitating the use of social services, social assistance, housing, life skills, information dissemination to groups and persons in need.

Strategic Goal 4: Prevention of potential trafficking of persons and elimination of current trafficking situations through administrative measures.

Specific Objectives:

- (a) Ensure the regulation and monitoring of all sectors of society that may be affected by trafficking, as well as prevention/identification through measures at the border.
- (b) Obligation to enforce registration requirements for civil status (legal documentation of births, citizenship and marriage), in order to facilitate social inclusion and access to the education system and other social services.

D. COORDINATION

Strategic Goal 1: Coordination of all anti-trafficking measures and fruitful cooperation between all actors involved in the fight against trafficking in Albania and especially with the Domestic Violence Mechanism and the Integrated Child Protection System at central and local level.

Specific Objectives:

- (a) Ensure the continued oversight of all actors involved in the fight against trafficking in persons and of projects/measures taken in the country, as well as promoting the exchange of information between all partner organizations, state and non-state.
- (b) The effective functioning of the co-ordination and co-operation framework to enable policy and standards setting, monitoring and review, and efficient case management mechanisms for the identification, referral, protection, assistance, integration and reintegration of trafficked persons (victims and victims of trafficking). trafficking through the National Referral Mechanism, clarifying the respective roles and responsibilities, as well as the division of tasks and mechanisms of cooperation and interaction among all actors at national, regional and local levels, and strengthening the capacity of coordination bodies.
- (c) Strengthen the anti-trafficking struggle at regional and municipal level.

(d) Informing all responsible structures and agencies on the National Action Plan, and ensure that their respective roles and responsibilities are clearly understood and foster the implementation of the National Action Plan.

Strategic Goal 2: Ensuring that all information and data required for assessing trafficking in persons and for their successful fight and prevention is in place, is accessible to all stakeholders involved and is regularly exchanged at national and international level.

Specific Objectives:

- (a) Establish a mechanism for the dissemination of information and data, in accordance with the protection of personal data, in accordance with the agreed definitions and for the key data set.
- (b) Increasing research on all forms of trafficking in human beings and on all areas of anti-trafficking.

Strategic Goal 3: Continuously improve the anti-trafficking warfare at strategic and operational levels, and adapt them to new requirements and changed circumstances, creating / strengthening a system for regular review, monitoring and evaluation of the National Action Plan.

Specific Objectives:

- (a) Ensure the systematic and continuous collection and analysis of all information and data of interest at the operational and strategic levels in accordance with the law “On protection of personal data”, for the establishment/strengthening of a functional mechanism at local level prevention (identification of potential victims, as well as preventive and supportive interventions), as well as identification, referral and assistance provided to trafficked persons.
- (b) Regularly evaluating all activities foreseen in the National Action Plan.

Annex 7 – National Strategy for Integration and Development 2015-2020

Strategic Objective	Indicator/Result
1. Creating a safe environment for society by reducing supply and opportunities for illegal drug use:	<ol style="list-style-type: none"> 1. Significant prevention and reduction of narcotics production in Albania with a targeted reduction of 67% by 2020; 2. Elimination of opportunities for illegal use of narcotics, intensifying the fight against individuals, groups and criminal organizations involved in the sale, distribution and international trafficking of drugs; 3. Keeping low levels of hard drugs seized from neighboring countries, originating or transited through Albania.
2. Reduction of illegal trafficking and, in particular, trafficking in human beings from / through Albania until 2020 through:	<ol style="list-style-type: none"> 1. increasing the crime detection rate for individuals and criminal networks involved in illegal trafficking; 2. increasing the number of joint international operations against illegal trafficking; 3. increase the number of operations against illegal traffic, using special investigative techniques.
3. Improving efficiency in the fight against economic and financial crime, money laundering, corruption and income from crime, through:	<ol style="list-style-type: none"> 1. increase in the number of investigations into criminal assets and corruption prevention cases; 2. increasing the number of criminal proceedings for "money laundering"; 3. increase in the number of cases investigated in other criminal offenses of economic crime.
4. Increasing the efficiency of the cybercrime unit, through:	<ol style="list-style-type: none"> 1 increasing the number of criminal investigations related to cybercrime; 2. increasing the number of juvenile abuse cases investigated via the Internet; 3. increase the number of cybercrime prevention investigations.
5. Prevention and reduction of terrorist threats through:	<ol style="list-style-type: none"> 1. increasing the results in the fight against terrorism through the establishment and use of an efficient risk assessment system, coupled with the institutional strengthening of the units engaged in this field. Expected results include: <ol style="list-style-type: none"> (i) an increase in the number of operations using special investigation methods; (ii) increasing the number of joint international operations; and (ii) an increase in the detection and elimination of terrorist offenses; 2. drafting an organic law in line with EU standards for the fight against terrorism; 3. establishment and functioning of the Inter-Institutional Committee for the Coordination of Actions in the Fight against Terrorism;

	4. establishing a secure communication network for the exchange of information between agencies engaged in the fight against terrorism.
6. Establishment of a modern investigative service based on:	<ul style="list-style-type: none"> 1. increase the investigative capacity towards investigations based on intelligence information; 2. improving modern instruments and technology, through the completion of the Total Information Management System (TIMS), the establishment of the Information Management System and the implementation of the communication network for the State Police; 3. increasing the skills of the Scientific Police, by introducing new technologies which will make it possible to increase the number of forensic examinations in the process of detecting and identifying evidence at the crime scene; and 4 establishment and operation of the National Bureau of Investigation.
7. Strengthening international and regional cooperation through:	<ul style="list-style-type: none"> 1. implementation of existing agreements and new forms of police cooperation with countries in the region and the EU; specifically through increased information exchange with EUROPOL and INTERPOL; 2. increasing the number of joint operations with EUROPOL; 3 an increase in the number of wanted persons detained.