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ACTION PLAN on the Development of the Prison System in Albania 2019-2022

Project sponsored by the British Embassy in Tirana

INTRODUCTION

Whilst prisons have historically been used primarily as places of punishment, during the last several decades there was a shift from punishment towards rehabilitation of prisoners. Although the majority of offences do not result in imprisonment, nonetheless prison has such a symbolic centrality that it is usually the first thing that comes to mind when we think about punishment. These institutions have emerged as the preferred constituent of the Criminal Justice System during the last couple of centuries where debates about them have been an ongoing issue amongst policy makers, academia, civil society, as well as the ordinary people.

Imprisonment is the most severe sanction that the courts can impose on convicted offenders, and as such in all democratic countries they are scrutinized with regard to respect to (or lack of) prisoner's rights. Having said that, it is clear that the prison systems are subject to ongoing and continuous reforms, especially in democratic countries adhering towards the European Union. However, prison reform is quite a difficult and lengthy process. It is a complicated and long-term process, which in order for it to be successful demands a coordinated involvement of different government and non-government agencies and, in the new emerging democracies in particular, a colossal culture shift from punitive to rehabilitative approach.

Each country should be clear about what it wishes to accomplish in a mid- and long-term period within its penitentiary system. They also need to know whether they are succeeding and be told when they are not. Therefore, if any institution wishes to increase public confidence in what they do, and how they are performing, then any state institution needs, and should be held accountable. On this note, the strategic plan and action plan below on the development of the prison system in Albania in line with Council of Europe (CoE) standards shifts away from a 'top-down' approach, thus allowing more responsiveness to the populations it serves, as well as to the wider public not only to its chain of command, Government respectively. Therefore, the society as a whole will have greater confidence if they are dealing with a transparent institution, and if they understand and know how the institution operates.

Over the last two decades the state of prisons in the countries of Europe has increasingly come under the scope of the European Court of Human Rights. This is one of the reason why in the introduction of the European Prison Rules commentary of 2006 emphasis is put on the following: "prison standards reflect the commitment to treat prisoners justly and fairly, and that these standards must be very clear, for the reality is that public pressure may very well lead to the violation of the fundamental human rights [of prisoners]".

Based on a 2018 report issued by the EU and the CoE looking at prisons in Europe between 2005-2015, Albania is one of the countries which has seen an increase of its prison population, prison density, and an increase in the length of imprisonment. Looking at the numbers presented in the report, compared to the CoE countries the prison population rate in Albania is flagged a high. The rise in prison population can be due to various reasons but it is never a good thing, and as such represent an alarm bell for the country and an indicator that the country faced with this issue needs to take relevant steps to remedy this phenomenon. Indeed, this might have changed in Albania between the second half of 2018 and the first half of 2019 when this Action Plan was drafted, however as the same report rightfully explains, the sudden decrease in a country's prison population

may not reflect an actual change in its criminal policy, but a punctual amnesty. Consequently, it is an issue that does not warrant sustainability and one that requires an in-depth analysis and scrutiny.

The development of the Albanian penitentiary system represents an important element of the overall penal reform in Albania, which at the same time is a priority for the Ministry of Justice (MoJ), and the Government of Albania in general. Moreover, the Albanian penitentiary system needs to be further developed with the primary aim at rehabilitating and preparing the prisoners for life after prison, and at the same time do its best to have the released prisoners avoid reoffending, by taking into account European Best Practices and CoE recommendations. However, taking into consideration that these practices are constantly evolving, it is therefore very important that prison strategies and other working documents are updated regularly, always taking into account the relation between the prison rules and other relevant instruments, as well as standards and recommendations in the penal field.

It must be bore in mind that the vast majority of those that are locked up will eventually be released into the community, and there is a possibility that a certain percentage of the prisoners released into the community will reoffend. On that note, this Action Plan recognizes that reoffending and recidivism can be overwhelming for the country and the costs phenomenon entails from, but in particular it will be felt by those that are most vulnerable in the Albanian society. Most notably, the negative impact will affect to a large extent the victims and their families, as well as the community at large. Likewise, the families of those who reoffend will suffer just as well, especially their children who are more likely to offend themselves and face imprisonment sometimes in their lives compared to other children. That said, it is crucial that a prison strategy addresses these issues carefully for the sake of both the country and the society/community.

There is undeniable evidence that a number of factors influence reoffending, such as education and vocational trainings, physical and mental healthcare, (lack of) rehabilitative programmes, financial issues, family and societal support etc. It is therefore very important that Albanian MoJ and the Albanian penitentiary system recognize these elements and are well prepared. This Action Plan, amongst others, addresses these issues and will therefore serve as a strong reference when dealing with issues of this nature.

It is evident that being employed after release for example reduces the risk of re-offending, hence the provision of vocational trainings is very important. On that note, international law specifies that imprisonment must not be limited to the deprivation of liberty alone, but should include opportunities allowing the prisoners to obtain knowledge and skills that can assist them in their successful reintegration after release, with a view to avoiding future offending. Prisoners who are engaged in constructive activities are less likely to become disaffected and cause problems. Provision of education, vocational training and rehabilitation programmes in prisons can support order, safety and security, as well as and help them develop into more positive environments. Rehabilitation facilitates in an easier management of prisoners making them therefore less prone to violence. Regardless of the fact that physical security is seen as the opposite of rehabilitation, they actually complement each other, resulting in an enhanced safety and control.

Prisoners in general have poor skills and little working experience, thus preparing them for the market when they are released is of great importance. Likewise, good offender rehabilitation programmes for example, can have great success in changing the way prisoners think and at the same time provide them with the skills set to assess situations that can lead them to (re)offending, but also make the most of the opportunities in their lives and help them in solving challenges and problems ahead. Similarly, adequate provision of general and mental health care, including proper assessment and support for prisoners with mental healthcare issues is key for positive outcomes, and an integral part of a prison reform.

The above-mentioned factors can indeed have an impact on not only reoffending, but also on the prisoners' well-being, including mental well-being whilst doing time. Therefore, prison authorities must take the necessary safeguards to diminish these occurrences and ensure that proper planning is done based on the existing evidence and the existing knowledge from people who have gone through the difficulties mentioned above, thus making positive differences for all parties involved.

Another crucial element for a democratic prison reform is the monitoring and inspections of all prison facilities. Therefore, an independent body that monitors and inspects the work of prisons and their performance is integral and fundamental for the Albanian penitentiary system. This body must ensure that all their findings are transparent and made public in order for the public to see that Albanian prisons are making headway in prison reform and this way making Albania a safer place. After all, the primary task of any government is to keep its people safe, and prisons are fundamental to ensure this happens.

Indeed, good work is being done in the Albanian prisons, and the Albanian penitentiary system is doing its best to offer its prisoners necessary support and skills in order for them to be prepared once released. Of course, one can argue that there is always more to be done, and rightfully so! Nonetheless, of great importance to ensure that more is done is a clear plan and strategy outlining the future steps and ensuring reform in line with best EU practices and a reform that will ensure sustainability, accountability and transparency.

The drafting of this Action Plan, funded by the British Embassy in Tirana, provides for a blueprint to facilitate the problematic situations identified by the Albanian penitentiary system, and will be a part of the overall Strategic Policy of the development of the penitentiary system in Albania. It will provide for an in-depth analysis, and the identification of the positive and the negative trends in the Albanian penitentiary system, including the introduction of specific objectives and the means to achieve them. The objectives will be achievable and useful in practice for the people working in the system, rather than producing a document that would sound impressive on paper but unable, or difficult to be implemented. Having said that, the specialists involved in drafting this document are all prison experts with decades of professional experience in the relevant fields, who know from their personal experience what really works and what is, in fact, achievable. Each objective in this document was drafted with the assistance of a specific subject matter expert who carefully examined all relevant factors in the country related to the strategic objectives in this document, taking into account all surrounding elements to make the objectives as realistic as possible. There will be many challenges for the Albanian penitentiary system in accomplishing the outlined strategic objectives in this plan and achieve the desired results in prisons, and these challenges must be seen precisely as such - challenges not barriers!

MISSION STATEMENT:

Mission: A professional prison service that provides a safe, humane, and secure custody that guarantees the protection of the rights and dignity of persons deprived of liberty and providing them with rehabilitation opportunities, for safer communities.

Vision: Professional penitentiary system, safer Albania.

LEGISLATION IN PLACE

- Law on the Organization and Functioning of the MoJ
- Law on the Rights and Treatment of Prisoners and pre-detainees
- Law on the Prison Police
- DCM No. 437 on the adoption of the General Regulation of Prisons
- Code of Ethics on Prisons Police
- Law on the Internal Control Service in the Prison System
- Law on probation service
- Law on Mental Health, Ministry of Social Protection and Health
- Law for the Health Care in the Republic of Albania
- Law on Criminal Procedure Code of the Republic of Albania
- Code of Criminal Justice for Children
- Law on Preventing and Striking at Organized Crime, Trafficking Corruption and Other Crimes through Preventive Measures Against Assets

CURRENT ORGANIZATIONAL STRUCTURE OF THE PENITENTIARY SYSTEM IN ALBANIA

The total number of staffs within the General Directorate of Prison Administration of Albania (GDPA) is 4556, of which 3559 are uniformed staff and 938 are civilian, whereas each penitentiary institution has one director.

The institutions of Execution of Penal Decisions in Albania are classified in the following manner:

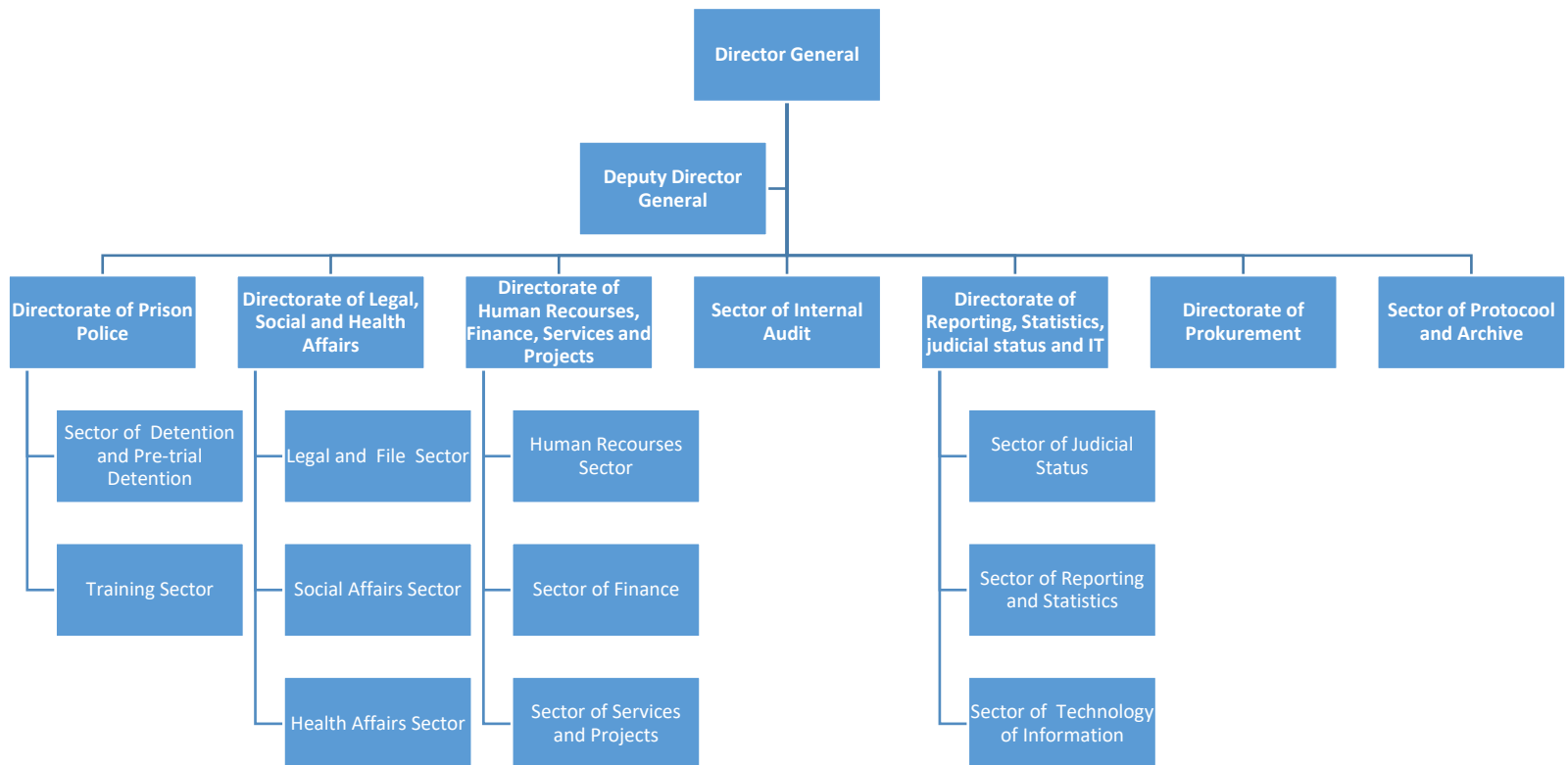
- Low security,
- Ordinary security,
- High Security,
- Detention.

The penitentiary system in Albania is currently composed of 24 places of detention, of which: 1 institution for female offenders, 1 juvenile institution, 1 special institution that treats persons with court order related to 'mandatory medical treatment', 1 hospital for medical treatment of prisoners and 20 institutions are for detainees and prisoners.

The total number of prison population is 5508, out of which 2120 are detainees, whereas the remaining are classified as follows:

- 103 females of which 67 sentenced and 36 in detention;
- 24 juveniles (2 sentences and 22 in detention);
- 411 in high security;
- 2581 in ordinary security;
- 267 are prisoners under medical measures and mandatory medical treatment (250 men, 17 females, 2 juvenile)

GDPA ORGANIGRAM



ANALYSIS OF THE STRENGTHS AND WEAKNESSES OF THE SYSTEM IN PLACE

STRENGTHS:

- The existing legal framework that the Albanian penitentiary system works with is comprehensive and advanced. Similarly, relevant national strategies are in place, including the action plan for 2019 which is approved. The legal framework also covers the prison inspections. Likewise, the existing legal framework on general and mental healthcare is applicable to prisoners with general and mental health issues;
- There is an evident commitment by the Minister of Justice for continuous Prison reform, including support from the Civil Society and International Organizations. The support from important actors, such as the British Embassy, is evident and very important in the reform process of the prison system;
- A transparent structure is in place as well as a transparent approach towards stakeholders who are consulted in all prison reform issues;
- There are well-established international standards from previous projects providing a strong basis for future requirements on prison reform matters. For example, of special importance is the achievement on the development of the training curricula, including a training strategy;
- A needs analysis and risk assessment concerning training had been conducted with all GDPA staff (uniformed and civilian), where it was found that there is a long experience amongst penitentiary staff in place with regards to trainings as well as high levels of motivation, which if properly combined with the training curricula and training strategy can yield positive results;
- There is an existing institutional expertise amongst the penitentiary staff concerning inspections, including existing partnership with internal and external partners on prison inspection/monitoring. Although no actual inspectors exist within the Albanian prison system, nonetheless every penitentiary staff with the approval of the director general can conduct inspections. Further, the level of awareness amongst all relevant actors is very high with regard to prison inspections;
- There is a written agreement for cooperation with hospitals in place that is legally binding, to treat prisoners for specific treatments that are not offered in prison hospitals. Another written agreement is in place with the Ministry of Education (MoE) on specialization courses within prisons for faculty students. The students are offered scholarships and get paid 80% of the doctors' salary, and must sign a contract which requires the students to work for a minimum of three years post-specialization;
- There are visible efforts for improvements of the treatment of mentally ill prisoners, i.e. relevant specialists will take office soon, the cooperation with the regional hospitals, development of the special care units that will treat prisoners with mental health issues, and the identification and separation of prisoners with metal health problems from the rest of the prison population;
- An anticorruption body exists, as well as an inner institutional Task Force. Likewise, there is a centralized e-procurement in place. Similarly, there is an Anti-corruption National Strategy 2018-2020 as well as an Action Plan with specific emphasis on Anti-corruption;
- The findings and recommendations of the state auditor are recognized, which can facilitate in fighting corruption in prisons;
- There is a coordinator for information, based on the freedom of information Act, as well as a monitoring section within the MoJ (albeit remains to be applied);
- Asset Declaration Agency, and the Anti-Money Laundering Directorate exist and are independent;
- The GDPA Internal Control Division does regular inspections, including detection of corruption;

- There is a Commission in place within the GDPA which deals and reviews all requests from prisoners. Similarly, there are visible informative means on how prisoners can lodge complaints, and to whom they can do so, in all prison establishments. Prisoners can also make unlimited free phone calls to the Ombudsman institution and have access to the prosecutors' office if required. Likewise, legal officers are available for all prisoners upon request. There is also a 3-tier complaints system in place;
- With regard to Countering Violent Extremism (CVE), there is a National strategy and Action Plan on the implementation of the National Strategy for Countering Violent Extremism (NSCVE) in place. Similarly, there is a general Communication Strategy for high profile cases of this nature. Further, there is a legal framework on data protection and non-discrimination in place;
- Rehabilitation programmes on CVE have taken place and prison staff have been trained in this field, where a small number of them are capable and able to be granted relevant security certificates;
- There are agreements with religious communities on CVE.

WEAKNESSES:

- Political influence is evident, and this is often evident during the selection of prison directors, as well as equal opportunities in management positions;
- The decision making is much too centralized with no separation between strategic management from the operational management and the approach of the management is very much (physical\static) security oriented;
- There is an evident lack of transparency by the prison management, as well as a lack of proactive management spirit;
- There is a shortage of staff, and a disbalance between uniformed and civilian staff', including a lack of career path and proper opportunities in the institution;
- There is a lack of communication in the system, which is also leading to poor public perception;
- There are no proper tailor-made trainings for management;
- The penitentiary system is struggling with lack of funds, which is especially reflected in obsolete technology, poor infrastructure/buildings, (including appropriate premises for mental healthcare of prisoners) and logistics. There is no training centre, or any suitable infrastructure for that matter to facilitate trainings. Similarly, the institution lacks a database where currently there are only manually written/completed registers;
- GDPA has no core training staff that would be dealing strictly with training related matters and does not have qualified staff that would be appointed into a core training team. Moreover, there is an ambiguity in the law concerning trainings with reference to delegating the legal powers on training matters to specific staff.
- There is also unclear accountability and responsibility on training related issues. This is followed by a lack of accreditation procedure in place for the training programmes and modules.
- There is no prison inspectorate, consequently therefore, there is a lack of proper and dedicated framework regulating inspections. Furthermore, the current structure focuses exclusively on Inspections within the MoJ as a whole, therefore, adequate and comprehensive prison inspections are lacking, and whenever some form of inspections are carried out, they are short and don't follow any specific and

proper methodology. In addition, there is a lack of operational capacities, procedural requirements, and terms of reference for prison inspections;

- The anticorruption body in Albania is not fully independent, as is not the accounting and auditing body responsible for the GDPA;
- There are clear uncertainties on the preparation of financial offers within the GDPA;
- Human resources are too narrow in their work related to integrity management and financial management. As a result, there is a lack of community of practice of financial officers, as well as lack of integrity personnel and financial management staff;
- There are no specialized trainings for tackling corruption in prisons;
- Asset declaration is not mandatory for staff that are not in management positions, as is not declaration of conflict of interest related to external contractors and prisoners;
- GDPA staff have access to prisoners' complaints;
- Provision of healthcare in prisons is an issue of concern, especially provision of mental healthcare. In particular there is poor staffing of health care professionals, medical examinations on admission are conducted insufficiently, there is a practical disregard of medical ethics (confidentiality, equivalence of care, clinical independence) and poor material conditions of health care units;
- There is a lack of implementation of the Law on Healthcare and application of the provision on mental healthcare, including the nonexistence of Standard Operating Procedures on provision of general healthcare, including mental healthcare. Moreover, there is no uniformed practice amongst different penitentiary institutions in Albania related to mental healthcare of prisoners;
- There is lack of specialized and trained mental healthcare staff (psychiatrists, psychologists, nurses), as well as of adequate involvement of psychosocial staff, and there does not seem to be any motivation of young professionals to join the penitentiary service;
- There is a lack of access to proper treatment of the mentally ill prisoners. i.e. Only pharmacological treatment, no non-pharmacological treatment such as occupational and psychotherapeutic treatment, no individualized treatment plans;
- There is a lack of professional and clinical independence of medical staff, often as a result of pressure from prison staff (uniformed and civilian). Likewise, there is a lack of doctor patient privacy where the uniformed staff is present during check-ups of prisoners. Similarly, there are misuses and instrumentalisation of special care units in some prisons;
- There is a lack of specialized trainings for prison doctors, as well as a low attendance rate by the doctors when such trainings are organized;
- There is lack of cooperation and integration with community health care upon release of inmates, including not addressing mental healthcare issues during post penal assistance. Furthermore, there is lack of access for acute mental healthcare in civil psychiatric hospitals, as well as overcrowding due to the access and accommodation of acute patients;
- There is a lack of proper classification and categorisation system, regimes for convicted terrorist prisoners, including lack of proper risk assessment evaluation carried out by multi-disciplinary teams of experts (including psychiatrists, educational and occupational experts). Furthermore, there is a lack of assigned/ profiled staff to work specifically with convicted terrorist prisoners,
- There are no clear procedures on how to assign prison staff who will be working with convicted terrorist prisoners and working on CVE in general, as well as how to treat information classified as secret;

- There is no well-defined understanding and/or approach regarding rehabilitation of this population of prisoners, followed by a lack of properly developed Vocational Education Training (VET) programs, including religious education.

OPPORTUNITIES:

- There is a political will of the current political structure, especially of the MoJ, to continue with the judicial reform in general and prison reform in particular, including prison inspections, and the development of a prison inspectorate. The prison reform is facilitated by the fact that there is currently no overcrowding in Albanian prisons system;
- The utilization of the current legislation in line with the new Criminal Code and the introduction and utilization of the draft strategy on prison police, in the form it is;
- Concrete steps have been undertaken with regard to amendments of laws and bylaws (i.e. payment structure for uniformed staff), and specifically the reviewed legislation towards Juveniles (juvenile reform) on Justice;
- Introduction of a career promotion and development could prove to be very positive for the service and its increase of capacities;
- There is a solid partnership and assistance from international and national organizations, as well as ongoing projects activities and participation on a more frequent interval on exchange of experiences in an international aspect. For example, the suicide prevention strategy was developed, the concept of Dynamic Security also has been developed, as well as the training curricula which was further developed based on the assistance provided by the CoE/EU Horizontal Facility programme. These need to be implemented to ensure sustainability of previous work. Moreover, the monitoring reports from international organizations on training related matters must be utilized, including the utilization of the existing best practices from other countries with regard to prison inspections;
- There is expertise within the GDPA, which is very much visible when prison staff is appointed in acting positions and are able to carry out their tasks without problems. Overall there is an ability of the staff, and the service in general, to adopt to the new developments and changes;
- The introduction of Public-private partnerships concerning prison construction may remedy the problems with infrastructure and logistics;
- Using the two additional weeks, which will be re-introduced in the basic training of penitentiary staff, and profiling them in specialized trainings;
- The existing mentors/supervisors that are dealing with training related matters in each prison institution, to be officially endorsed, which is currently awaiting approval from the MoJ authorities;
- Trainings could serve as motivators in tackling corruption in prisons, as well as recognition of hard work of prisoners, i.e. issuing certificates of appreciation etc.
- There exists the annual inspection plan for sub-oriented institutions, as well as the new/upcoming legislation on prison inspections. Likewise, the draft law on internal affairs, employee integrity and on the internal control mechanism could aid in fighting corruption in prisons;
- The code of conduct and the recruitment rulebook can be checked for adherence to anticorruption efforts and can include a provision on integrity in the code of conduct.
- Regular appraisal of all prison staff and a rotation of staff can aid in prevention corruption within the GDPA;
- The MoJ and the GDPA should foresee the appointment of an integrity officer for all prison establishments;

- An online platform for asset declaration is being developed for 2020 by CoE and USAID which will be public;
- Prisoners are using more than one channel of communication to file complaints, whereas the Hot-lines are to become operational for prisoners to lodge complaints, which need to be categorized and require a diversity of checks both within and outside prisons;
- The GDPA offers basic medical care for prisoners who have never received any medical screening in their lives, thus presenting an added value to the community at large, albeit it is not carried out in sufficient detail;
- Placement of prisoners with mental health problems in special care units for prevention purposes and treatment, following safeguards. Similarly, protocols on treatment of prisoners with mental healthcare issues in special care units are developed and unified practices in place;
- Improved medical digitalized files filled upon comprehensive assessment, which also addresses mental health issues, build-up electronic medical data collection and management including electronic medical records (EMRs), and electronic pharmaco-management;
- There is an agreement between the Ministry of Health (MoH) and MoJ to assist on the provision of secondary health services including mental health through the regional hospitals, as well as similar agreements with the MoE to include internships and postgraduate programmes related to provision of mental healthcare in prisons;
- The role of the unification of the remuneration and other potential measures (i.e. educational/university credits for specialized doctors) in the increase of motivation of medical staff;
- Introduction of an evaluation mechanism about the provision of general healthcare in prisons, incl. mental healthcare and provision of recommendations for legislative and practical changes, incl. awareness raising on mental healthcare issues when changing and/or amending relevant legislation;
- A mutual cooperation among various security agencies is crucial when it comes to CVE and preventing radicalization in prisons;
- There need to be possibilities for well-designed and individual-based rehabilitation programmes for CVE;
- Possibilities to continue reintegration program with probation and furthermore with local authorities/services needs to be ensured for CVE;
- The potentials to develop community integration approach, where families can play an important role under the CVE component.

THREATS:

- Financial instability to implement necessary and relevant projects and modules;
- Political stability and potential loss of support in case there is a change in the Government, including potential changes in the economic developments of the country, could halt the ongoing prison reform. Furthermore, potential changes of the government can result in a lack of will for prison inspections to be organized and carried out in a proper manner or stopped altogether;
- There is shortage of staff in general and lack of qualified staff, i.e. psychiatrists, in particular. Furthermore, there is a work overload due to shortage of staff where very often one official carries out different tasks despite not being in their terms of reference. This if followed by a lack of backup staff, meaning if someone leaves a certain position the institutional memory disappears with them. Similarly, there are high levels of the staff turnover which are causing many problems for organizing trainings;
- The radicalization in prisons, and a lack of risk assessment tools;
- There is no proper psychological and other relevant testing of prison managers, who lack teamwork skills and spirit;

- The introduction of Public-private partnerships in prison construction could bring about unforeseen problems and complications;
- Although there is currently no overcrowding of prisons, the situation can change in the future. There is however overcrowding in pretrial detention which could also lead to mental health problems;
- Lack of political will to ensure equivalence of care towards prisoners, and to resolve the outstanding issues of the forensic patients. Moreover, the cooperation between the MoH and the MoJ is lacking. This is visible in many aspects, one of which is the failure from the MoH to deliver trainings of forensic nature to GDPA staff.
- More work is required towards ensuring medical ethics in prisons, although there are some signs of progress;
- The non-implementation of the legislation and the draft legislation on prison police, which is in the final steps could hamper the work of GDPA and prison reform in general;
- The legal framework regulating prison inspections is weak, and there could be a resistance from the penitentiary staff if they are to be inspected by their peers, so this requires proper legal regulation;
- The punitive vs. corrective measures resulting from inspection findings, as well as the non-implementation of and/or acceptance of recommendations stemming from prison inspections;
- Granting or denying certain benefits to prisoners based on incomplete and/or inaccurate information can lead to corruptive actions within prisons;
- There is a possibility that complaints lodged by prisoners can be intercepted by the suspects of wrongdoing, including the tapping of the phones when complaints are made, considering that GDPA can gain access to prisoners' complaints;
- Regarding CVE, there is a threat of creating isolated and stigmatized communities, due to potential return of radicalized individuals.

PRECONDITIONS FOR IMPLEMENTATION OF THE ACTION PLAN

A number of preconditions are necessary for the Action Plan to be implemented, such as finances, human resources, cooperation with relevant institutions, partners and associates respectively. Based on the information provided by the Working Group members during the drafting of this Action Plan, it was made clear that there were a number of obstacles which could present risks in the implementation of this Action Plan, and consequently the implementation of future national penitentiary strategies.

Financial implications

One of the first and most common concerns brought forward by all working groups member were finances, lack of respectively dedicated for the penitentiary system. The lack of funds is more visible with regards to implementation of programmes, but also salaries for the prison staff which were mentioned as low motivators for the system. With regard to the latter, it is anticipated that there will be salary increases, however the issue of funding various rehabilitation programmes for prisoners and funds for capital investments, infrastructure respectively, which is in need of improvement continues to present a problem for the Albanian penitentiary system.

It is therefore important that proper calculations and financial planning is conducted, taking into considerations the strategic objectives in this document and related activities, to ensure that the upcoming penitentiary strategy can be implemented. The MoJ and the GDPA need to plan accordingly what can be covered financially by the Government funds and what is required from other sources, i.e. IPA funds, grants, and/or donations.

Human resources/capital

For any Action Plan and National Strategy to be properly implemented, a penitentiary service requires not only sufficient number of staffs, but also qualified staff who are familiar with requirements to implement the relevant strategic objectives. Indeed, prisons cannot choose their prisoners as they need to accept whoever is sent to them by a court decision, but they can nevertheless choose their personnel. It is therefore very important for the Albanian prison system to choose the right people to be part of the service who will ensure the adequate management of the Action Plan, and consequently of the National Penitentiary Strategy, and relevant processes, and also enable regular and adequate monitoring of the documents in question, their revision and when needed upgrading.

Furthermore, based on the Albanian Penitentiary System needs to take into account the Albanian Gender Equality Law which foresees that all public institutions in Albanian reach a minimum of 30% of women and girls' representation in all levels of management, especially in public decision and policy making positions.

Based on information received during the work of the working group, there does not seem to be a shortage of staff in the GDPA, however the problem seems to be with uncontrolled recruitment and staff turnover. This uncontrolled recruitment and turnover also lead to other problems such as trainings which are imperative for the proper running of prisons.

Cooperation with partners and associates

This Action Plan is foreseen to be implemented during a four-year period, covering the period between 2019-2023, and it must be bore in mind that during this period of time unforeseen changes may occur be it of economic, political, social, or other nature. Should this happen a revision of the plan must be carried out accordingly to ensure a continuity of the strategy and consequently of the prison reform in the country, thus allowing for an uninterrupted improvement of the Albanian prison system.

The Albanian MoJ through the GDPA will be responsible for the coordination of the work of all partners and associates involved in the implementation of this Action Plan. Likewise, they will also be responsible for the implementation of the activities anticipated in this document, including the overall reforms in the penitentiary service of Albania.

The institutions responsible for the implementation of the Action Plan are: the MoJ, GDPA, prison and correctional-educational establishments, MoH, MoE and sport, and Ministry of Social Welfare and Youth.

The partners and associates include: Ministry of Finance (MoF), Ombudsman/National Prevention Mechanism, European Delegation, Council of Europe, Embassies, The Coordination Center for Countering Violent Extremism, International Criminal Investigative Training Assistance Programme (ICITAP), US Agency for International Development (USAID), Civil Society Organizations, etc.

MONITORING AND EVALUATION OF THE ACTION PLAN

For a successful, objective, and reliable implementation of the Action Plan an appropriate monitoring is required for the period that this document is foreseen to cover. Likewise, an assessment of annual achievements of the strategic objectives and anticipated activities is essential and needed. In order to ensure the monitoring and assessment in question, the Albanian MoJ and the GDPA will establish a Working Group or a Task Force of experts from all parts of the Government, as well as including other institutions and organisations involved in the implementation process. This Working Group will assess the developments and the dynamics of the implementation of the Action Plan on six monthly bases.

In order to facilitate the process of monitoring and evaluation of the strategic objectives' activities, the Working Group or the Task Force members will have detailed and realistic indicators within the Action Plan document at their disposal. These indicators are to be used by the Working Group or the Task Force members to track and measure the level of achievement of the expected results and strategic objectives foreseen in the Action Plan. The Working Group or the Task Force members will submit written reports on their assessments, including their findings to the GDPA and other relevant bodies. The reports shall also contain propositions and recommendations, necessary changes, including corrective measures if deemed necessary in order to achieve the strategic objectives as set out in the Action Plan.

This task shall be achieved by developing a monitoring and evaluation plan, which is a document that helps track and assess the results of the interventions during the lifespan of the implementation of the Action Plan. The plan in question will be a living document which is to be referred to and updated on regular basis. It is important to develop such plans before the monitoring, evaluation activities are initiated in order to have a clear idea for what questions, and queries need answers and need looking into. These plans will help the Working Group or the Task Force members to decide how they are going to collect data to track the Action Plan indicators, how the monitoring data will be analysed, as well as how the results of the data collected will be disseminated to the relevant bodies, including the donor.

STRATEGIC OBJECTIVES	
Strategic Objective 1 Prison Organization and Management	STRENGTHENING THE ORGANIZATIONAL AND PERFORMANCE CAPACITIES OF THE PENITENTIARY SYSTEM
Strategic Objective 2 Rehabilitation and Reintegration	STRENGTHENING THE PROCESS OF REHABILITATION AND REINTEGRATION OF PRISONERS
Strategic Objective 3 Staff training, including managerial staff	ENHANCEMENT OF A PROFESSIONAL PENITENTIARY SERVICE, THROUGH FOCUSED AND SUSTAINABLE TRAINING
Strategic Objective 4 Prison Inspection, with focus on internal inspection and control systems	STRENGTHENING THE INTERNAL CONTROL MECHANISM, THROUGH PROVISION OF BROADER MANDATE AND ENHANCED OPERATIONAL CAPACITIES
Strategic Objective 5 Provision of healthcare, incl. mental healthcare	STRENGTHENING THE PROVISION OF HEALTHCARE TO PRISONERS, INCLUDING MENTAL HEALTHCARE
Strategic Objective 6 Anti-corruption policies and measures in prison	IMPROVE COORDINATED INTEGRITY, TRANSPARENCY AND ACCOUNTABILITY PROCESSES AT ALL LEVELS IN PRISONS
Strategic Objective 7 Legislation and Secondary Legislation Enhanced	PENITENTIARY RELATED LEGISLATION AND SECONDARY LEGISLATION ENHANCED AND HARMONIZED IN LINE WITH THE ACTION PLAN
Strategic Objective 8 Countering Violent Extremism	NATIONAL ACTION PLAN ON VIOLENT EXTREMISM IN THE CONTEXT OF THE PRISON SYSTEM AND THE PROBATION SERVICE IMPLEMENTED

ACTION PLAN					
STRATEGIC OBJECTIVE 1: STRENGTHENING THE ORGANIZATIONAL AND PERFORMANCE CAPACITIES OF THE PENITENTIARY SYSTEM					
Prison Organization and Management	Time Frame	Responsible body agency/institution	Budget	Objectively Verifiable Indicators (OVI)	Assumptions and Risks
OUTPUT 1.1	Prison management capacities are strengthened				
ACTIVITIES					
1.1.1 Promote the appointment of experienced prison staff into management positions	2019 - ongoing	GDPA	0 €	- Number of Governors/prison directors and senior managers appointed with relevant (penitentiary) background	A: The appointment of prison professionals into managerial position could be used as a motivational tool. B: Subjective evaluation of relevant (penitentiary) background for managerial level
1.1.2 Definition of legal provisions for selection criteria, authorization, accountability and obligation of prison governors and senior managers based on CoE recommendations ¹	2019 - ongoing	GDPA	3.000 €	- Relevant documents prepared in line with EU best practices and CoE recommendations	A: Costs are defined based on the assumption that during the process it will be necessary to use international and local experts. (The project is supported by UK Embassy) B: Failing to link the relevant documents between them
1.1.3 Provision of overall basic and continuous training for management (curricula	2019 - ongoing	GDPA	3.000 €	- Training curricula developed in line with EU best practices and CoE recommendations ²	A: In the first year the induction training will be delivered twice and then once per year. The In-

¹ For more information on these elements please refer to the [Staff Recruitment Rulebook](#) developed in July 2017 under the CoE/EU “Enhancing The Protection of Human Rights of Prisoners In Albania” action/project

² For more information on this issue please see the [Induction training curricula](#) developed in May 2018 under the CoE/EU “Enhancing The Protection of Human Rights of Prisoners In Albania” action/project

should include reintegration, CoE Recommendations, European trends, Human Rights issues, management techniques etc.)				<ul style="list-style-type: none"> - Number of trained governors and senior managers - Number of relevant in-house trainings³ for managers, including refresher trainings 	service training should be delivered at least one per year. B: The lack of financial means may affect the execution of trainings
1.1.4 Introduce and implement the Code of Ethics based on CoE recommendations ⁴	2019 - ongoing	GDPA /individual prisons	5.000 €	<ul style="list-style-type: none"> - Number of staffs trained, and made aware, of the Code of Ethics - All penitentiary staff have signed the ethical compliance act - Ethical committees introduced in each prison institution 	A1: Training of Trainers (ToT) training followed by cascade trainings required A2: There is an increased attention for ethical issues in penitentiary system from international partners. B: The process might not have the required attention from the management level.
1.1.5 Implement awareness raising campaign for the prison staff and their familiarization with the National Anti-corruption Strategy	2019 - ongoing	GDPA/individual prisons	0 ⁵ €	<ul style="list-style-type: none"> - National anti-corruption strategy included in induction training for new penitentiary staff - Number of staffs trained - Relevant information leaflets distributed in all prisons 	A: Anticorruption strategy is very broad, but assuming that in the trainings a link will be provided between the strategy and penitentiary system. B: Failing to attend the trainings C: MoJ internal staff and experts can present the National Anticorruption Strategy 2015-2020. Different round tables can be organized to raise awareness of this strategy and action plan

³ For more information on this issue please see the [In-service training curricula](#) developed in July 2018 under the CoE/EU “Enhancing the Protection of Human Rights of Prisoners in Albania” action/project.

⁴ For more information on this issue please refer to the [Code of Ethics for Albanian Prison Staff](#) developed in January 2018 under the CoE/EU “Enhancing the Protection of Human Rights of Prisoners in Albania” action/project.

⁵ The strategic document is already financed by two projects; The EU twinning project, and the sectorial reform contract also funded by the EU. The projects’ work plans foresee that there is awareness raising, communication trainings, etc. in order for this strategy to be implemented with all relevant institutions.

1.1.6 Design and implement trainings on the rehabilitation role of the prison police (eliminate the sharp difference between the security and rehab functions)	2019 - ongoing	Individual prisons	5.000 €	<ul style="list-style-type: none"> - Training programme for the rehabilitative role of prison police developed - Number of trainings delivered, including the number of staffs trained - Number of interventions/amendments in prison policies - Surveys for the role of the security staff 	<p>A: Memorandum of Agreement between GDPA and Psychologist Order, will provide specialized trained psychologists</p> <p>B: The implementation of the agreement with psychologists can drop as time passes by</p>
1.1.7 Reconsider the overall structure and geographical location of the prisons and penitentiaries	By the end of 2020	GDPA	30.000 €	<ul style="list-style-type: none"> - A thorough analysis of the matter carried out - A new structure is in place 	<p>A: The international expertise is required.</p> <p>B: Restructure process causes demotivation in the staff.</p>
1.1.8 Drafting and introducing standards for performance evaluation for Institution of Execution of Criminal Decision (IECD) according to specified performance criteria for the operation of prisons	second half of 2020	GDPA	2.000 €	<ul style="list-style-type: none"> - Evaluation standards in line with EU best practices are drafted - Individual prison performance evaluation system in place 	<p>A: International expertise is required.</p> <p>B: Difficulties or lack of experience in implementation</p>
OUTPUT 1.2	Effective human resources are in place				
ACTIVITIES					
1.2.1 Establish a penitentiary human resources plan in line with CoE recommendations ⁶	2019 - ongoing	GDPA	8.000 € + 4.000 € (annually) ⁷	<ul style="list-style-type: none"> - Penitentiary recruitment plan prepared - The plan adopted by MoJ 	A: Implementation of Activity 1.1.2.

⁶ See the [Staff Recruitment Rulebook](#) developed in July 2017 under the CoE/EU “Enhancing the Protection of Human Rights of Prisoners In Albania” action/project as basis for the development of the strategy

⁷ The sum of costing for activities 1.2.1 a+1.2.1 b+1.2.1 c+1.2.1 d+1.2.1 f+1.2.1 e

					B: Coordination efforts with Department of Public Administration C: Lack of internal budget to properly implement the strategy and the action plan
1.2.1a. Reconstruct the Organizational Chart in the individual prisons based upon their tasks, ensuring a balanced staff/inmate ratio	By the end of 2021	Individual prisons	0 €	- Organizational charts produced - Balanced staff/inmates ratios achieved	A: The findings from Activity 1.1.7 will be implemented in the new proposed chart B: Restructuring process increases demotivation and insecurity in the prisons' staff.
1.2.1b. Define clear job profiles, with clear terms of reference, and detailed job descriptions	2019 - ongoing	GDPA/individual prisons	5.000 €	- Job profiles and job descriptions drafted and approved.	A: The expertise of International expert is required B: Lack of internal budget to properly implement this activity
1.2.1c. Provide an overall predictable career path plan from recruitment to retirement (salaries, grade system, incentive system, with the possibility of vertical and horizontal progression)	First quarter of 2020	MoJ/GDPA	0 €	- The career path plan adopted and implemented	A: Draft the plan in collaboration with Department of Public Administration (DoPA), in line with EU best practices B: Lack of internal budget to properly implement this action
1.2.1d Resolve the system of transparent individual performance evaluation according to specified performance criteria for all staff members (with motivation package)	First quarter of 2020	GDPA/individual prisons	4.000 € ⁸ (annually)	- Performance evaluation procedure is in place	A: Implementation of Activity 1.1.2 B: Lack of financial resources on staff motivation would make the system weak and useless
1.2.1e Provide a plan to overcome staff rotation	2019 - ongoing	GDPA/individual prisons	0 €	- Staff rotation is minimized or terminated altogether	A: Considering the lack of financial resources, only

⁸ The cost refers only to a modes motivational package

					measures with no financial effects will be included in the plan. B: The overload of the HR staff responsible for this activity
1.2.1f Develop a plan to provide gender equality in all positions throughout the GDPA (emphasis on prison police and governors)	By the end of 2021	GDPA/individual prisons	3.000 €	- A plan that will address gender equality developed - Ratio of female staff ensured - Gender training introduced in the training curricula and in the refresher trainings	A: international expertise is required to provide measures how to improve gender balance B: Institutional culture is rigid to absorb the proposed measures
1.2.2 Introduce a scheme for regular psychological supervision for all staff members and manage staff burn-out	By the end of 2020	GDPA/individual prisons	10.000 € +20.000 € annually ⁹	- An evaluation programme/tool developed - Number of psychologists/counsellors within GDPA exist	A: Memorandum of Agreement will facilitate the process. B: No dedicated budget line and difficulties in negotiating with the Ministry of Finance (MoF) for a considerable increase in the number of staffs for GDPA
1.2.5 Monitor and evaluate existing working conditions (i.e. infrastructure, offices, cars, uniforms) of staff in prisons and provide a plan for improvement	2019 ongoing	GDPA/individual prisons	200.000 €	- Assessment of existing working conditions carried out - Plan for improvement is prepared	A. This activity is in line with Reform in Anti-Corruption and Reform in Justice. B: Considering the financial resources required to perform this activity, GDPA should ask for donor support.
OUTPUT 1.3	Communication strategy introduced in all levels of the organization				
ACTIVITIES					
1.3.1 Appoint a person in charge of all communication	First quarter of 2020	GDPA	0 €	- Press and Public Information officer is appointed	A: The existing position will continue to be covered by Media Advisor, but with a broader view.

⁹ 10.000 € for designing the scheme and then 20.000 € annually to implement it

related issues in the Directorate					B: The heavy workload of the Communication person will impact efficiency
1.3.2 Identify staff in each prison to co-ordinate communication on a local level	First quarter of 2020	Individual prisons	0 €	- Communication staff identified and appointed	A: Existing staff will also be responsible for this task. R: The overload work of the staff.
1.3.3 Organize trainings for prison directors and the local communication co-coordinators on the effective use of media	First half of 2020	GDPA	3.000 €	- Average training hours per staff trained	A: International expertise is required for this specific topic. B: Lack of ownership, as there will be only one appointed person (see Activity 1.3.1)
1.3.4 Establish overall communications plan for the Prison Service, in line with MoJ's Communication Strategy, to tackle internal and external communication	First quarter of 2020	GDPA	0 €	- Communications plan drafted and approved	A: There is a well-developed Communication Plan for the MoJ. The responsible unit should refer and be in line with the MoJ's Communication Plan. B: Lack of experience from the responsible unit.
1.3.5 Support the implementation of the GDPA communication plan	Mid 2020 - ongoing	Individual prisons	2.000 € annually	- Number of joint activities carried out with local and national media	A: Timely Implementation of activity 1.3.4 B: The dynamic environment makes it difficult to follow the plan.
1.3.6 Organize regular meetings with media representatives.	First half of 2020 - ongoing	GDPA/individual prisons	0 €	- Number of meetings held	A: Media in Albania is one of the most effective channels of communications B: No interest from media partners to participate in such meetings.
1.3.7 Awareness raising and promotion of special characteristics of the service to strengthen corporate	2020 - ongoing	GDPA/individual prisons	1.000 €	- Memorandum of Agreement between GDPA and relevant Universities	A: Students will be an important counterpart in implementing the measures. The only cost required

identity in line with the Vision and Mission				- Number of articles/interviews written and published	are anticipated to be the printing costs of various materials B: Failure in transmitting the correct messages
1.3.8 Promote awareness and understanding of significant policy developments in the organization among staff	2020 - ongoing	GDPA officer/person in charge	0 €	- Number of written, and other, communication produced and delivered among staff - Number of clicks/visits in the GDPA website	A: By internal regulation, it is required to inform the other structure for every new policy development B: Neglecting the importance of sharing the development of new/existing policies with other structures
1.3.9 Oversee media monitoring to provide alerts on notable current and contentious issues, and write and issue statements or press releases on a wide range of relevant topic areas when required	2020 - ongoing	GDPA officer/person in charge	0 €	- Number of articles/interviews written and published on public media, including press releases - Number of clicks/visits in the GDPA website	A: This task is already performed by the Media Advisor B: Failing to have cover over other related issues.
STRATEGIC OBJECTIVE 2: STRENGTHENING THE PROCESS OF REHABILITATION AND REINTEGRATION OF PRISONERS					
	Time Frame	Responsible body; agency/institution	Budget	Objectively Verifiable Indicators (OVI)	Assumptions and Risks
OUTPUT 2.1	A standard system of risk management is established				
ACTIVITIES					
2.1.1. Adopt the new model of risk/needs assessment, sentence planning and risk management (developed under CoE and Twinning projects)	Beginning of the 2019	MoJ, GDPA	0 €	- A new risk/needs assessment, sentence planning and risk management model adopted	A: The new risk/needs assessment, sentence planning and risk management model is developed by provision of international expertise and adjustments are not required B: Delays in adoption.

2.1.2. Cascade trainings of the relevant prison staff on the risk and needs assessment, motivational interviewing and proper sentence planning (based on materials and ToT training provided within CoE and Twinning projects)	First half of 2019	GDPA	3.000 €	- Nr of staff trained by each penitentiary institution - Minimum 2 members of staff from each penitentiary institution trained	A: Guaranteed by donor expertise considering the nature of specific training programmes. B: Difficulties by the staff trained to absorb the concepts of these programmes.
2.1.3. Pilot two already developed intervention programmes, conduct cascade trainings and implement these programmes for the relevant prison staff (general programme for prevention of reoffending and social skills training)	2020-ongoing	GDPA Penitentiary institutions	3.000 €	- Programmes are available in all penitentiary institutions - Programmes are implemented if required (based on needs assessment)	A: The interventions programmes are ready to be used with minor adjustments. B: Appropriate budget needs to be foreseen
2.1.4. Establish WGs for development of different modules of the programme for prevention of reoffending - for specific groups of prisoners (sex offenders, violent offenders, drug/alcohol addicts); pilot them; conduct cascade trainings and implement these programmes.	2020-ongoing	GDPA (in cooperation with experts from penitentiary institutions)	5.000 €	-Programmes are available in all penitentiary institutions - Programmes are implemented if required (based on needs assessment) SUGGESTION: Implement a pilot project about women and girls for their preparation and release and their successful return in the society	A: International expertise is required B: Appropriate budget needs to be foreseen
OUTPUT 2.2	Policies for education, vocational training, and work/employment are improved				
ACTIVITIES					
2.2.1. Establish a multi-sectorial mechanism to consult, coordinate and	2019 throughout	MoJ GDPA	2.000 € (equipment costs)	- A special unit/department is established	A: There is a good policy dialogue between stakeholders.

monitor educational, vocational training and employment process for prisoners			+ 18.000 € ¹⁰ annually	- Number of training program for male detainees ¹¹ - Number of training programs for female detainees ¹²	R: Since there are cross-cutting measures, it is difficult to match all relevant policies.
2.2.2. Establish a multi-sectorial working group for drafting a Strategy for improving the educational possibilities for prisoners	2019-2020	MoJ GDPA Ministry of Education (MoE) Civil Society	0 €	- Strategy is drafted	A: Existing staff in policy departments in Line Ministries (LM) and other institutions will be appointed as members of the Multi Sectorial (MS) group. B: Failing to coordinate efforts among different actors involved
2.2.3. Adoption of the Strategy by the Government	2020	Government of the Republic of Albania	0 €	- Strategy is adopted	A: Opening the negotiations with EU requires specific measures are undertaken in this specific field B: Because the tight agenda the strategy approval can delay or even not discussed.
2.2.4. Establish a multi-sectorial working group for drafting a Strategy for improving working conditions for prisoners and their employment after release	2019 throughout	MoJ GDPA Ministry of Labour (MoL) Civil Society	0 €	- Strategy is drafted	A: There is a policy dialogue between the stakeholders. MoJ has the leadership. B: Failing to coordinate the efforts amongst the actors involved
2.2.5. Adoption of the Strategy for improving working conditions for prisoners and their	2020	Government of the Republic of Albania	0 €	- Strategy adopted	A: Opening the negotiations with EU requires specific measures are undertaken in this specific field

¹⁰ 12*3*500

¹¹ Indicator 1 in Objective 2 of Medium-Term Budget Plan 2019-2021 for the Programme “Prisons System”

¹² Indicator 2 in Objective 2 of Medium-Term Budget Plan 2019-2021 for the Programme “Prisons System”

employment, after release, by the Government					B: Because the tight agenda the strategy approval can delay or even not discussed.
2.2.6. Establishing co-operation and partnership between individual prisons, private companies, and national and international NGOs for the provision of rehabilitative programmes (and private companies for the provision of prison labour)	second half of 2020	GDPA/Individual prisons	0 €	- Nr of juvenile detainees employed ¹³ - Nr of female detainees employed ¹⁴	A1: This activity will be performed by the existing staff, that will be charged with an addition task. A2: NGOs are willing to participate in these programmes B: Failing to cooperate with private companies
OUTPUT 2.3	Integrated system of pre-release planning and post-release support through multi agency cooperation is in place				
ACTIVITIES					
2.3.1. Analysis of actual needs of prisoners for pre-release planning and post-release support on local and national level	First half of 2019	GDPA Penitentiary institutions	0 €	- Detailed report on the needs of prisoners for of pre-release planning and post-release support	A: The prisoners are collaborative during the need assessment. B: Since a multidisciplinary approach is required, the responsible unit will face difficulties in implementing this measure
2.3.2. Individualized programmes of preparation for release developed for all prisoners according to their needs	2019-ongoing	Penitentiary institutions in cooperation with NGOs	100.000 €	- Number of individualized programmes of preparation for release developed - Recidivism rate (male) ¹⁵ - Recidivism rate (female) ¹⁶ - Recidivism rate (juveniles) ¹⁷	A: Adjustments which will ensure EU best practices are assured for development of the individualizes programmes.

¹³ Indicator 3 in Objective 2 of Medium-Term Budget Plan 2019-2021 for the Programme “Prisons System”

¹⁴ Indicator 4 in Objective 2 of Medium-Term Budget Plan 2019-2021 for the Programme “Prisons System”

¹⁵ Indicator 2 in for the Programme “Prisons System” (Medium Term Budget Plan 2019-2021)

¹⁶ Indicator 3 in for the Programme “Prisons System” (Medium Term Budget Plan 2019-2021)

¹⁷ Indicator 4 in for the Programme “Prisons System” (Medium Term Budget Plan 2019-2021)

					B: Failing to implement the designed individualized programmes
2.3.3. Promote the use of progressive regimes (including open and semi-open regimes, home leaves and early release schemes) to support prisoners' rehabilitation and preparation for release	2019-ongoing	GDPA Penitentiary institutions	20.000€ ¹⁸	- Progressive regime is used in line with risk management - Progressive regime supports rehabilitation and preparation for release	A: No budget line to implement this measure.
2.3.8. Adopt the Standard Operative Procedure by relevant ministries and institutions	2021	MoJ Ministry of Health (MoH) Ministry of Social Care (MoSC) MoL MoE Civil Society	0 €	- Standard Operative Procedure is adopted	A: Vetting process and Justice Reform will push the adoption of the SOP in time however, involving many institutions makes the coordination process difficult B: Delays in adoption considering all the LM involved in the process
2.3.9. Implement the SOP for preparation for release and post-release support on the national level	2021-ongoing	MoJ MoH MoSC MoL MoE Civil Society	0 €	- The SOP is implemented	A: All institutions have a common understanding of the SOP B: It's been noticed during the implementation phase that a comprehensive approach was not used
STRATEGIC OBJECTIVE 3: ENHANCEMENT OF A PROFESSIONAL PENITENTIARY SERVICE, THROUGH FOCUSED AND SUSTAINABLE TRAINING¹⁹					

¹⁸ In this cost are not included investment costs

¹⁹ All training that will be provided for GDPA staff is intended to have a direct impact on the operational performance of our prisons. It is important, therefore, that the knowledge gained during training sessions is transferred to the workplace. Staff are expected to apply the training that they receive.

	Time Frame	Accountable body; agency/institution	Budget	Objectively Verifiable Indicators (OVI)	Assumptions and Risks
OUTPUT 3.1	Staff develop skills, knowledge and competencies to deliver the tasks undertaken by the service				
ACTIVITIES					
3.1.1 Through induction /basic training the penitentiary staff will be prepared to understand and carry out the required tasks by imparting professional skills and the understanding of the working environment	First quarter 2019 – ongoing	Training Unit/Section of the GDPA	0 €	- A survey to measure retention of knowledge, provided during the initial training drafted and utilized	A1: Management of intakes of new entrants A2: Implementation of Activities 1.1.9 and 1.2.1 B: Failing to attend the training.
3.1.2a Through continuous in-service training achieve continuous improvement and therefore promote increased professionalism to improve job performance and service to prisoners 3.1.2b Where members of staff are exercising a specialist function, GDPA will provide the opportunity for those staff to undertake training designed to facilitate their adjustment to the particular specialist function.	First quarter 2019 – ongoing	Training Unit/Section GDPA	0 €	- All penitentiary staff provided with a minimum 2-day refresher trainings per year, including trainings on new topics as deemed necessary -Training database shows all staff working in specialist functions received identified training	A1: Training Needs Analysis conducted A2: Staff provided with the appropriate time to engage in training A3: Arrange meetings to discuss and agree on the training needs. B: Failing to attend the training or maybe the curricula not very well designed especially for specialist functions.
3.1.3 Through managerial training, leadership competencies are enhanced throughout the organisation	First quarter 2019 – ongoing	Training Unit/Section of GDPA	0 €	- Management staff are exposed to external learning and development opportunities which challenges their ideas, develops critical thinking and	A: Implementation of Activity 1.1.3

				facilitates the achievement of organisational objectives	
3.1.4 Through career development opportunities support staff in their career advancement	First quarter 2019 – ongoing	Training Unit/Section of GDPA	0 €	- Number of candidates promoted through this process	A: Implementation of Activity 1.2.1 B: HR office and Training centre should have the ownership for this activity, not the high management level
3.1.5 Cooperation with partners including Academy of Security Studies	First quarter 2019 – ongoing	Training Unit/Section of GDPA	0 €	- Protocols agreed and implemented with identified partners.	A: Prisons staff is fully engaged to benefit from these agreed protocols. B: Discrepancy between prisons training needs and curricula provided by the partners.
3.1.6 Training Curriculum is implemented as standard	First quarter 2019 – First Quarter 2020	Training Unit/Section GDPA	6.000 €	- Number of curricula distributed and agreed with the prison Directors and headquarters staff. -Production of annual Training Plan. -Evidence that a range of pedagogical techniques is used to deliver the training, as adult learners have different learning styles and approaches. - Evidence of systematic monitoring and evaluation of training courses	A1: The Plan will be based on the annual training priorities f and agreed upon with the Director General of GDPA. Evaluations will lead to any necessary adaptations either to training curricula or the conditions for applying the results of training. A2: The curriculum will be reviewed periodically, and an updated version distributed. A2: The approaches will include: lectures; presentations; facilitated discussion; interactive group work; private study; experiential learning through practice; and testing. B: No budget line foreseen for this activity

OUTPUT 3.2	A training center for training with all adequate mechanisms, is fully operational				
ACTIVITIES					
3.2.1 Revise the Internal regulation for the training centre and implement the legal framework for the establishment of the training centre	Third quarter 2019	MoJ GDPA	4.000 €	-Training and education delivered to staff is effective, relevant, practical and grounded in contemporary theory and best practices, and tailored to individual grades and roles	A1: Expertise required. A2: Mostly will rely on the trainers within the penitentiary system B: MoJ/GDPA make available the necessary resources
3.2.2 Dedicate budget for training	Third quarter 2019	MoJ GDPA	0 €	-Technology, accommodation, and all other necessary resources available to training Unit/section - Funds allocated in the Program: Prisons System	A: This is in the focus of Justice Reform ²⁰ and Anticorruption Strategy ²¹ . B: Failing the negotiation with MoF for making available the necessary resources
3.2.3 Development of an organizational chart to include a training unit with core/full time staff	Second Quarter 2019	Training Unit/Section GDPA	2.000 € (equipment costs) + 18.000 € ²² annually	- Organizational charts produced - Cadre of core full time training specialists based at the training centre - Training of Trainers provided to a specific number of staffs in prisons so that they can deliver training	A: There is a willingness by the high to establish the training unit R: There is room in the budget to accommodate the additional requests

²⁰ <https://drejtesia.gov.al/plani-i-veprimit-te-strategjise-ndersektoriale-te-drejtesise/>

²¹ <https://drejtesia.gov.al/strategjia-ndersektoriale-kunder-korrupsionit/>

²² 12 months * 3 specialists * 500€ average wage

3.2.4 A multidisciplinary approach and multidisciplinary staff embedded in approach to training	First Quarter 2020	Training Unit/Section GDPA	0 €	- Prisoners receive an improved standard of care.	A: Implementation of all outputs under Strategic Objective 3 A2: Staff of GDPA will be invited to carry on the trainings B: High level of expertise required to develop this approach
OUTPUT 3.3	Development of annual Training Plan and Training Strategy				
3.3.1 Draft an Annual Training Programme/Plan	By the end of 2019	GDPA/individual prisons	0 €	- Annual Training Plan prepared	A1: Implementation of Activity 3.2.4 A2: Training Needs Assessment conducted B: Training Plan is too ambitious
3.3.2 Implement the Training Programmes in accordance to CoE recommendations ²³	2018 - ongoing	Individual prisons	4.000 € annually	- Number of staffs trained	A: Few adjustments required since the programmes are recently developed. B: No budget line foreseen for this activity
3.3.3 Draft and adopt a National Strategy for the training of prison staff (incl. the establishment of a permanent training facility)	By the end of 2019	GDPA and MoJ	0 €	- National Strategy is drafted - Assessment of the conditions of new or existing training premises ²⁴ carried out	A: Implementation of Outputs 3.1 and 3.2 B: Lack of comprehensive approach
STRATEGIC OBJECTIVE 4: STRENGTHENING THE INTERNAL CONTROL MECHANISM, THROUGH PROVISION OF BROAD AND CLEAR MANDATE, AND ENHANCED OPERATIONAL CAPACITIES AS PER RELEVANT PRINCIPLES²⁵					
	Time Frame	Accountable body; agency/institution	Budget	Objectively Verifiable Indicators (OVI)	Assumptions and Risks

²³ A baseline already produced by the Induction training curricula developed in May 2018, as well as the In-service training curricula developed in July 2018, under the CoE/EU “Enhancing the Protection of Human Rights of Prisoners in Albania” action/project

²⁴ That can have a considerable impact on suitability, cost and/or viability of obtaining development approval

²⁵ Respect for fundamental rights; fairness; prohibition of discrimination; transparency; focus on outcome for prisoners; accountability; efficiency

OUTPUT 4.1	Adequate legal framework developed and adopted				
ACTIVITIES					
4.1.1 Elaborating and approving/adopting proper legislation, operational guidelines and regulations for the proper operation of the mechanism	First Quarter of 2020 for the Law End of third Quarter for internal regulations , SoPs	MoJ MoH	10.000 €	- New Law on Internal Control mechanism drafted and adopted by the Parliament, providing operational independence and clear mandate to the mechanism, - Bylaws and regulations / SOPs prepared and approved by the MoJ/GDPA	A: International expertise required to ensure an approximation with the EU acquis. B: Parliament fails to adopt the Law
4.1.2 Provision of sufficient financial and human resources	Third and Fourth Quarter of 2019	MoJ/GDPA	20.000 € annually	- Increased budget prepared based on the needs of the mechanism, approved and funds provided, - Additional staff members recruited both on central and local levels	A: Albania expects to open the negotiations with EU B: No additional funds are available to be provided
4.1.3 Training of staff with the aim of enabling them to effectively prevent ill-treatment and identify possible problems and provide sufficient advice to the prison system to remedy the problems identified	From 1st quarter of 2020 – to the 2 nd and 3 rd quarter of 2021	MoJ, GDPA	5.000 €	- Ill-Treatment in prisons (male) ²⁶ - Ill-Treatment in prisons (female) ²⁷	A: Proper training programmes delivered, topics covered and high participation of staff R: Low commitment from the leadership to dedicate resources and time to training of the staff, non-availability of financial resources for training activities
4.1.4 Developing adequate working methods with the aim of ensuring independence	2 nd Quarter of 2020-	MoJ GDPA	0 €	- Drafting and adopting the development strategy	A: Focus and high expectancy on independence and effectiveness from international donor

²⁶ Indicator 5 in Objective 1 of Medium-Term Budget Plan 2019-2021 for the Programme “Prisons System”

²⁷ Indicator 6 in Objective 1 of Medium-Term Budget Plan 2019-2021 for the Programme “Prisons System”

and effectiveness of the mechanism	3 rd quarter of 2021			- New SoPs on complaints handling, investigations, general monitoring are produced - Adopting Code of conduct	B: New development strategy, SoPs, Code of Conduct are not drafted and adopted in due time
OUTPUT 4.2	Effectiveness of the internal control evaluated, and working methods reviewed (if necessary)				
ACTIVITIES					
4.2.1 Database recording of the monitoring activities that have been implemented		MoJ/GDPA, National Prevention Mechanism (NPM) NGOs	3.000 €	- Number of inspections carried out during a calendar year, - Number and quality of the reports produced - Number of recommendations issued	A: All the institutions are willing to have statistical data on the effectiveness of the internal control B: Service lacks capacities to implement monitoring activities focusing on the prevention of ill-treatment and protection of human rights as it's overwhelmed with complaints handling activities and monitoring / inspections are not a priority
4.2.2 Assessment of the complaints handling carried out		MoJ/GDPA, Ombudsman-NPM, NGOs	0 €	- Number of complaints received, admitted and processed. - Outcomes from the complaints handled (problems solved).	A: Complain forms established and relevant processing mechanisms. B: Service lacks adequate capacities to process complaints on time and effectively
4.2.3 Assessment of the implementation of the recommendations provided		MoJ, GDPA, Ombudsman-NPM, NGOs	0 €	- Number of recommendations implemented by the GDPA, leading to change of practices, - Evaluation reports by internal and external mechanisms	A: Although every structure assesses the implementation of the recommendations, a unit to elaborate the overall information is required. B: Recommendations are not issued or are of poor quality due

				- Time of implementing of the recommendations	to the lack of capacities and commitment as it is not a priority
STRATEGIC OBJECTIVE 5: STRENGTHENING THE PROVISION OF HEALTHCARE TO PRISONERS, INCLUDING MENTAL HEALTHCARE					
	Time Frame	Responsible body; agency/institution	Budget	Objectively Verifiable Indicators (OVI)	Assumptions and Risks
Output 5.1	CLEARLY DEFINE THE ROLE OF MOH/HEALTH AUTHORITIES FOR HEALTH CARE IN PRISON				
ACTIVITIES					
5.1.1 Define the responsibilities of MoH in licensing/accrediting and continuous quality control inspection of health care services in prison including health care units' premises, equipment and health care professionals; training of health care staff; supervision of food/water/sanitary hygiene; epidemiological surveillance; support of medical documentation; dealing with complaints about medical care		MoJ MoH	4.000€	- Responsibilities are clearly defined - Relevant legal and administrative documents issued	A1: Preparedness by the MoH A2: Local expert in order to conduct a Legal and Administrative Framework Assessment B1: Additional HR required to process the information B2: Failing to scrutinize the legal framework
5.1.2 Define legally and administratively the responsibility of MoH in the care and treatment of criminally irresponsible offenders and in the care of mentally ill sentenced		MoJ MoH	1.000€	Responsibilities defined Relevant legal and administrative documents issued	A1: Preparedness by the MoH A2: Assessment of current situation is provided in activity 5.1.2 B1: No consensus for the shared responsibilities. B2: Failing to scrutinize the legal framework

patients and those in pre-trial detention					
OUTPUT 5.2	Adequate medical treatment for all prisoners, including prisoners with mental health issues offered				
ACTIVITIES					
5.2.1 Confidential and comprehensive screening/assessment of all prisoners upon admission ²⁸ to a prison for a range of health issues, including mental health, and related problems, as well as infectious diseases, drug dependency, injuries/ill-treatment, vulnerability carried out in a systematic manner by medical professionals, through the introduction of standard operating procedures	2019-ongoing	GDPA Penitentiary institutions MoH Faculty of Medicine	50.00€ ²⁹ annually	<ul style="list-style-type: none"> - All newly arrived prisoners are subject to a comprehensive medical examination by a doctor (or a qualified nurse reporting to a doctor) within 24 hours of admission, with the aim to, <i>inter alia</i>, determine if mental disorder or substance withdrawal is present and assess potential self-harm or suicidal behaviour are, and all are registered in adequate and relevant files. - All prisoners that are examined in the medical premises, separated from the procedure of handover from police custody for remand - Prisoners are registered in adequate and relevant files 	<p>A: The pressure from Human Right CSOs and media will push the implementation of this measure.</p> <p>B1: Lack of doctors and psychologists could affect the process when completing the right diagnosis in the file</p> <p>B2: Lack of infrastructure in the penitentiary system to deal with examination in the medical premises.</p>

²⁸ Section 16 (1) of the General Prison Regulations stipulates that “the prisoner shall be examined properly by the doctor within the first 24 hours of admission to the institution”

²⁹ Calculation are based on the wage of the additional staff recruited for this measure.

5.2.2 Ensure the provision of continuous follow up and treatment of prisoners with general healthcare problems, including mental health problems	2019-ongoing	MoJ/GDPA Penitentiary institutions, MoH	1.009.024€ ³⁰ annually	<ul style="list-style-type: none"> - Regular consultations with secondary healthcare specialists, psychiatrist, psychosocial. - Support and rationally prescribed medication ensured and records kept accordingly for every prisoner 	<p>A: Regular and periodic consultations of prisoners and purchase of medicines will continue to be foreseen in budget line.</p> <p>R: Considering the number of inmates, the funds allocated are not sufficient to cover all the costs</p>
5.2.3 Establish six monthly check-ups of persons who are not in the continuous follow-up of health disorders	2019 ongoing	MoJ/GDPA Penitentiary institutions, MoH	20.000€ ³¹ annually	<ul style="list-style-type: none"> - Number of prisoners that undergo check ups - Records of prisoners undergoing check-ups are kept 	<p>A1: Assessment of current situation.</p> <p>A2: The process will be delivered by the existing staff and only the equipment cost, and medical items are considered.</p> <p>B1: No funds allocated in the budget to undertake this measure, since it is a new policy.</p> <p>B2: Delays in government for developing new policies.</p>
5.2.4 Draft and adopt the protocol on the functioning of Special Care Units in prisons, in order to provide for a more suitable environment, with the emphasis on the involvement of prisoners suffering from mental disorders in various workshops and rehabilitative activities	3 rd quarter of 2019	MoJ/GDPA MoH	2.000 € + 1.000€ annually	<ul style="list-style-type: none"> - Protocol adopted. - Protocol implemented across the existing special care units 	<p>A: Assuming there will be two workshops every year for prisoners suffering from mental disorders.</p> <p>A2: Outsourcing expertise for drafting the protocol</p> <p>R: Failing to attend the training or the curricula is not very well designed especially for this topic.</p>

³⁰ This cost is foreseen in MTBP 2019-2021, Product A

³¹ Depending on the finding from the current situation assessment

5.2.5 Ensure the establishment of unit(s) for physically disabled inmates	2020	GDPA Penitentiary institutions	10.000 €	- Units established - Number of services delivered	A: Capital investment alone does not suffice, training of the staff that will work likewise is required. B: No assessment how many units should be established, may undermine the realization
5.2.6 Establish the special care units in all remaining prisons in line with the adopted Protocol	2020	GDPA Penitentiary institutions	30.000 €	- Special care units (focused on treatment and rehabilitation, not segregation) established in all prisons	A: Inclusion of office equipment and staff salaries needed. B: Not a priority for the high-level management
5.2.7 Enable and ensure prompt transfer of all patients in need of urgent or selective hospital care, including seriously mentally disturbed prisoners to appropriate hospital facilities, under the responsibility of the MoH or MoJ	2019	MoH MoJ	0 €	- Number of hospital beds available to prisoners - Waiting time for transfer to hospital	A1: Memorandum of Agreement with Hospitals. A2 ³² : No need to invest in new ambulance car or hospital beds, the existing will be used. B: No logistical arrangements (lack of security guards) to ensure the prompt transfer of urgent cases
5.2.8 Implement the developed suicide prevention strategy (under the CoE)	2 nd quarter of 2020-ongoing	MoJ/GDPA Penitentiary institutions	1000€ for training ³³	- A person nominated as the coordinator for suicide prevention in each penitentiary institution. - Number of multidisciplinary staffs trained - Number of prisons where the suicide prevention strategy is implemented	A: Close collaboration with CSOs and international partners to implement the strategy B: Failing to attend the training because of work overload.

³² If not, the cost will increase

³³ If the training is delivered by GDPA then the cost decreases

5.2.9 Training of non-medical prison staff with the aim of addressing first aid, the nature of drug dependency, basics of medical ethics, public stigma (i.e. mental healthcare, HIV) by enabling them to understand and recognize the major symptoms of these health disorders and possibly refer those prisoners requiring help	4 th quarter of 2019 2 nd quarter of 2020 and ongoing refresher courses	MoJ GDPA MoH International experts	2.000 €	- Training curricula elaborated - Number of training sessions organized - Number of staff members trained - All penitentiary staff provided with a minimum 2-day refresher trainings per year	A: The training will be delivered by the GDPA staff. B: Failing to attend the training because of work overload.
OUTPUT 5.3	Professional multidisciplinary staff recruited and their skills enhanced				
ACTIVITIES					
5.3.1 Further development of attractive schemes which would ensure the employment of psychiatrists in the penitentiary system, including all healthcare specialists as needed	2019-ongoing	MoJ Cooperation and assistance with professional boards, Medical schools and MoH	5.000 €	- Number of resident psychiatrists in the penitentiary system (employed by the MoJ) - Incentives offered to increase motivation to work in the penitentiary system	A1: Consider internships, offering payment for vocational training for pre-engagement of working in the penitentiary system, other incentives A2: Memorandum of Agreement between GDPA and Psychologist Order will provide specialized trained psychologists. A3: There should be consistency with DoPA framework. B: Difficulties in receiving financial support for motivational package for the psychiatrists from the State Budget
5.3.2. Establish channels of regular consultations/visits of community health care teams, including mental healthcare	2 nd quarter of 2019-ongoing	MoJ/GDPA MoH, Cooperation with regional hospitals	10.000 €	- Number of community psychiatrists and other mental health professionals attached to the health care	A: Preparedness by the MoH B: There are many hidden costs that may undermine implementation of this measure

specialists, to prisons or enabling prisoners to access health services outside the prison setting				service of each prison lacking sufficient mental health staff provided by the MoJ	
5.3.3 ToT for primary health care providers in the recognition and basic management of common mental health disorders	2020	MoJ/GDPA MoH International experts	2.000€	- A minimum of one GP and one nurse from each prison attend and complete the training	A: Support of international donors to provide the training programmes, since it is a sensitive issue B: Poor turnout for trainings
5.3.4. Delivery of cascade trainings of primary health care staff in mental health issues	2021-ongoing	GDPA	0 €	- Number of cascade trainings organized and implemented - Number of trained staffs in each prison institution	A: The training will be delivered by GDPA. B: Failing to attend the trainings.
5.3.5. Reinforce the provision of clinical psychological care in prison and develop the role of prison psychologists, especially regarding the therapeutic clinical work with various categories of inmates	2020	MoJ/GDPA MoE	5.000€	- Number of clinically trained psychologists who form part of the health-care teams, not combining two different roles (i.e. risk assessment and therapeutic clinical work)	A: The assessment of current situation will present the main priority issues to focus on B: Lack of financial resources will limit the number of measures implemented
5.3.6 Establish a multi-sectorial working group for drafting the proposal of the Standard Operative Procedure on prison health care functioning, including mental health care	2019	MoJ GDPA MoH International experts	7.000€	- A multi-sectorial WG established - Standard Operative Procedure drafted	A: Existing staff in policy will be appointed, and international expertise is required. B: Failing to coordinate the efforts because of work overload.

OUTPUT 5.4	Continuity of care after release, for prisoners with HEALTH-RELATED PROBLEMS INCLUDING mental health problems is ensured				
ACTIVITIES					
5.4.1 Promote inter-sectorial cooperation within the penitentiary institutions to provide for summary health report and referral to outpatient health centre, including mental health prior to release	2019-ongoing	Penitentiary institutions/MoJ Outpatient community centres MoH, NGOs	0 €	- All prisoners, for whom the release date is known, receive a summary health report and referral to outpatient health centre - Number of prisoners that receive a summary health report and referral to outpatient health centre	A: Prisoners have a proactive role by following up the referral to outpatient health center. R: There is no working plan, no procedures and no ownership.
5.4.2. Establish cooperation with community services, NGOs, etc. to respond effectively and efficiently to the needs of persons with health issues (i.e. drug dependency, communicable diseases, and other chronic disorders), including mental disorders returning to the community from prison	2019 ongoing	Penitentiary institutions Civil society, national health insurance	2000€	- Number of prisoners referred to community services on liberation - CSO interested in collaborating identified	A: CSOs are collaborative in taking forwards these measures. B: Since there is no analysis of the current situation, it would be difficult to develop the effective measures
OUTPUT 5.5	HEALTH PROMOTION, INCLUDING MENTAL HEALTH PROMOTION ENSURED				
ACTIVITIES					
5.5.1 Promote health and mental wellbeing of prisoners by improving the overall	See outputs	- MoJ - MoH - MoSC	200.000 € ³⁵	- Information sessions - Number of escaped detainees ³⁶	A1: Implement activity 2.2 A2: Relying in Outputs 2.2 and 3.1

³⁵ the amount is foreseen to be provided by the state budget (midterm) for the reconstruction of the section 4 and 5 for Lezha Prison, section which will be used as prison hospital

³⁶ Indicator 4 in Objective 1 of Medium-Term Budget Plan 2019-2021 for the Programme “Prisons System”

conditions of detention and engaging prisoners in purposeful/working activities ³⁴	2.2 and 3.1	- MoL - MoE - Civil Society - GDPA and Prison institutions - Local counterparts from LM and institutions involved			B: Failing to identify the right approach
5.5.2 Draft the prisoners' information booklet in all languages deemed as necessary, which will decrease the stressful experience of arriving to prison, by familiarizing prisoners with life in prison, including the functioning of health care units	3 rd - 4 th quarter of 2019	MoJ GDPA	2.000€	- Information booklet is drafted - Number of prisoners that receive the booklet vs. the number of arriving prisoners	A: The prisoners have special interest for this activity. B: Failing to understand correct messages.
5.5.2.a Distribute prisoners' Information Booklet to each penitentiary institution, with sufficient copies available for all prison libraries	2020-ongoing upon need	GDPA	2.000€	- Number of copies of the booklets distributed in prison libraries - Number of the booklets distributed in each prison institution	A: The prisoners have special interest for this activity. B: Failing to understand correct messages.
5.5.3 Promote awareness among prison staff about factors associated with imprisonment that are intrinsically hazardous for the mental wellbeing of all prisoners	2019-	GDPA Communications Department	1.000€	- Number of awareness sessions organized, where staff made aware of significantly harmful effects on mental wellbeing (i.e. overcrowding, violence, lack of purposeful activities, availability of illicit drugs, lack of privacy etc.)	A: Incorporate with Activities 1.3.5 and 1.3.8 B: Neglecting the importance of sharing or discussing the factors associated with imprisonment.

³⁴ in line with the outcome 2.2: Conditions and possibilities for education, vocational training, and work/employment are improved

				- Number of staffs benefiting from awareness raising sessions	
5.5.4. Define and issue a national strategy of prevention and harm reduction measures of transmissible diseases (HIV, Hepatitis B and C and Tuberculosis) in prison in accordance with those in the community and with the international recommendations ³⁷	2019-ongoing	MoJ, MoH	35.000 € ³⁸	- Strategy issued and measures disseminated	A1: International expertise for current situation assessment and drafting the strategy required A2: There are 15 measures to be B: No budget line foreseen for this activity
OUTPUT 5.6	MEDICAL DATA MANAGEMENT AND MEDICAL DOCUMENTATION IMPROVED				
5.6.1 Improve medical documentation by using medical forms uniform with community health care	2019-ongoing	MoJ, MoH	0 €	- Uniform forms issued and used in all penitentiary health care	A: The existing medical forms used by community health care can be easily adopted. B: Lack of staff to be engaged in this activity.
5.6.1.a Introduce and/or enhance the ICD ³⁹ coding as a preparation for future electronic medical records; prepare for comprehensive electronic medical data management	2019-ongoing	MoJ, MoH; IT experts	2.000€	- ICD coding comprehensively introduced	A: Outsourcing IT experts to implement this measure. B: Assessed as too ambitious for the existing context

³⁷ UNODC/WHO/UNAIDS/ILO: Policy brief. HIV prevention, treatment and care in prisons and other closed settings: a comprehensive package of interventions. http://apps.who.int/classifications/icd10/browse/2010/enwww.who.int/hiv/pub/prisons/interventions_package/en/

³⁸ This cost depends on the experts that will be involved in the process

³⁹ WHO: International Classification of Diseases

STRATEGIC OBJECTIVE 6: IMPROVE COORDINATED INTEGRITY, TRANSPARENCY AND ACCOUNTABILITY PROCESSES AT ALL LEVELS IN PRISONS					
	Time Frame	Responsible body; agency/institution	Budget	Objectively Verifiable Indicators (OVI)	Assumptions and Risks
OUTPUT 6.1	Responsibility for accountability and transparency in prisons is increased				
ACTIVITIES					
6.1.1 Publication of prison budgets, where the healthcare budget is published separately	First half of 2019	MoJ; Prison Governors	0 €	- Number of Prison budgets published online, through the MoJ webpage - Citizen Budget for the Program “Prisons System” drafted and published	A: More focus on transparency and accountability required B: It is difficult to track the funds for healthcare for some of the budget lines
6.1.2 Publication, including online, of asset declaration for relevant prison officers	Second half of 2019	MoJ Prison Governors	0 €	- Number of asset declarations published online	A: The same level of prison staff that report to HIDAACI B: Lack of knowledge of the staff that will be assigned this task
6.1.3 Integrate code of conduct with integrity provisions (see activity 1.1.4)	2018 - ongoing	GDPA /individual prisons	0 €	- Each prison code of ethics has a section on Integrity, both for staff and inmates - All penitentiary staff have signed the Ethical Compliance Act -Ref. sexual harassment and sexual violence as issues that require special attention in important documents such as the Action Plan. This phenomenon’s in question very clearly in addition to integrity and ethical code deliveries that are envisaged in the action plan	A: Implement Activity 1.1.4. B: Insufficient importance of ethical and integrity issues

6.1.4 Organize and carry out training on integrity for prison staff as well as inmates	Second half of 2019	GDPA /individual prisons ASPA	4.000 € +1.000 € annually	- Number of staff as well as inmates trained, and made aware of the Code of Ethics	A: Collaboration with Albania School for Public Administration. B: Failing to arrange the trainings, especially for the inmates
6.1.5 Appointment of ethics, human resources and finance officers in each prison and create a respective network of practice for each topic	2019	MoJ	0 €	- A capable official specifically responsible for each prison in area of Ethics, Human resources and Finance is appointed; - The organogram of each prison makes reference to an ethics officer, HR officer and Finance officer	A: Policy dialogues foster collaboration among the network members. B: No legal framework to ensure independence for the respective officers.
6.1.6 Recruitment policies improved (see output 1.2 and staff recruitment rulebook ⁴⁰)	First half of 2020	MoJ	0 €	- All prison staff (including governors) are based on professional assessment of pre-determined skills	A: Staff positions are based in clear job description (implementation of Activity 1.2.1) B: Political affiliation can interfere in the process
6.1.7 Create excel registries for granting and denial of privileges to inmates, and for sanctions imposed	Second half of 2019	Prison governors	0 €	- A model of excel registry for granting and denial of privileges to inmates is created - Number of prisons that have adopted and use common registry for granting/denial of privileges, and for imposition of sanctions	A: Staff has the capacities to input and elaborate data. B: Failure of the prisons to achieve the use of the common register.
6.1.8 Create an application form for privileges	First half of 2019	Prison Governors	0 €	- Creation of a common application form for privileges, which is simple, user-friendly, and based on a short list of	A: This activity contributes in increasing transparency and accountability. B: No priority from prison governors

⁴⁰ Council of Europe Technical paper, STAFF RECRUITMENT RULEBOOK, by JOHN TEASDALE AND LAURA KIKAS, July 2017

				pre-determined reasons for request	
6.1.9 Establish a system of quasi/criminal liability for top management	First half of 2020	MoJ	20.000 €	- Number of Governors' ToR that establish clear liability for wrongdoing in prisons - New law/regulation that establishes quasi-criminal liability for top managers for wrongdoing (including corruption) occurred in prison	A: International expertise required B1: Lack of willingness from the high-level management. B2: It is very ambitious
OUTPUT 6.2	Stronger and clearer management of institutional ethics, human and financial resources is reached				
ACTIVITIES					
6.2.1 Terms of Reference of financial resources manager are clearly stated	Second half of 2019	MoJ with Prisons governors	0 €	- ToR of managers clearly states: the independence of such managers; education qualification; certification	A1: Implementation of Activity 1.2.1 A2: In line with Financial Management and Control standards. B: No attention from the high-level management.
6.2.2 ToR of human resources manager are clearly stated	Second half of 2019	MoJ with Prisons governors	0 €	- ToR of managers clearly states: the independence of such managers; education qualification; certification	A1: Implementation of Activity 1.2.1 A2: Linked with DoPA secondary legislation. B: No attention from the high-level management.
6.2.3 ToR of integrity manager are clearly stated	Second half of 2019	MoJ with Prisons governors	0 €	- ToR of managers clearly states: the independence of such managers; education qualification; certification	A: Implementation of Activity 1.2.1 B: ToR to flexible or to rigid
6.2.4 Qualification of relevant officers, including governors,	First half of 2020	MoJ	0 €	- All qualifications of relevant officers are duly proven	A: Implementation of Activity 3.2.1.

are duly certified (see objective 1.2) ⁴¹					B: Evaluation for the appointed staff can be conducted in subjective manner.
6.2.5 Hiring and appraisal of relevant officers (meaning human resources, financial resources and ethics) are to be co-signed	Second half of 2019	Prison Governors and MoJ	0 €	- Hiring decision are co-signed by prison Governors and MoJ - Annual appraisal decisions are co-signed by prison governors and MoJ HR official	A: Adjustment in the regulation can easily be made B: It is difficult that MoJ HR officer can appraise the job performance for these officials.
6.2.6 Develop an institutional corruption prevention plan, divided into practical steps, in light of a) national AC strategy; and b) institutional corruption risk-assessment	First half of 2020	Prison Governors	5.000 €	- Prison institutional risk-assessments are finalized - Prison institutional action plan for prevention of corruption is approved, in light of national AC strategy	A: International expertise required B1: Delays in delivering these plans. B2: Lack of capacities to follow up implementation and monitoring.
OUTPUT 6.3	The mechanism for raising concerns is more user-friendly, clear and reliable				
ACTIVITIES					
6.3.1 Creation of complaint form	First half of 2019	MoJ with Prison Governors	0 €	- National form for corruption complaint is drafted - Corruption complaint form is accessible in each prison	A: Referring to the already drafted form and have one common form. B: Delays in discussing and agreeing on the form
6.3.2 Strengthen the diversity of channels for raising concerns, including in writing, boxes, etc. in order to reach out internal or external responsible entities	End of 2019	Prison governors, plus MoJ	1.000 € annually	- Each prison has at least 3 channels for reporting corruption, freely available for staff and inmates - Internal and external entities may securely and confidentially receive corruption complaints from prison staff and inmates	A: More channels established to help transparency. B: Might not be considered a priority.

⁴¹ See also 2.2. Recruitment of prison directors, of Council of Europe technical paper STAFF RECRUITMENT RULEBOOK by JOHN TEASDALE AND LAURA KIKAS , July 2017

6.3.3 Decisions on solutions should be taken in full independence	First half of 2020	Prison Governors; MoJ	0 €	- Ethics officers take independent decisions (i.e. regardless or against prison Governors) on corruption/integrity cases	A1: The established networks among the ethics officers can discuss sensitive cases. A2: Implement Activities 6.2.3 and 6.2.5 B: Political level can interfere in the process
6.3.4 Appoint a capable, certified and independent integrity officer	End of 2019	Prison governors	0 €	- Each prison has a capable and independent integrity officer	A1: Implementation of Activity 6.2.3 A2: Incentives foreseen for this sensitive position. B: Appointment of the Integrity Officers is more complex than of other officers.
6.3.5 Include clear provisions on whistleblowing system into the draft code of conduct (see Output 1 and Activity 6.1.3)	2019	GDPA /individual prisons	0 €	- Each prison code of ethics has a section on whistleblowing, both for staff and inmates	A: The provisions should be in line with the Law 90/2016 ⁴² B: Public institution culture has difficulties in accepting the whistleblowing system
6.3.6 Produce an annual report on complaints, with indication of possible trends and suggested recommendations (see Output 1.3)	End of 2019	Prison governors	2.000 €	- All prisons issue annual reports on corruption related complaints -One joint report for GDPA	A: Expertise for drafting the methodology. B: Work overload of existing staff, therefore dedicated staff needed for performing this task (at least two specialists)
OUTPUT 6.4	Actors for corruption prevention have better coordination, collaboration and communication				
ACTIVITIES					
6.4.1 Creation of a working group for prevention of corruption in prisons	First half of 2020	MoJ	0 €	- A network of institutions responsible to manage prevention of corruption in prison is created	A: Corruption in prisons is a very sensitive issue. B: Fragmented interventions fade the importance of the process

⁴² <http://www.hidaa.gov.al/ligje/ligj-nr.-60-dt.-2.6.2016.pdf>

6.4.2 Ensure communication and awareness promotion events on good practices for corruption prevention (see output 1.3)	End of 2019	MoJ	2.000 €	- Number of public awareness events about prevention of corruption	A: in line with Communication Plan of GDPA and MoJ B: Failing to communicate correct messages.
6.4.3 Establish a sustainable domestic network for corruption prevention in prisons	Beginning of 2020	MoJ NGOs	0 €	- Number of meetings of the network of institutions responsible for the corruption prevention in prisons	A: There is a policy dialogue between the members B: There is no structure to follow up the recommendations
STRATEGIC OBJECTIVE 7: PENITENTIARY RELATED LEGISLATION AND SECONDARY LEGISLATION ENHANCED AND HARMONIZED IN LINE WITH THE ACTION PLAN					
	Time Frame	Responsible body; agency/institution	Budget	Objectively Verifiable Indicators (OVI)	Assumptions and Risks
OUTPUT 7.1	Execution on Penal Sanctions legislative framework is revised and improved				
ACTIVITIES					
7.1.1 Up to two 1-day roundtables with aim to present and discuss the package on penitentiary related legislative framework with relevant stakeholders and receive their feedback	Feb - March 2019	MoJ / GDPA	5.000 €	- Number of suggestions for revision of the legislation package received	A: Necessity and importance addressed by international partners (Justice Reform and EU integration) B: Failing to have a full coverage of the legal base
7.1.2 MoJ WG finalises the amendments and submits to Parliament for adoption	Second quarter of 2019	MoJ	No cost	-Number of CoE recommendations and suggestions received at the	A: European Commission has opened Explanatory Screening for Albania, which requires approximation of the legislation

				Round Tables incorporated into the revised legislation	(primary and secondary) with the EU acquis. This can have a positive influence on this activity B: Delays in adoption because of the priorities in the agenda of the government
7.1.3 Establish WG with the aim to identify the needs for revision of other national legislation that is related to execution of penal sanctions	Second quarter of 2019	MoJ / GDPA Parliament MoH MoF	No cost	-Number of legislative pieces and legal provisions identified for revision and modifications	A: Consensus of the stakeholders involved in the WG B: Failing to conduct a deep comprehensive analysis
7.1.4 Establish WG with the aim to revise/draft the secondary legislation and regulations in light of the amendments of the penitentiary legislative package	Upon adoption of the legislation, i.e. third/ fourth quarter of 2019	MoJ / GDPA	3.000 €	- Number of secondary legislation pieces and provisions drafted / revised	A: European Commission has opened Explanatory Screening for Albania, which requires approximation of the legislation (primary and secondary) with the EU acquis. This can have a positive influence on this activity B: It is very ambitious, based on the time frame
7.1.5 Organize consultations with the relevant stakeholders on the revised secondary legislation and regulations, and submit it for adoption	Up to 9 months after the adoption of the legislation	MoJ / GDPA	2.000 €	- Number of suggestions for revision of the drafts received electronically -Number of comments and feedback received during the consultation process -Number of recommendations reflected /addressed	A: The stakeholders, especially CSO and international donors, are committed in providing comments and suggestions. B: A long list of secondary legislation and regulations to be in line with the nation legislation and <i>Acquis communautaire</i>
7.1.6 Raise the awareness of and train penitentiary staff and relevant stakeholders on the adopted secondary legislation and regulations	Third / fourth quarter 2020	GDPA / Prison Training Centre	to be included in the regular training scheme (see	- Number of revisions under the training curricula and materials for continuous training of prison staff - Number of persons (penitentiary staff) trained	A: To be included in National Training Strategy; Activity 3.3.2 B: Difficulties in developing the curricula or delivering the trainings as this is a new area.

			Objective 3)	- Number of persons (other stakeholders) made aware of secondary legislation changes	
STRATEGIC OBJECTIVE 8: THE PRISON SYSTEM RESPONSE AGAINST THREATS OF VIOLENT EXTREMISM AND RADICALISATION IS EFFECTIVELY ADDRESSED AS PART OF THE NATIONAL EFFORTS TO COUNTER AND PREVENT VIOLENT EXTREMISM AND RADICALISATION THAT LEADS TO TERRORISM (VERLT)					
	Time Frame	Responsible body; agency/institution	Budget	Objectively Verifiable Indicators (OVI)	Assumptions and Risks
OUTPUT 8.1	The Prison system is an integrated part of the National effort to prevent and counter violent extremism				
ACTIVITIES					
8.1.1 Carry out a risk assessment to address systems deficiencies and, look at the capacities the CVE centre has to offer, and map out relevant stakeholders. Furthermore, assess the legislative framework, the case management and institutional capacities in order to identify the areas of risk and comprehend the weaknesses of the system which leads to radicalization and/or recruitment in prisons	2019 – ongoing	MoJ Countering Violent Extremism Centre (CVE) Centre	5.000 €	Evaluation Report on: - Legal framework (and the use of it) - Institutional capacities - Assessment of the management of cases	A: Monitor Case Management System of Prisons in order to detect hubs of radicalisation B: If the staff is not properly trained there is a risk of over or under reporting and a risk of measures being counterproductive
8.1.2 Capacity building for staff of the institutions of deprivation of liberty and probation service on raising	First training already undertaken in 2017.	CVE Centre and MoJ	5.000 €	- Number of staffs trained - Post training qualitative questionnaires on the adequacy of training	A: A very clear distinction between preventive measures such as dynamic security and re-socialization on one hand and

<p>awareness of violent extremism and detection of early signs of radicalization, followed by the establishment of internal management framework, carried out through:</p> <ul style="list-style-type: none"> - Finalization of an internal operational document dedicated to procedures to be followed regarding internal regimes, individual treatment, programmes available or programmes that need to be developed corresponding to the time these prisoners will spend in prison; - Developing advanced trainings for assigned staff to work with relevant prisoners, (profiling skills, protocols, SOPs, case management system) and forms of informed consents for the prisoners to participate in rehabilitation programs; - Train assigned prison staff on early identification, reporting and follow ups of relevant cases 	<p>Trainings to be continuous</p>			<p>- Data collected from the questionnaire</p>	<p>countermeasures in security, intelligence and interventions on the other must be upheld. B: Data collection is crucial to further develop prisoner CVE efforts</p>
<p>8.1.3 Improve the inter-institutional mechanisms for addressing the Violent Extremist Offenders</p>	<p>2020-2021</p>	<p>CVE Centre MoJ Prison Governors</p>	<p>0 €</p>	<p>- Information channels are in place and functional</p>	<p>A: The dispersal of high-risk Violent Extremist Offenders is critical in minimizing the threat of recruitment.</p>

					B: The institutions must collaborate to minimize risk of contamination
8.1.4 Develop integrated data management system by: - Creating integrated database - Consolidate a case management system with information regarding the rehabilitation programs - Developing a referral system - Drafting procedures for its use Train personnel for the use of the system	2020-2021	CVE Centre and MoJ	20.000 €	- Database built - Procedures for collection and handling of data drafted and reviewed - The use of the referral system templates part of capacity building (see 8.1.2)	A: Database should meet high encryption standards, have login-access only and users logged for audit.
8.1.5 Multidisciplinary working groups are established, and their capacities enhanced with regard to for management of radicalized inmates by: - ToT on risk assessment and individualized programmes for violent extremist prisons and setting up a ToT team - Create a curricula adapted to individual counselling or focus groups (module design) - Draft a handbook for management of violent offender inmates	2020-2021	CVE Centre and relevant offices	15.000 €	- Trainers have received training - Handbook issued - Module designed and implemented - Groups established	A: Developing tailor made interventions may take longer than expected
8.1.6 Referral system and case management is implemented through:	2020-2021	CVE Centre and MoJ	10.000 €	- Paper copies of templates available for staff	A: Vigilance in the analysis of data is key to avoid under-/over-reporting. There is much bias to

<ul style="list-style-type: none"> - Development, review, and implementation of relevant templates for prison specific action cards; - Selecting one or two staff members (one uniformed, one civilian) from each institution to serve as representatives, and who will go through ToT as well as be in the position to submit referrals to case managers. - Awareness raising amongst staff on referral systems through cascade trainings (see Activity 8.1.2) - A data collection, analysis and case management system are drafted, reviewed and implemented (as per Activity 8.1.4) 				<ul style="list-style-type: none"> - List of resource persons from all facilities - Data stored and processed in accordance with good practice and data legislation 	<p>be found and also a multitude of other important tasks that makes extremism awareness seem less important in the day-to-day work.</p> <p>B: It is important to encourage multidisciplinary actors to be resource persons to avoid overly focusing on security measures when referring concerns.</p>
<p>8.1.7 Policies on inter-institutional cooperation are developed, more specifically:</p> <ul style="list-style-type: none"> - MoU with the CVE Centre on cooperation and support, with the aim of full implementation of the National Strategy for the prevention of violent extremism and radicalism is developed; 	2019-2021	Prime Minister office (CVE Centre) and MoJ (GDPA)		<ul style="list-style-type: none"> - Strategy finalized - Policy is drafted and implemented - A prison Policy WG is established - A communication strategy is finalized 	<p>A: The policy-level is crucial to the functioning of the reform.</p> <p>B: The CVE Centre is key to making the work happen and should also guide the prison policy as they have the expertise in the matter</p>

<ul style="list-style-type: none">- Multi-agency working group, committed to prison policies and interventions on countering violent extremism and prevention of recruitment is established- A centralized communication strategy formalizing information that prison authorities should produce for high profile cases related to terrorism is developed					
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