

# ASSESSMENT REPORT

## On the Implementation of Law No. 139/2015 “On Local Self-Government”

*An assessment in support  
of the Special Parliamentary Committee  
on Administrative-Territorial Reform*

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**DISCLAIMER**

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## Foreword

This assessment report is drafted within the framework of the analysis of the implementation of Law No. 139/2015 “On Local Self-Government”, with the aim of presenting the findings and recommendations to the Parliamentary Committee on Administrative Territorial Reform.

The study aims to identify the level of practical implementation of the provisions of the law, the institutional, administrative and procedural challenges faced by local self-government units, as well as the need for legal and institutional improvements.

The report is based on:

- analysis of the provisions of Law No. 139/2015;
- responses to the questionnaire conducted with 253 municipal representatives and active citizens;
- in-depth interviews with 24 local government leaders and senior officials and representatives;
- confronting responses through comparative analysis of institutional practices;
- dealing with the legal and sub-legal documentation in force.

The chapters of the law that are directly related to the functions of municipalities and local finances have been excluded from the analysis, which will be part of another assessment.

The methodological approach of the report combines quantitative and qualitative analysis, aiming not only to identify problems, but also to formulate general and concrete recommendations for improving the legal framework and institutional practice.

## I. ASSESSMENT METHODOLOGY

### 1. Purpose

The main purpose of the analysis is to assess the level of implementation of Law No. 139/2015 “On Local Self-Government”, divided by the issues foreseen by the articles of the law, grouping them and asking questions and initiating discussions with a focus on:

- Institutional functioning of local self-government bodies (*Article 8,9*)
- Legal compliance and law implementation, effectiveness of legality control mechanisms and supervision of the municipality's activities by the council. (*Article 13, 43,54*)
- Capacities and functioning of the LSGU; (*Articles 64–67*)
- Assessment of Administrative Units and their functioning over the last 10 years as new structures created due to administrative-territorial reorganization in 61 municipalities (*Articles 6, 65-66*)
- Transparency and community participation (*Arts. 15–20*)

- relations including relations with the Prefect, Ministries and their deconcentrated offices (*Articles 10–14*)
- General assessment of the Law, which highlights the general perception of elected officials and local leaders regarding the implementation of Law 139/2015.

## 2. Data Collection Methods

The data to be analyzed were collected through a questionnaire and several interviews with elected officials and local leaders.

### National Questionnaire

The study is based on data collected from the implementation of a “Law 139/2015 compliance questionnaire” structured with multiple-choice questions, structured in 6 Sections (groups of questions), which aim to obtain quantitative information regarding the articles of the law that need to be assessed for the level of implementation, conducted at the national level with 253 representatives of municipalities. The questionnaire contains the following questions grouped in 6 sections:

SEKSIONI A — NJËSITË E VETËQEVERISJES VENDORE DHE ORGANET					
Nr	Pyetja	Po (2)	Pjesë-risht(1)	Jo (0)	N/A
A1	A mendoni se bashkia gëzon autonomi në ushtrimin e funksioneve si e parashikon ligji?				
A2	A mendoni se qarku gëzon autonomi në ushtrimin e funksioneve si e parashikon ligji?				
A3	A përmbush deri tani detyrimet që i jep ligji ndarja administrative e bashkisë ( <i>njësiti administrative</i> )?				
A4	A keni përdorur të drejtën që ju jep ligji për të kryer riorganizim të administratave të Njësive Administrative pas Reformës Administrative Territoriale ?				
A5	Sa efektivisht i ushtron kompetencat e veta Këshilli i qarkut?				
A6	A mendoni se kryetari i bashkisë dhe këshilli i bashkisë kanë kompetenca qartësisht të ndara dhe ushtrojnë rolin e tyre pa konflikte dhe mosmarrëveshje?				
A7	Sa efektivisht mendoni se i ushtron kompetencat e veta Këshilli i bashkisë?				

SEKSIONI B — TË DREJTAT DHE PËRGJEGJËSITË					
Nr	Pyetja	Po (2)	Pjesë-risht(1)	Jo (0)	N/A
B1	A ka marrë bashkia vendime në interes publik por jashtë kompetencave të veta ligjore?				
B2	A zbatohen plotësisht procedurat ligjore në vendimmarrjen e bashkisë?				
B3	A ka njësia vendore staf profesional për zbatimin e plotë të kompetencave?				
B4	A mendoni se baza ligjore lidhur me kompetencat e pronësisë është e qartë/mjaftueshme				
B5	A mendoni se bashkia duhet të ketë rol më aktiv/vendimmarrës lidhur me taksat dhe tarifatat brenda territorit të saj?				
B6	A ndjek Buxheti afatmesm dhe ai vjetor strategjine e zhvillimit miratuar nga bashkia si pjese e PPV?				

### SEKSIONI C — MARRËDHËNIET ME QEVERISJEN QENDRORE

Nr	Pyetja	Po (2)	Pjesë- risht(1)	Jo (0)	N/A
C1	Bashkëpunimi mes qeverisjes vendore dhe qendrore a aplikohet duke respektuar kompetencat e secilës pale?				
C2	Njësia juaj vendore a është konsultuar për ndryshimet ligjore që lidhen me funksionet tuaja?				
C3	Funksionet e deleguara a shoqërohen me burime të mjaftueshme njerëzore dhe financiare?				
C4	A jeni pjesë e Shoqatës Kombëtare të Bashkive apo të ndonjë shoqate tjetër dhe a e konsideroni efektiv rolin e shoqatës në marrëdhëniet me qeverinë qendrore?				
C5	A kanë ndihmuar rekomandimet e KLSH në forcimin e qeverisjes efektive vendore?				
C6	Prefektura kontrollon vetëm aktet normative të këshillit apo edhe aktet me karakter normativ të kryetarit të bashkisë?				

### SEKSIONI D — BASHKËPUNIMI NDËRVENDOR

Nr	Pyetja	Po (2)	Pjesë- risht(1)	Jo (0)	N/A
D1	A keni marrëveshje me bashki të tjera, kufitare apo jo në lidhje me shërbime që mund të ofrohen bashkërisht?				
D2	A respektohen marrëveshjet për funksione/shërbime të përbashkëta me njësitë e tjera brenda qarkut?				
D3	A keni deleguar ndonjë kompetencë apo përgjegjësi të vecantë tek ndonjë NJVQV tjetër apo a ju ka deleguar ndonjë kompetencë apo përgjegjësi të vecantë ndonjë NJVQV tjetër ?				
D4	Të gjitha marrëveshjet brenda dhe jashtë qarkut, janë miratuar nga këshillat përkatës?				

### SEKSIONI E — TRANSPARENCA, KONSULTIMI DHE PJESËMARRJA QYTETARE

Nr	Pyetja	Po (2)	Pjesë- risht(1)	Jo (0)	N/A
E1	A publikohen të gjitha aktet (jo vetëm vendimet e KB) në faqen zyrtare dhe të aksesueshme për publikun?				
E2	A zhvillohen gjithnjë konsultime për vendimmarrjen në njësinë tuaj sipas ligjit dhe rregullores ?				
E3	A janë mbledhjet e këshillit të hapura për publikun dhe të njoftuara rregullisht?				
E4	A transmetohen dhe regjistrohen mbledhjet e këshillit të bashkisë ?				
E5	A plotësohet dokumentacioni i konsultimit siç e kërkon ligji 146/2014 Për njoftimin e konsultimit publik?				
E6	A ka bashkia një Regjistër elektronik të konsultimit publik dhe a publikohen aktet për konsultim?				

### SEKSIONI F— STRUKTURAT VENDORE DHE KOMUNITARE

Nr	Pyetja	Po (2)	Pjesë- risht(1)	Jo (0)	N/A
F1	A janë funksional dhe efektiv këshillat komunitarë në qytet?				
F2	A mendoni se krijimi i Lagjeve dhe caktimi i Administratorëve të lagjeve i shërben më mirë interesave të komunitetit dhe përmirëson shërbimet ndaj tij ?				
F3	A janë funksional dhe efektiv këshillat komunitarë në fshat?				
F4	A zgjidhen strukturat komunitare në fshat (me pjesëmarrjen e 50%+1 të banorëve) apo emërohen nga kryetari i bashkisë?				

**The target audience** is the leadership level in the country's 61 municipalities, regional councils, and civil society organizations (active citizens).

**The profile of the** collected surveys consists of the categories Mayor/Deputy Mayor, Municipality Director, Chair of the Regional Council, CSO/active citizens, Administrative unit administrator, Local and community structures, from all regions(qarks) of the country.

The survey was conducted using an online approach, where each municipality, regional council and civil society association was informed about the purpose and method of collecting interviews, and was invited to participate in it. In each case, the survey was completed by self-administration (self-completion) via the Internet. All persons invited to participate in the study were notified several times by email and by phone. The interviews were collected in the period May-June 2026.

### ***In-depth interviews***

In addition to the questionnaire, the study includes in-depth interviews with 24 senior local government leaders and institutional experts. These interviews are designed as a way to obtain concrete opinions, expressions of assessment and difficulties that local leaders encounter in their daily work. Through in-depth questions, the aim is to identify concrete problems, understanding or misunderstanding of the provisions of the law, their interpretation, gaps and duplications, and opportunities for improvement to make it applicable and an effective instrument in the service of local government and the community.

The interview contains two parts: The first part with general questions for all interviewees and the second part with specific questions for the person being interviewed, depending on the position he/she holds in the municipality and where the expertise is most complete.

The interviewees were contacted and oriented through an open conversation regarding the issues contained in the interview. After discussions on each topic, the individuals answered the questions by describing their opinion regarding the issues addressed by each question.

The interviews aim to:

- qualitative and in-depth analysis of the issues through detailed explanations from the interviewees;
- identifying positive practices that exist in municipalities of different categories and in different fields of municipal activity;
- identifying legal, structural, organizational, cooperation and coordination challenges that arise as a result of shortcomings, deficiencies, duplication, different interpretations or lack of will of local and central structures;
- the formulation of general and concrete recommendations that come as a result of the findings and joint observations of the interviewees.

The interviewees were selected from municipalities belonging to 4 categories in terms of size (based on the number of municipal councilors from 61 to 15) thus including all typologies of the 61 municipalities of the country, not only in terms of size, but also the distribution in the territory and the specifics of each category. The representatives of the municipalities were selected among senior and experienced managers, including all the following categories:

The following table provides data regarding the municipalities and the people that were

Grupi	Qarku		Bashkia			
Emri	Nr	Emri	Nr	Emri	Pozicioni	nr keshilltaresh
Bashki të mëdha	1	Elbasan	1	Elbasan	Nenkryetar	51
	2	Elbasan	2	Elbasan	Dr performances & politikat	51
	3	Shkodër	3	Shkodër	Drejtor Juridik	51
	4	Durrës	4	Durrës	Drejtor finance	51
	5	Fier	5	Fier	Drejtoresh e burimeve njerëzore	51
	6	Tiranë	6	Tiranë	Drejtor auditit I brendeshem	61
	7	Fier	7	Lushnjë	Nënkryetare	41
	8	Korcë	8	Korcë	Drejtor Juridik	41
Bashki mesatare	9	Berat	1	Berat	Kryetar	31
	10	Tiranë	2	Kamëz	Drejtor auditit I brendeshem	41
	11	Fier	3	Lushnjë	Nënkryetar	41
	12	Diber	4	Diber	Sekretar këshilli	31
	13	Lezhë	5	Lezhë	Kryetar	41
	14	Berat	6	Kucovë	Administrator Njësie	31
	15	Korcë	7	Pogradec	Kryetar keshilli	31
Bashki të vogla	16	Gjirokaster	1	Tepelene	Kryetar Keshilli	21
	17	Fier	2	Mallakastër	Nënkryetar	21
	18	Korcë	3	Devoll	Drejtor finance	21
	19	Vlorë	4	Himare	Drejtor Finance	21
	20	Fier	5	Roskovec	Sekretar I përgjithshëm	21
	21	Elbasan	6	Librazhd	Sekretar I pergjithshem	21
	22	Elbasan	7	Belsh	Administrator Njësie	21
Bashki shumë të vogla	23	Korcë	1	Pustec	Nenkryetar	15
	24	Gjirokastër	1	Përmet	Kryetar Bashkie	15

interviewed.

### 3. Data Analysis

The data obtained from questionnaires and interviews were analyzed through:

➤ **Key findings**

➤ **Findings by Sections (groups of questions):**

- ✓ Local self-government units and bodies
- ✓ Rights and responsibilities
- ✓ Relations with central government
- ✓ Inter-regional cooperation
- ✓ Transparency, consultation and citizen participation
- ✓ Local and community structures

➤ ***Finding by questions***

➤ ***Findings by respondent function***

This report initially presents the results of the questionnaire and the perceptions of respondents regarding the implementation of the law as a whole, the group of questions according to the relevant sections, and each question in particular.

Next, the results and evaluation of the data obtained from the interviews are provided, analyzing them for each question, for each group of questions and for each topic, in the form of:

- tables and/or graphs;
- comparative analyses;
- thematic quotes from interviews.

The results of the questionnaire and interviews are analyzed by experts, without interpretations taken out of context and always preserving their content and the opinion expressed by the interviewees.

A joint analysis of the results of the questionnaire and interviews concludes with final findings regarding the level of law implementation and recommendations for improvement for each article of the law.

#### ***4. Study Limitations***

Although the interviewees (especially those participating in in-depth interviews) also express their opinions on the functions of municipalities or on issues related to municipal budgets and finances (due to the organic connection they have with the areas of activity of the municipality and other articles of the law), this assessment does not include:

- chapters of the law related to the functions of municipalities;
- provisions related to local finances.
- provisions related to definitions or declarative expressions

The analysis focuses mainly on the legal, institutional, administrative and procedural aspects of the functioning of local self-government within the framework of the recognition and implementation of Law 139/2015 "On Local Self-Government".

## **II. INTRODUCTION**

Law No. 139/2015 “On Local Self-Government” constitutes the main basis for the organization and functioning of local self-government units in the Republic of Albania. This law was adopted in implementation and within the framework of the Administrative-Territorial Reform and was followed by the adaptation of sectoral legislation as well as the adoption of a decentralization package of several functions, with the aim of increasing the range of services provided by LSGUs, to strengthen local autonomy, to increase the efficiency of public services and to guarantee a government closer to the citizens.

After more than a decade since its entry into force, there is a need for an analysis of the level of implementation of the law's provisions, their effectiveness in practice, the problems identified during implementation, as well as the needs for legal and institutional improvements.

Over the past 10 years, the implementation of the Administrative Territorial Reform has been inseparable from the implementation of Law 139/2015, and it is difficult to separate the effects of the reform from the effects of the implementation of the accompanying legislation. Possible successes and failures can be “attributed to the reform or the law,” and this makes it difficult to obtain an opinion on the implementation of the law, without also including comments on the territorial reform. However, interviewers and experts have tried to guide the discussion and

provide an assessment of the implementation of the law, as far as possible from opinions on an assessment of the Administrative Territorial Reform.

However, a possible new territorial reorganization also increases the need for review and improvement of Law 139/2015, which should be further accompanied by adaptation of sectoral legislation.

This report aims to provide an analysis on:

- the level of implementation of the provisions of Law 139/2015;
- institutional challenges of local self-government units;
- relations between local government and central institutions;
- the functioning of local bodies in relation to each other and in service to the community;
- ensuring transparency and citizen participation;
- real, functional decentralization, overlaps and inter-institutional conflicts
- recommendations for improving the legal framework and functioning of the LGU

### **III. CONTEXT OF THE ADOPTION OF LAW 139/2015**

#### ***1. Administrative-Territorial Reform***

Law 139/2015 was adopted immediately after the Administrative Territorial Reform of 2014, which reduced the number of local government units from 373 to 61 municipalities, as a necessity for the implementation of this reform in the new conditions created by the territorial and administrative reorganization.

The reform aimed, among other things, to:

- increasing the administrative efficiency of municipalities;
- consolidating financial capacities and increasing local autonomy;
- improving the provision of public services for the entire territory;
- reducing institutional fragmentation;
- establishing municipalities with greater development capacities, etc.

Law 139/2015 was conceived as the main legal instrument for the functionalization of the Administrative Territorial Reform after the local elections of 2015. The adoption of this law would be accompanied by the adoption of other sectoral laws, notably the adoption for the first time of Law No. 68/2017 “On Local Self-Government Finances”.

#### ***2. Main Principles of Law***

Law 139/2015 "On Local Self-Government" is based on the experience of past years on the organization and functioning of local self-government units in Albania, relies on the best achievements and success stories, the experience of countries in the region and beyond, and is based on several fundamental principles sanctioned in the Constitution of the Republic of Albania and the European Charter of Local Self-Government, such as:

- local autonomy;
- subsidiarity – provision of services by structures as close to the community as possible
- decentralization – more functions and powers for local government units
- transparency – open local government
- civic participation and accountability as an indicator of local democracy;
- equality in service provision, etc.

The drafting of Law 139/2015 aimed to adapt to new developments within the framework of the implementation of the Administrative Territorial Reform, the addition of new functions within the framework of the continuation of decentralization, strengthening the capacities and consolidating new municipalities, providing efficient and effective services for the entire territory, also aiming at further alignment of Albanian legislation with the European Charter of Local Self-Government.

## IV. EXECUTIVE SUMMARY

### 1. Main conclusion

After more than ten years since the entry into force of Law No. 139/2015, the assessment shows that the law has contributed to the consolidation of the basic institutional structure of local self-government, especially in the organization of municipalities, the formal functioning of local bodies, administrative procedures and increased formal transparency.

However, the practical implementation of the law remains partial. The main problem lies not only in the text of the law, but also in the discrepancy between the competencies provided for in the legal framework and the real administrative, decision-making and institutional capacities that local self-government units have at their disposal to exercise them effectively.

In this sense, the main challenge for the near future is not only the amendment of Law No. 139/2015, but also the strengthening of the real implementation of local self-government through the clarification of competencies, the strengthening of local institutions, the improvement of inter-governmental relations, the enhancement of the role of municipal councils, and the functionalization of territorial and community structures.

The main conclusion of this assessment is that **the main challenge is no longer related to the existence of a legal framework for local self-government, but to the need to make this legal framework more enforceable, clearer and more harmonized with sectoral legislation and institutional practice.**

In this sense, the report's recommendations do not aim to radically change the philosophy of the law, but rather to improve provisions that have produced ambiguities, different interpretations, or difficulties in practical implementation.

### 2. Main findings

Law No. 139/2015 is generally perceived as an important legal basis for the organization and functioning of local self-government. It has created a more consolidated institutional framework following the Administrative-Territorial Reform and has helped to unify the local organization model in 61 municipalities.

However, **local autonomy** remains more formal than fully effective. In practice, municipalities face constraints stemming from central government interference, sectoral legislation, decentralised institutions and the lack of clear mechanisms for intergovernmental consultation and coordination. In many areas, interviewees report that competences are not clearly divided between local and central institutions, creating different interpretations, duplication of procedures and limitations in the exercise of local autonomy.

Most interviewees point out that **the decentralization** provided for by the law has not always been accompanied by the full transfer of competencies, financial resources and administrative

capacities necessary for their effective exercise. As a result, some of the provisions of the law remain only partially applicable.

**Administrative units** constitute one of the weakest points of law implementation. They function mainly as administrative extensions of the central municipality in the territory, but without sufficient administrative powers, without dedicated resources, without sufficient means and without a real role in the provision of services or in the territorial representation of communities.

The comparative analysis of the responses also shows that some problems appear with **different intensity according to the size and capacities of the municipalities**. This suggests that, in addition to improving legal provisions, more flexible implementation mechanisms are also needed that take into account the diversity of local self-government units.

**Municipal councils** have an important representative, decision-making and supervisory role, but in practice this role is not always exercised to the level foreseen by law. The relationship between the municipal council and the mayor often remains unbalanced, as the local executive has the administration, technical information and professional resources, while the council has limited administrative, financial and expert support.

**Relations** between central and local government remain one of the most problematic areas.

**Consultation** with local self-government units is often formal, information exchange is not systematic, and the division of competences between the local level, central institutions, and decentralized structures is not always clear.

**Legality control and institutional oversight** need simplification, clarification and unification. In practice, municipalities face different forms of control from multiple institutions, which creates fragmentation, administrative burden and uncertainty in relation to local autonomy.

Formal **transparency** is one of the most positive dimensions of law enforcement. However, **citizen participation** and public consultation often remain formal processes, with limited participation and not always clear impact on local decision-making.

**Community structures in cities/towns and villages** remain among the least functional mechanisms of the law. Community councils, community liaisons, and other forms of representation at the neighborhood or village level have failed to become sustainable instruments of participation, representation, and mediation between citizens and the municipality.

**Inter-municipal cooperation** remains limited. Although the law provides for it as an instrument for increasing efficiency and for the joint provision of services, in practice municipalities rarely use it, mainly due to the lack of financial incentives, technical capacities and standardized models of cooperation.

In terms of **gender equality**, the results show that the institutional framework has seen positive developments in the creation of mechanisms for gender equality and protection from domestic

violence. However, the analysis highlights the need for the gender perspective to be more systematically integrated into the planning, decision-making and monitoring processes of local policies, as part of the standards of inclusive governance.

**The role of the Regional Council** remains unclear and of limited effectiveness. After the territorial reform, this level has not been fully reconceptualized in relation to municipalities, regional development, inter-local coordination, and central level policies.

### **3. Issues requiring priority attention**

The analysis shows that improving the implementation of Law No. 139/2015 requires special attention in several priority areas.

- Better clarification is needed of the relationship between local autonomy and the intervention of central institutions. The law should more clearly guarantee the boundaries of local authority, consultation procedures and mechanisms for resolving institutional overlaps.
- The role of administrative units must be rethought. They cannot remain just liaison offices without a clear mandate, without capacities and without measurable responsibilities. The law must more clearly define their administrative, reporting and representative function within the municipality.
- The municipal council must be strengthened as a representative and oversight body. This requires stronger guarantees for access to information, professional support, a functional secretariat, monitoring instruments, and real opportunities to exercise control over the activities of the local executive.
- Public consultation and citizen participation must move from a formal obligation to a process with real impact on decision-making. This requires minimum national standards, better use of digital platforms, reporting on consultation results, and more structured involvement of communities.
- The control of legality and the relationship with the prefect should be further clarified, ensuring a better balance between legal oversight and respect for local autonomy.
- Inter-municipal cooperation should be supported by legal, procedural models and practical incentives, so that municipalities, especially small and very small ones, can cooperate for more efficient services, technical capacities and administration.

### **4. Main directions for improving the law**

Based on the study's findings, the report recommends that the process of reviewing Law No. 139/2015 focus primarily on improving the implementation of existing provisions and not on changing the fundamental principles on which it is built.

#### **Classification of interventions**

The implementation of Law 139/2015 should be seen in close connection with sectoral legislation, but also with aspects of institutional organization. For this reason, it has been deemed necessary that possible interventions in improving legislation be assessed also from the perspective of real possibilities and phases of intervention for improvement. Possible interventions are recommended to be implemented in 3 phases:

#### *Immediate interventions*

- They should be included in the current package of amendments to Law No. 139/2015.
- These are issues that directly affect the functioning of the local self-government system and that should not be postponed, as within the framework of the review of the Administrative Territorial Reform, there is a favorable window for legal changes.

#### *Medium-term intervention*

- They can be implemented in a second phase, which should follow the first phase and which needs to be implemented through other legal amendments or bylaws.
- These interventions do not hinder the basic functioning of the system, but rather increase its effectiveness.

#### *Long-term interventions*

- They are related to institutional development, capacity building, investments and progressive harmonization of legislation.
- Their implementation requires time, resources and inter-institutional coordination.

### **Analysis of the nature of the identified problems**

One of the most important conclusions of this assessment is that not all the issues identified by the questionnaire and interviews stem from the content of Law No. 139/2015.

The analysis shows that they can be divided into three main categories:

- issues directly related to the provisions of the law;
- issues mainly related to the way the law is implemented;
- problems arising from other institutional, organizational factors or sectoral legislation.

This classification helps guide recommendations and avoids treating every problem as a shortcoming in the law itself.

### **Analytical conclusion**

*The analysis of the problems identified in the implementation of the law shows that **a relatively limited part of them stem directly from the content of Law no. 139/2015** , while the majority*

*are related to the way in which existing provisions are implemented or to other institutional and normative factors. However, this does not mean that the law should not be amended. On the contrary, the current process of its revision constitutes an opportunity to strengthen the implementation of existing provisions, by reducing the scope for different interpretations, by transforming optional competences into clear obligations when necessary, as well as by forcing the harmonization of the law with sectoral legislation and the reality created during more than ten years of its implementation.*

Recommendations for possible interventions to improve Law 139/2015 are given below:

**At the legal level, (immediate intervention)**

This category includes issues where the legal provisions themselves are incomplete, unclear or do not create sufficient mechanisms for the effective functioning of the system. This category also includes cases where the legal provisions are generally sufficient but are not fully or uniformly implemented.

However, in some cases, amending the law can establish more binding mechanisms, reducing dependence on interpretation or institutional will.

**It is recommended:**

- Clarification of provisions related to the division of responsibilities between local government and central institutions;
- Inter-governmental relations with a focus on reviewing the clear division of competences and the obligation for cooperation and coordination as well as information exchange;
- Legality control with the objective of rationalizing/clarifying the system of external oversight and control, especially by Central Government institutions;
- Establishing real and functional mechanisms that ensure a clearer link between the transfer of competencies and the support and resources necessary for their exercise;
- Review of provisions related to the representative role of the municipal council and strengthening of legal mechanisms that support the supervisory role of the Municipal Council and the institutional balance between municipal bodies;
- The functioning of administrative units with the objective of fully reviewing the legal framework for the functioning of administrative units, to guarantee the decentralization of competencies to the level of the administrative unit, increasing their role in the provision of services and representing the community;
- Transparency and public consultation with the aim of improving the provisions regulating public consultation, transparency and citizen participation, with a focus on ensuring real citizen participation and their practical effectiveness;
- Strengthening the role of community structures through more detailed legal regulation, creating facilities for the selection and real functioning of community structures in the city and in the countryside;

- Fuller integration of institutional performance standards and gender equality principles in the implementation of local policies;
- Building, with clear legal and sub-legal acts, Performance Management mechanisms as a new culture and in line with the 2023-2030 decentralization strategy;
- Complete reform of the Regional Council as the institution responsible for regional planning and development.

**At the sub-legal level (intervention at a later stage)**

This category includes issues that are not directly caused by Law No. 139/2015, but directly affect its implementation.

**It is recommended:**

- Harmonization of Law No. 139/2015 with sectoral legislation to avoid overlaps and ambiguities in the exercise of powers;
- Drafting and approving national minimum standards and indicators for measuring each standard, as well as drafting and publishing performance evaluation reports for each service;
- Drafting minimum standards for transparency and public consultation and monitoring the implementation of legal obligations and publishing mandatory annual reports;
- Creation of electronic registries and facilities for undertaking citizen decision-making initiatives;
- Creating mechanisms that guarantee financial and institutional incentives to promote inter-municipal cooperation;
- Mandatory recording and real-time broadcasting of council meetings, committees and activities of public interest, as well as the creation of municipal council reporting models;
- Capacity building and drafting of guidelines and digital platforms for the functioning of administrative units;
- Creation of unified instruments for monitoring and evaluating the performance and implementation of legal obligations by local self-government units.

**At the institutional level, (intervention in a third phase)**

This category includes issues related to creating an appropriate environment for the implementation of Law 139/2015 and sectoral legislation, while avoiding as much as possible the risk of interpretations and deviations from the rigorous implementation of the law.

**It is recommended:**

- Strengthening the administrative and professional capacities of the municipal administration through strengthening the role of the Training Academy of Local Government (TALGA).
- Creating more opportunities for instruments and partnerships in service delivery
- Supporting municipal councils with independent expertise to increase capacities and strengthen their oversight role
- Developing joint information platforms between central and local government, with shared access.
- Establishing mechanisms for periodic assessment of the implementation of Law No. 139/2015.

**Based on the above findings and recommendations, as well as the analysis of the causes of difficulties and obstacles in the implementation of the law, the following is a matrix of recommendations for possible interventions in improving Law 139/2015 “On Local Self-Government” according to the articles subject to this assessment.**

ARTICLE	Strategic finding	The source of the problem	Does it require an amendment to Law 139/2015 ?	Recommended direction	Intervention time
4 Local autonomy	Real autonomy is limited by central level interventions	Sectoral legislation	Yes	Strengthening guarantees of autonomy and obligation for harmonization with sectoral laws	<b>Immediately</b>
5 Municipality and Region (qark)	The role of the region (qark) remains unclear.	Law	Yes	Complete review of the role and competencies of the region (qark)	<b>Immediately</b>
6 Administrative units	Competences, staff and resources depend mainly on the delegation of the mayor	Law implementation +	Yes	Minimum/basic competencies that enhance the role of the AU should be directly defined in the law	<b>Immediately</b>
7 Municipal bodies	The Council does not always exercise an effective oversight role	Institutional organization	Yes	Legal guarantee of the support capacities (staff, budget, expertise, funds, etc.) of the council	<b>Immediately</b>
8 Exercise of local authority	Practical limitations from sectoral legislation	Sectoral laws	Yes	Harmonization of competencies, clear expression in law of prevalence over sectoral legislation	<b>Immediately</b>

<b>ARTICLE</b>	<b>Strategic finding</b>	<b>The source of the problem</b>	<b>Does it require an amendment to Law 139/2015 ?</b>	<b>Recommended direction</b>	<b>Intervention time</b>
<b>9</b> Rights and responsibilities	Some competencies are not actually exercised	Sectoral laws	Yes	Clarification of competencies, rights in the exercise of responsibilities by the LGU	<b>Immediately</b>
<b>10</b> Relations with the central government	Overlapping of competencies	Sectoral laws	Yes	Review of the clear division of powers and the obligation for cooperation and coordination	<b>Immediately</b>
<b>11</b> Communication and information	Unsystematic exchange of information	Administrative practice	Not necessarily	National platform for information exchange with access from LSGUs	<b>midterm</b>
<b>12</b> Consultation with the government	Consultation often formal	Institutional practice	Yes	Obligation to report consultation results by the Consultative Council	<b>midterm</b>
<b>13</b> Supervision and control	Fragmented control by many institutions	Institutional organization	Yes	Rationalization / clarification of the external oversight and control system, especially by Central Government institutions	<b>Immediately</b>
<b>14</b> Inter-local cooperation	Rarely used	The law does not create incentives	Yes	Financial and institutional incentives to promote inter-municipal cooperation	<b>Midterm</b>

ARTICLE	Strategic finding	The source of the problem	Does it require an amendment to Law 139/2015 ?	Recommended direction	Intervention time
15 Transparency	Large differences between municipalities	Implementation	Partially	National standards and monitoring of implementation of legal obligations, mandatory annual reports	Midterm
16 Public consultation	Often takes place in a formal manner, low participation	Implementation	Yes	Mandatory standards , use of digital platforms, mandatory reporting	Midterm
17 Council meetings	Not always recorded/transmitted by every municipality	Implementation	Yes	Mandatory recording and online streaming of MC meetings and other activities	Midterm
18 Community consultation sessions	They are rarely organized, often formally.	Implementation	Yes	Annual plan of mandatory public hearings, with participation and evaluation reports	Midterm
19 Requests and complaints	Electronic registers are not used by all municipalities and not equally.	Implementation	Partially	National standardization, obligation for electronic registers and real -time data updating	Midterm
20 Citizen initiatives	Complicated procedures, often impossible and with	Law	Yes	Simplification of procedures, facilitation of procedures for citizen	Midterm

ARTICLE	Strategic finding	The source of the problem	Does it require an amendment to Law 139/2015 ?	Recommended direction	Intervention time
	room for blocking the initiative			decision-making initiatives – guaranteed right to propose draft decisions	
<b>21</b> Delegation of functions	Competencies are not always associated with resources	Law + financial system	Yes	Automatic mechanism for financing the real costs of exercising the delegated function and powers - right to accept or not to accept the delegation	<b>Immediately</b>
<b>22</b> Principles of the exercise of functions	Lack of minimum standards	Law	Yes	National minimum standards for the exercise of functions - guarantee/monitoring the implementation of minimum standards	<b>Immediately</b>
<b>30</b> Delegated functions	Delegation without funding and without coordination	Decentralization system	Yes	Review of the delegation system and definition of coordination structures for the exercise of the function	<b>Immediately</b>
<b>31</b> Region (qark)'s functions	Unclear competencies	Law	Yes	Complete reformation of the Regional Council as an institution responsible for regional development	<b>Immediately</b>

<b>ARTICLE</b>	<b>Strategic finding</b>	<b>The source of the problem</b>	<b>Does it require an amendment to Law 139/2015 ?</b>	<b>Recommended direction</b>	<b>Intervention time</b>
<b>32</b> Service administration	Standards and indicators are missing, performance reports are missing.	Law	Yes	National standards and indicators for measuring each standard, performance assessment reports for each service	<b>Midterm</b>
<b>33</b> Administration instruments	Limited capacities	Institutional capacities	Partially	Capacity building, creating more opportunities for instruments and partnerships in service delivery	<b>Long-term</b>
<b>51</b> Municipal councilor	Limited rights	Law	Yes	Guaranteeing the advisor's rights to information, monitoring and covering expenses in the exercise of his/her duties	<b>Immediately</b>
<b>54</b> Competences of the Municipal Council	Lack of mechanisms for effective monitoring and control	Law	Yes	Institutional strengthening of the council, creation of mandatory monitoring and evaluation instruments and mechanisms	<b>Immediately</b>
<b>64</b> Mayor	Strong executive, lack of balance with the representative body	Law	Yes	Balancing powers between the MC and the Mayor, clarifying reports and relationships	<b>Immediately</b>

<b>ARTICLE</b>	<b>Strategic finding</b>	<b>The source of the problem</b>	<b>Does it require an amendment to Law 139/2015 ?</b>	<b>Recommended direction</b>	<b>Intervention time</b>
<b>65</b> Administrative unit administrator	The role remains primarily coordinating, not administrative.	Law	Yes	Competences guaranteed by law	<b>Immediately</b>
<b>66</b> Administration of the administrative unit	The current model does not guarantee functional decentralization down to the NJA.	Law	Yes	Complete redesign of the AU	<b>Immediately</b>
<b>68 -71</b> Community structures	Mainly formal functioning, difficulty in choosing them	Law implementation +	Yes	More detailed legal regulation, creation of facilities for the selection and real functioning of community structures	<b>Midterm</b>

## **V. GENERAL ASSESSMENT OF THE IMPLEMENTATION OF LAW 139/2015**

Based on the information obtained from the questionnaire and in-depth interviews, the following is a summary of the participants' perceptions and assessments for each article of the law as well as the respective recommendations. This matrix focuses on articles that have generated discussion, issues or concrete recommendations from the interviewees, excluding articles related to functions, local finances as well as declarative articles or those dealing with definitions and qualifications.

### ***1. General findings from the questionnaire***

The study shows that the reform and framework of local self-government have created a functional institutional basis, especially at the level of municipal bodies, legal procedures and formal transparency. However, practical implementation remains limited by four main problems:








- ✓ lack of resources for delegated functions
- ✓ real limited autonomy
- ✓ insufficient professional capacities
- ✓ weakness of community structures

The most positive dimensions are formal transparency, functioning of municipal councils, and the demand for greater fiscal autonomy. The most problematic dimensions are delegated functions without sufficient resources, limited clarity on ownership competencies, functioning of the region(qark), limited inter-municipal cooperation, and community structures in neighborhoods and villages.

Overall, the findings suggest that the main challenge is not only improving the law, but strengthening the real implementation of local self-government:

- ✓ more functional and fiscal autonomy
- ✓ more human and financial resources
- ✓ more meaningful consultation with citizens
- ✓ real activation of community structures















A summary of the overall findings from the questionnaire is provided in the following table:

DIMENSIONI	SINTEZË E GJETJEVE
 Njësitë e vetëqeverisjes vendore dhe organet	Organet bashkiake perceptohen si relativisht funksionale. Rreth 70% e të anketuarve vlerësojnë se kompetencat e kryetarit të bashkisë dhe këshillit bashkiak janë të ndara qartë, ndërsa 65% mendojnë se këshilli ushtron në mënyrë efektive funksionet e tij. Megjithatë, autonomia e njërive vendore perceptohet më e kufizuar, pasi vetëm 53% vlerësojnë se bashkia gëzon autonomi të plotë në ushtrimin e funksioneve, ndërsa 42% e konsiderojnë atë vetëm pjesërisht. Situata paraqitet më problematike në nivel qarku, ku vetëm 42% vlerësojnë funksionimin efektiv të këshillit të qarkut dhe 40% autonominë e tij.
 Të drejtat dhe përgjegjësitë	Evidentohet mbështetje e fortë për forcimin e autonomisë fiskale vendore. Plot 90% e të anketuarve mendojnë se bashkitë duhet të kenë rol më aktiv ose vendimmarrës në taksat dhe tarifat vendore. Procedurat ligjore vlerësohen pozitivisht nga 74% e të anketuarve, ndërsa 63% vlerësojnë lidhjen e buxhetit me strategjitë e zhvillimit vendor. Problemet kryesore lidhen me mungesën e kapaciteteve profesionale dhe me paqartësitë ligjore mbi kompetencat e pronësisë. Vetëm 49% vlerësojnë se njësitë vendore kanë staf të mjaftueshëm profesional, ndërsa vetëm 29% e konsiderojnë të qartë dhe të mjaftueshme bazën ligjore mbi pronat.
 Marrëdhëniet me qeverisjen qendrore	Marrëdhëniet ndërmjet qeverisjes qendrore dhe asaj vendore perceptohen si funksionale në aspektin formal, veçanërisht përmes mekanizmeve të kontrollit administrativ. Rreth 91% raportojnë kontroll të akteve të këshillit bashkiak nga Prefekti, ndërsa 61% raportojnë kontroll të akteve normative të kryetarit të bashkisë. Gjithashtu, 62% vlerësojnë se bashkëpunimi qendër-vendor respekton kompetencat e secilës palë. Problematika më e theksuar lidhet me financimin e funksioneve të deleguara, pasi vetëm 33% vlerësojnë se këto funksione shoqërohen me burime të mjaftueshme financiare dhe njerëzore.
 Bashkëpunimi ndërvendor	Bashkëpunimi ndërvendor ekziston, por mbetet kryesisht në nivel formal. Rreth 69% raportojnë se marrëveshjet e bashkëpunimit janë miratuar nga këshillat përkatës dhe 63% vlerësojnë se marrëveshjet për ofrimin e përbashkët të funksioneve dhe shërbimeve zbatohen në praktikë. Megjithatë, vetëm 51% raportojnë ekzistencën e marrëveshjeve konkrete për shërbime të përbashkëta, ndërsa delegimi i kompetencave dhe përgjegjësisë ndërmjet njërive vendore mbetet shumë i kufizuar, me vetëm 12% përgjigje pozitive.
 Transparenca, konsultimi dhe pjesëmarrja qytetare	Transparenca institucionale vlerësohet në nivele relativisht të larta. Rreth 84% e të anketuarve deklarojnë se mbledhjet e këshillit janë të hapura dhe njoftohen paraprakisht, 77% vlerësojnë se dokumentacioni i konsultimit publik përgatitet sipas kërkesave ligjore, ndërsa 72% raportojnë publikimin e akteve në faqet zyrtare. Gjithashtu, 71% vlerësojnë se zhvillohen konsultime për vendimmarrjen vendore. Dobësia kryesore mbetet konsultimi elektronik, pasi vetëm 52% raportojnë ekzistencën e regjistrit elektronik të konsultimit publik dhe publikimin e akteve për konsultim.
 Strukturat vendore dhe komunitare	Ky dimension rezulton ndër më problematikët. Edhe pse 74% mendojnë se krijimi i lagjeve dhe emërimi i administratorëve ndihmon në përmirësimin e shërbimeve dhe përfaqësimit lokal, vetëm 50% raportojnë se strukturat komunitare në zonat rurale krijohen me pjesëmarrjen e kërkuar të banorëve. Këshillat komunitarë perceptohen si pak funksionale, pasi vetëm 38% i konsiderojnë efektivë në qytet dhe 37% në fshat.
 Gjetjet sipas funksionit të të anketuarve	Analiza tregon dallime të konsiderueshme perceptimi ndërmjet përfaqësuesve institucionale dhe organizatave të shoqërisë civile. Kryetarët e bashkive, drejtorët dhe administratorët japin vlerësime më pozitive për funksionimin e bashkive, procedurat ligjore, transparencën dhe konsultimin publik. Përkundrazi, organizatat e shoqërisë civile paraqiten më kritike, veçanërisht në lidhje me autonominë vendore, zbatimin e procedurave ligjore, zhvillimin e konsultimeve publike dhe funksionimin e regjistrave elektronikë të konsultimit.
 Gjetjet nga komentet e hapura	Analiza e 47 komenteve të hapura konfirmon problematikat e evidentuara nga pyetësori. Çështjet më të shpeshta lidhen me financimin e pamjaftueshëm të njërive vendore, mungesën e stafit profesional, transferimin e funksioneve pa burimet përkatëse, centralizimin me facto të vendimmarrjes, dobësimin e shërbimeve në zonat rurale, përfshirjen e kufizuar të shoqërisë civile dhe funksionimin joefektiv të këshillave komunitarë.
 Shënim përmbledhës	Gjetjet tregojnë se kuadri institucional i vetëqeverisjes vendore funksionon relativisht mirë në aspektin formal dhe procedural, veçanërisht në nivelin e organeve bashkiake dhe transparencës. Megjithatë, decentralizimi mbetet i papërfunduar në praktikë për shkak të autonomisë së kufizuar, mungesës së burimeve financiare dhe njerëzore, kapaciteteve të pamjaftueshme profesionale, marrëdhënieve ende të pabalancuara me qeverisjen qendrore dhe funksionimit të dobët të strukturave komunitare.

## 2. General findings from the interviews

In addition to the structured questionnaire conducted with representatives of local self-government units, 24 in-depth interviews were conducted as part of this assessment with municipal leaders, including mayors, deputy mayors, general secretaries, directors of key departments and other officials with management responsibilities. The purpose of these interviews was to provide a deeper and more comprehensive understanding of the challenges, practices, issues and perceptions related to the implementation of Law No. 139/2015 “On Local Self-Government”.

A summary of the main findings is provided in the following table:

PROBLEMATIKAT KRYESORE TË IDENTIFIKUARA		
Problematika	Frekuenca	Përqindja
 Mungesë kapacitetesh administrative dhe ekspertize	15	 62%
 Mbivendosje kompetencash me institucionet qendrore	17	 70%
 Paqartësi ligjore ose normative	17	 70%
 Funkionimi i organeve të vetëqeverisjes vendore	15	 62%
 Kufizime të njërive administrative	16	 66%
 Problematika në transparencë dhe pjesëmarrje	15	 62%
 Probleme me kontrollin e ligjshmërisë	6	 25%

Unlike a questionnaire, which collects standardized and comparable data through the same questions for all participants, an in-depth interview creates the opportunity to explore in more detail the concrete experiences, arguments, causes of problems and individual interpretations of the interviewees. Through the interviews, it has become possible not only to identify the main issues that affect the functioning of municipalities and their bodies, but also to understand the institutional, organizational and legal factors that lie behind them.

While the questionnaire provides mainly quantitative information and enables the identification of general trends, the in-depth interviews provide qualitative information, helping to interpret the questionnaire results and draw more substantiated conclusions. The combination of these two data collection methods has enabled a more complete and reliable analysis of the level of implementation of local self-government legislation.

The following are the main findings from the in-depth interviews, structured according to the main themes addressed during the interview process. The analysis focuses on identifying positive practices, challenges encountered, legal and institutional gaps, as well as recommendations proposed by local leaders themselves for improving the functioning of local government in Albania.

### 3. Key strategic finding

After more than 10 years since the entry into force of Law No. 139/2015, the main problem identified by local leaders is not related to the institutional structure of municipalities, but to **the discrepancy between the competencies that the law has transferred to municipalities and the real financial, administrative and decision-making resources that they have at their disposal to exercise these competencies efficiently and effectively.**

This is the dominant theme that runs through almost all interviews and constitutes the central finding of the report.

#### **Other strategic findings**

➤ **Law No. 139/2015 is generally considered good, but not yet fully implemented.**

Almost all interviewees assess that the implementation of Law 139/2015 within the framework of the implementation of the Administrative Territorial Reform has increased administrative capacities and improved the institutional organization of municipalities. Most municipal representatives clearly report that municipalities are more capable of providing services and administering a wider territory.

However, most interviews indicate that the implementation of the law, especially in the context of real decentralization and local autonomy, remains incomplete, as many competencies continue to be controlled by deconcentrated ministries and institutions.

➤ **Administrative units and the legal framework that provides for their functioning turn out to be one of the weaknesses.**

This finding is clear in most interviews for all categories of municipalities. Administrators report a lack of competences, a lack of budget, a lack of resources, and a mainly ascertaining and mediating role.

In fact, many interviews show that administrative units do not function as decentralized structures, but as administrative extensions of the central municipality in the territory, but without the ability to provide services.

➤ **Shared functions or functions partially exercised by municipalities are also one of the weaknesses of Law 139/2015.**

Many municipal representatives highlight the fact that some functions are exercised by parallel local and central structures and are not always accompanied by funds, staff and full competencies, creating duplication, overlap, ambiguity and opportunities for misinterpretation of the law.

This is perhaps the biggest gap between the provisions of the law and practical implementation.

➤ **The overlap of competencies with central institutions is the most widespread problem.**

The most frequently mentioned areas by interviewees are: pre-university education, agriculture, forestry, irrigation and drainage, territorial administration, tourism and beaches, health, cultural monuments, inspectorates, environment, consumer protection, etc.

This shows that, although Law 139/2015 provides for local autonomy, sectoral legislation continues to limit its real exercise.

➤ **There is a visible gap between large and small municipalities, a disparity that is not provided for in Law 139/2015 and sectoral legislation, treating all municipalities in a uniform and equal manner.**

The analysis of the responses of the representatives of the municipalities by their groups (group 1-4) clearly evidences different reports on issues related to staff, administrative organization and provision of the necessary expertise for all areas. Based on the requirements of Law 139/2015, all municipalities, regardless of size, specifications and capacities, are supposed to provide the same services. From the responses of the interviewees, it is concluded that this does not actually happen and there are significant differences between the municipalities not only in the quality of service provision, but also in the quantity of services they provide.

Municipalities in groups 1 and 2 report provision of all services provided for in law, better and more complete administrative capacities, more specialized staff, and greater and more stable administrative experience. Meanwhile, municipalities in groups 3–4 report shortcomings in the provision of some services, difficulties in securing specialists in all fields, lack of expertise, and greater dependence on the central level.

➤ **The role of the Municipal Council remains weaker than provided for in law.**

The interviews conducted show that the Municipal Council is perceived as the highest representative body of the local community, with an important role in decision-making for the approval of local policies, the budget, local taxes and fees, as well as in exercising the supervisory function over the local executive. However, in practice, it is evident that its role is not always exercised with the same effectiveness as the law provides. This is clearly evident in some municipalities, where interviewees raise concerns that real decision-making is dominated by the executive and that the municipal council does not always exercise its supervisory function at the level required by the law.

One of the most frequently mentioned problems is related to the fact that the Municipal Council often remains more of an approving body than a real body of control and oversight. In many cases, decision-making is dominated by the initiative of the administration and the mayor, while the council is limited to reviewing and approving draft acts prepared by the executive.

Another finding is related to the limited technical and professional capacities of municipal councilors, who often do not have sufficient administrative support or specialized expertise to independently analyze draft decisions, budgets or strategic documents submitted for approval.

The interviews also highlight that the relationship between the mayor and the municipal council is not always balanced, as the mayor has the administration, information, technical expertise and human resources, while the municipal council does not have similar support structures. This creates a significant institutional advantage for the executive and limits the municipal council's ability to exercise effective control. The findings show that, although Law No. 139/2015 has clearly defined the competencies and role of the Municipal Council, in practice there is a noticeable asymmetry between the executive and the representative body, with the mayor and the administration having a much greater weight in the local governance process. As a result, the oversight and control function of the municipal council often remains weaker than intended by the legal framework.

**The following provides more details regarding the main findings based on the quantitative and qualitative analysis of the responses given and the arguments used by the respondents/interviewees.**

- for each set of questions
- for any specific question
- for each category of questions/interviews.

## **VI. DETAILED ANALYSIS OF FINDINGS**

### ***Result of the questionnaire on the implementation of Law No. 139/2015 “On Local Self-Government”***

As part of the assessment of the implementation of Law No. 139/2015 “On Local Self-Government”, a questionnaire was conducted with representatives of municipalities, regions (qarks) and civil society (active citizens). 253 people responded to the interview request, according to the composition presented in this report.

The results of the questionnaire presented below should not be interpreted as an objective measurement of the level of implementation of each legal provision, but as an indicator of the institutional perception of local actors on the functioning of the local self-government system. These perceptions are particularly important as they originate from individuals who directly exercise managerial or administrative functions in the municipality and who face the practical challenges of law implementation every day.

The analysis of the results aims to highlight the main trends emerging from the respondents' responses, the level of agreement or disagreement on certain issues, as well as areas where perceptions indicate the need for further improvements in the legal, organizational or institutional framework of local government.

### **Question-set 1: Local self-government units and bodies**

#### **1.1. Assessment from the questionnaire**

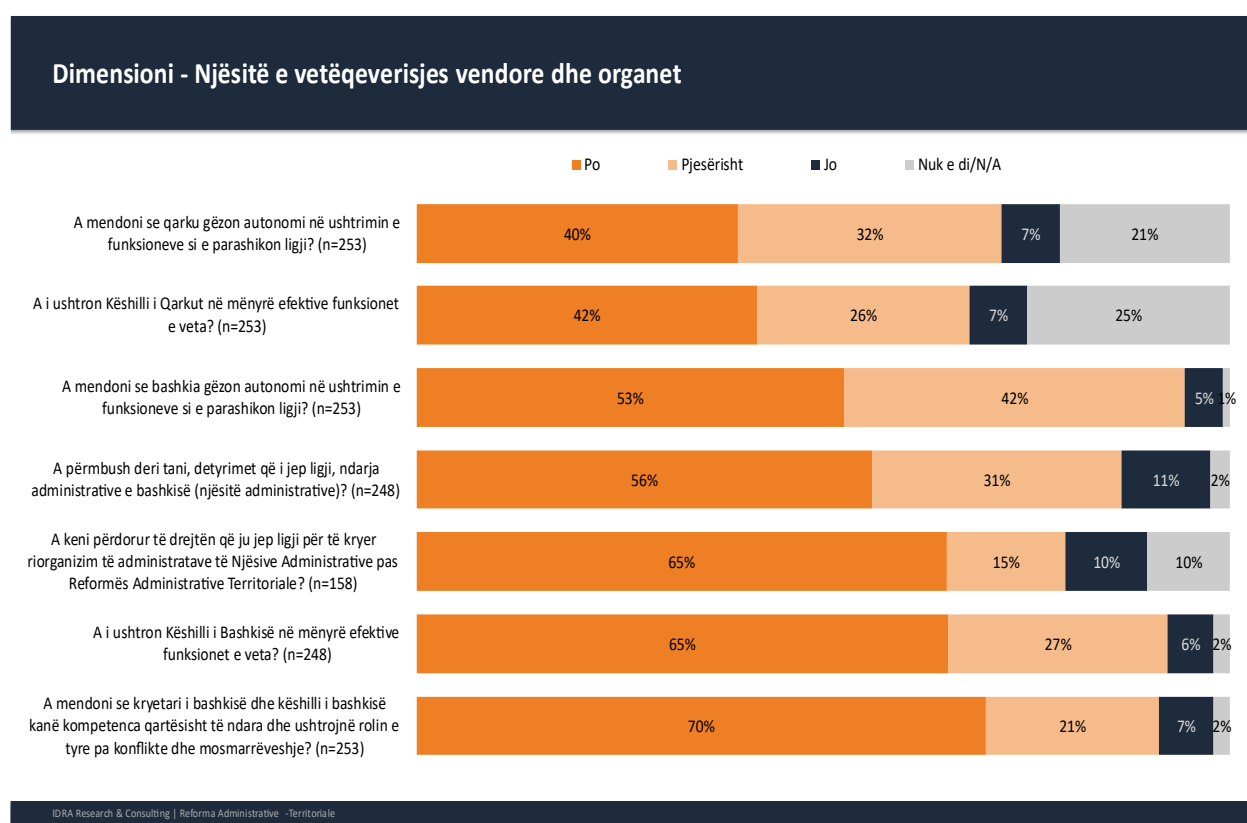
This dimension highlights a strong demand for a greater decision-making role for municipalities. This dimension presents a mixed picture: municipal bodies are perceived as relatively functional, while the real autonomy of municipalities and especially the role of the region are more problematic. The majority of respondents think that the mayor and the municipal council have clearly separated competencies and exercise their role without conflicts or disagreements; 70% answered “Yes”. Similarly, 65% hold that the municipal council exercises its functions effectively. These results show that, at the institutional level, the mayor-council relationship and the functioning of the municipal council are perceived as relatively consolidated. However, the assessment drops when questions are related to territorial autonomy and functioning. Only 53% think that the municipality enjoys autonomy in exercising its functions as provided for by law, while 42% answer “partially”. This shows that local autonomy is recognized in principle, but considered limited in practice.

The situation is more problematic for the region (qark). Only 42% think that the regional council exercises its functions effectively, while only 40% hold that the region (qark) enjoys autonomy in exercising its functions. Furthermore, the “I don’t know/N/A” responses are high for this level of government, which suggests greater uncertainty or distance of respondents towards the real role of the region (qark).

Regarding the administrative division of the municipality, 56% feel that the administrative units fulfill the obligations given to them by law, while 31% say “partially”. This shows that the administrative units function, but not in a fully consolidated manner. Meanwhile, 65% of the respective respondents report that the right to reorganize the administrations of the administrative units has been used after the territorial reform.

**According to the function of the respondent, the differences are obvious.** Administrators of administrative units, municipal directors and mayors/deputy mayors give more positive assessments, while CSOs are more critical. For example, only 36% of CSOs think that the municipality enjoys autonomy, compared to 73% of administrators of administrative units, 63% of municipal directors and 50% of mayors/deputy mayors.

**Synthetic findings:** Municipal bodies are perceived as relatively functional, but real local autonomy and the role of the region (qark) remain weaknesses. There is a clear perception gap between local administration and civil society actors. The summarized results are given in the table:



## 1.2. Assessment from interviews

### Municipal council

The functioning of the municipal council constitutes one of the most important elements of local self-government and local democracy. Law no. 139/2015 aims to position the municipal council not only as a formal decision-making body, but also as a representative body of civic interest and a control mechanism over the local executive.

In practice, the way municipal councils function presents significant differences between municipalities, related to the size of the municipality, the level of administrative capacity, the institutional culture and the local political climate.

Some of the identified problems are related to the fact that after the administrative-territorial reform, the territory and administrative complexity of municipalities have expanded significantly, while the supporting capacities of municipal councils have not been strengthened at the same pace. However, the decision-making of municipal councils needs improvement and consolidation so that processes and acts are in accordance with the law and in the interest of the community. The reduction in the number of municipal councilors after the Administrative Territorial Reform (about 3,000 fewer) who belonged to rural areas (former communes) as well as the lack of will of political parties to represent rural areas in the new councils, has led to a decrease in the level of representation of rural communities in these councils. Municipal councils also have difficulties in effectively exercising their oversight function as a result of the lack of the necessary authority over the executive.

In many cases, municipal councils continue to have a relatively passive role in the processes of drafting and approving strategic documents, while the main focus remains on the formal approval of acts proposed by the municipal administration. Also, monitoring the implementation of approved acts remains a challenge for municipal councils.

### **Mayor**

The organizational model provided for in Law No. 139/2015 gives the mayor a central role in the administrative and executive management of the municipality. This configuration aims to ensure administrative efficiency, faster decision-making and better coordination of public services.

However, in practice, this concentration of powers has in some cases created imbalances between the local executive and the municipal council. The municipal council's real capacity to exercise effective control and oversight over the executive often proves limited.

Also, cases have been identified where the local administration is perceived as being overly dependent on the individual leadership of the mayor, which may affect institutional sustainability, administrative professionalism, and the continuity of local policies.

The law grants the mayor broad administrative and executive powers, and this is perceived to have led to increased decision-making efficiency, but also to a high concentration of power. In practice, there is evidence of a strong dependence of the municipal administration on the mayor, weakness of control mechanisms, and a limited role of the municipal council in monitoring.

### **RECOMMENDATIONS**

- ✓ Creation of a professional municipal council administration through the legal establishment of a professional municipal council secretariat;
- ✓ Providing dedicated funds for the functioning of the council, a separate budget for the municipal council and its independent administration.

- ✓ Guarantee by law the right of the municipal council to contract external experts, request independent audits, and receive independent legal and financial assistance from the executive.
- ✓ Strengthening standing committees by guaranteeing by law a more active monitoring role, direct access to information, the right to request periodic reports from the administration, and the obligation to hold public hearings for a wider range of decision-making.
- ✓ Drafting a National Municipal Council Capacity Building Program
- ✓ Digitalization of the municipal council's activities through the establishment of electronic platforms for documentation.

### ***Administrative Units***

Administrative units emerge as one of the most recurring themes in the interviews. Various representatives emphasize that administrative units do not have sufficient competencies, do not have an operating budget, do not have resources and often do not have specialized personnel. In many cases, they perform an information, mediation and evidence function, but do not have real decision-making or problem-solving capabilities.

Respondents believe that administrative units have played an important role in maintaining direct contact between municipalities and local communities, especially in rural and remote areas. However, in practice, a number of problems have been identified that limit their effectiveness.











One of the most frequently mentioned issues is related to the lack of clear and sufficient decision-making powers for administrators of administrative units. In many cases, administrative units are perceived as primarily administrative and intermediary structures, with limited possibilities to address community needs without the intervention of central municipal structures.

Another concern raised by interviewees is the lack of human, financial and logistical resources. The shortages are particularly felt in administrative units with large territories or large numbers of residents. In some cases, limited staffing makes it difficult to provide quality services and continuous communication with citizens.

The interviews also highlighted that the role of administrative units in the processes of planning, public consultation and identification of local priorities is not always clearly defined, resulting in their potential as mechanisms of local democracy and civic participation not being fully utilized.

Some of the interviewees emphasized that there is a need for greater clarification of the functional relationships between administrators of administrative units and municipal management structures, in order to avoid overlaps, procedural delays and ambiguities in institutional reporting. It was also evident that in some cases citizens continue to have high expectations towards administrative units for solving local problems, while the competencies and means at their disposal are limited, creating dissatisfaction and negative perceptions towards local institutions.

These findings indicate that, although administrative units continue to constitute the closest link of governance to citizens, there is a need to strengthen their institutional role, improve capacities, and clarify their functional status, in order to contribute more effectively to the provision of services and the development of local communities.

VLERËSIMI PËR FUNKSIONIMIN E NJËSIVE ADMINISTRATIVE (LAGJET/NJËSITË)		
Vlerësimi	Nr.	Përqindja
 Nuk janë efektive mjaftueshëm	12	 50%
 Nuk kanë kompetenca dhe nuk ofrojnë mjaftueshëm shërbime	15	 62%
 Administratori me autoritet të kufizuar	12	 50%
 Nuk kanë buxhet, staf dhe mjetet	18	 75%
 Infrastruktura është pengesë	15	 62%

It is recommended:

- ✓ Review of the legal framework for administrative units, with the aim of more clearly defining their role, competencies and responsibilities within the municipal structure.
- ✓ Increasing the administrative and coordination competencies of administrators of administrative units, especially on issues related to daily services to citizens and local issues.
- ✓ Strengthening human and logistical capacities, through increasing personnel according to territorial needs and ensuring the necessary infrastructure for the provision of services.
- ✓ Establishing mandatory consultation mechanisms with administrative units during the drafting of local development plans, budgets and investment priorities.

- ✓ Strengthening the role of administrative units as points of contact with the community, by expanding their functions in identifying needs and monitoring local issues.
- ✓ Digitalization of administrative processes at the administrative unit level, to facilitate citizens' access to services and improve information exchange with the central administration of the municipality.
- ✓ Increasing the role of administrative units in public consultation and citizen participation processes, turning them into active centers of dialogue between the community and local institutions.
- ✓ Drafting national standards for the functioning of administrative units, to guarantee a minimum and unified level of services in all municipalities.
- ✓ Periodic evaluation of the performance of administrative units, based on measurable indicators of the quality of services, communication with citizens and resolution of local problems.

### ***The region (qark)***

One of the clearest findings resulting from the interviews with local leaders relates to the role and functioning of the region (qark) after the Administrative-Territorial Reform of 2014. Unlike municipalities, which underwent a radical transformation through territorial consolidation and expansion of competencies, the region (qark) remained almost unchanged in terms of institutional structure, competencies and organization. As a result, a significant portion of those interviewed perceive the region (qark) as an institution with unclear functions, limited influence and an increasingly less visible role in the local government system.

Interview data show that only about 42% of respondents think that the regional council functions effectively, while only 40% hold that the region enjoys real autonomy in the exercise of its functions. These are among the lowest assessments given to local self-government institutions. A large part of the respondents argue that the territorial reform has significantly reduced the need for the region's existence in its current form. Before the reform, regions (qarks) had a more visible coordinating role due to the large number of communes and small municipalities. After the establishment of 61 large municipalities, many of the functions that once justified the region's existence have faded or been taken over directly by the municipalities.

Large municipalities in particular consider themselves capable of handling most administrative, planning and development functions themselves, without the need for mediation or coordination from the region (qark). As a result, relations between municipalities and the region

(qark) are often formal and limited to administrative procedures or periodic meetings without direct influence on decision-making.

The findings of the interviews show that the region (qark) is the institution that has been least affected by the administrative-territorial reform, but at the same time it is also the institution that faces the greatest crisis of institutional identity. While the municipalities have been strengthened and consolidated, the region (qark) has been left with limited competencies, an unclear role and little influence on local governance. In the conditions of the existence of larger and more administratively capable municipalities, maintaining the current model seems increasingly less justified. For this reason, the future reform of local government should directly address the role, competencies and the very reason for the existence of the region (qark) as the second level of local self-government.

***Finding:***

- The lack of clear and distinct competencies, where many of the functions of the region overlap with functions exercised by municipalities, ministries or decentralized institutions of the central government. This creates uncertainty about its role and limits the real impact of the institution.
- Lack of resources and instruments of action, since even in those cases where the law recognizes coordination functions, the region (qark) does not have the financial, administrative or decision-making instruments to exercise them effectively.
- Weak role in regional planning, where although the law provides for a role in regional development, in practice strategic planning and investments are mainly led by central ministries and agencies, leaving the region (qark) in a secondary role.
- Indirect representation and limited legitimacy, as regional councils are not directly elected by citizens, but consist of representatives delegated by municipal councils. This weakens the public legitimacy and visibility of the institution.

***Recommendations:***

- ✓ Conduct a complete functional review of the role of the region (qark) in the context of administrative territorial reform.
- ✓ Define exclusive and distinct competencies for the region (qark), avoiding overlaps with municipalities and central institutions.
- ✓ Transform the region (qark) into a true regional institution, with expanded competencies in regional planning, regional economic development, coordination of inter-municipal

investments, regional transport, environmental and natural resource management, civil protection and emergencies, etc. Create regional development funds administered or co-administered by the regions.

- ✓ Increase the role of the region (qark) in coordinating inter-municipal cooperation and inter-municipal projects.
- ✓ Review the method of representation in regional councils to increase legitimacy and public accountability.
- ✓ Assess the possibility of reducing or reorganizing the regional level if no new and important functions are identified that justify its existence.

## **Question set 2: Rights and responsibilities**

### **2.1. Findings from the questionnaire**

This dimension highlights a strong demand for more decision-making role for municipalities, especially in the field of taxes and fees, but at the same time highlights significant limitations in human capacity, competencies and legal clarity.

The strongest finding is that 90% of respondents believe that the municipality should have a more active or decision-making role regarding taxes and fees within its territory. This is one of the highest indicators in the entire questionnaire and signals broad consensus for strengthening local fiscal autonomy.

In terms of procedure, 74% of respondents hold that legal procedures are fully implemented in the municipality's decision-making. Also, 63% of them think that the medium-term and annual budgets follow the development strategy approved by the municipality as part of the GLP. These indicators suggest a relatively positive level of connection between strategic planning and budgeting, although a significant portion of respondents give the answer "partially".

The main weakness is related to capacities and clarity of competencies. Only 49% of respondents think that the local unit has professional staff to fully implement competencies, while 38% answer "partially". This shows that even where competencies exist, their implementation is hindered by human resources and technical capacities.

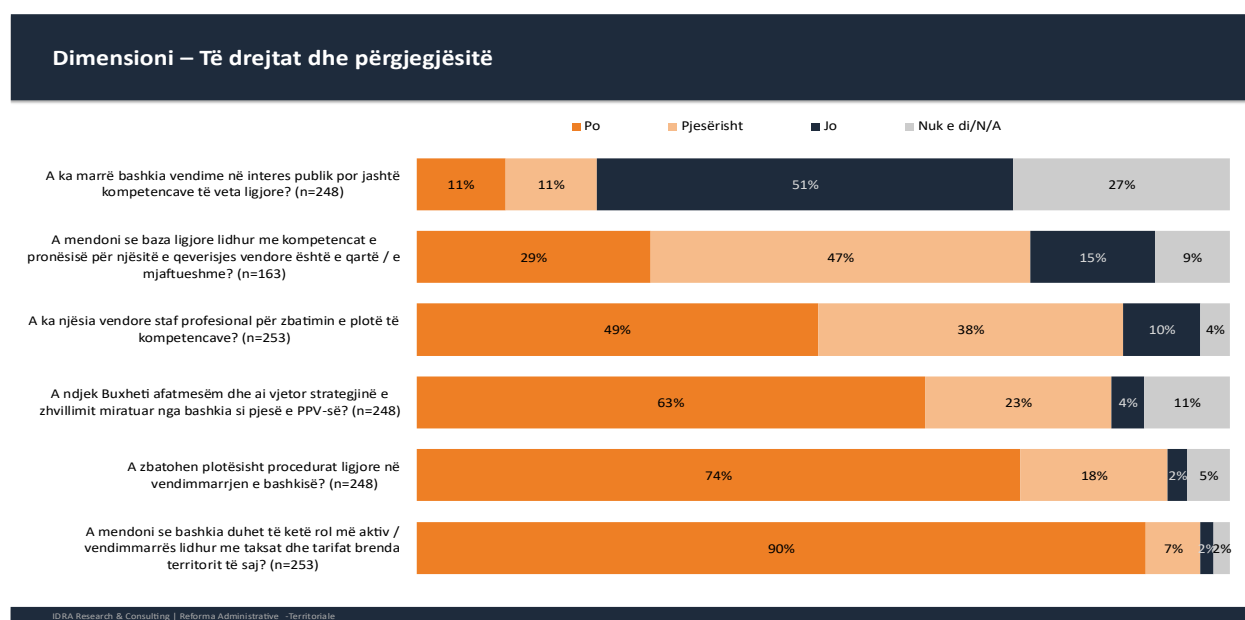
An even more pronounced problem is the legal basis for ownership powers. Only 29% of respondents consider it clear or sufficient, while 47% of them answer "partially" and 15% "No". This suggests that ownership issues remain an area of high uncertainty for local self-government units. To the question of whether the municipality has taken decisions in the public interest but outside its legal powers, only of respondents 11% answer "Yes", while 51% "No"

and 27% “I don’t know/N/A”. This can be read as an indicator of institutional caution not to exceed legal powers, but also as a sign of uncertainty about the real limits of powers.

According to the function of the respondent, CSOs are significantly more critical. Only 42% of them think that legal procedures are fully implemented in municipal decision-making, compared to 94% of mayors/deputy mayors, 95% of municipal directors and 88% of administrators of administrative units. Similarly, only 31% of CSOs think that the local unit has sufficient professional staff, compared to 66% of directors and 67% of administrators.

Synthetic findings: There is broad consensus on strengthening the role of municipalities in taxes and fees, but the implementation of competencies is hampered by insufficient capacities, legal uncertainties over ownership, and a lack of professional resources.

Quantitative data from the questionnaire regarding this section are provided in the following table.














## 2.2. Findings from the interviews

### Legal or normative ambiguity

In general, participants regard Law 139/2015 as a law that has helped municipalities in the process of functioning and consolidating their activities. A significant portion also expressed that improvements to the law are needed in relation to issues that they have encountered difficulties and problems in its implementation.

Interviews conducted with 24 municipal leaders revealed that one of the most important challenges in the implementation of Law No. 139/2015 “On Local Self-Government” is related to the existence of legal and normative ambiguities in some aspects of the functioning of local

government. Many of the interviewees felt that, although the law has created a stable basis for the organization and functioning of municipalities, in practice difficulties are encountered that stem from general formulations, or the overlapping of provisions with other sectoral laws.

VLERËSIMI I EFEKTIVITETIT TË ZBATIMIT TË LIGJIT		
Vlerësimi	Nr.	Përqindja
 Shumë efektiv	3	 13%
 Efektiv	9	 37%
 Mesatar	5	 21%
 Jo efektiv	5	 21%
 Shumë jo efektiv	2	 8%
<b>TOTALI</b>	<b>24</b>	 <b>100%</b>

A significant portion of the interviewees raised concerns about the lack of clarity in the division of powers and responsibilities between local bodies, as well as in the institutional relations between municipalities, municipal councils and other state institutions. Also, uncertainties were identified regarding public consultation procedures, mechanisms for supervising the legality of local acts and the manner of interpreting certain provisions related to the internal organization of municipalities.

Interviewees emphasized that these ambiguities often create different interpretations by different municipalities, leading to non-unified practices at the national level and increasing the need for more detailed guidance from responsible institutions.

In this context, interviewees suggest reviewing some provisions of the law, drafting supplementary acts, and creating sustainable mechanisms for providing official interpretation and legal assistance to local self-government units.

Overall, the interviews show that improving legal and normative clarity remains an important prerequisite for more effective and uniform implementation of local self-government legislation throughout the country.

***It is recommended:***

- ✓ Establish a permanent legal interpretation mechanism, within the ministry responsible for local government or another competent institution, to respond to uncertainties that arise during the implementation of the law.
- ✓ Harmonization of Law No. 139/2015 with sectoral legislation, to avoid overlaps or contradictions that create difficulties in interpretation and implementation.
- ✓ Clearer definition of roles and inter-institutional relationships between the mayor, the municipal council, the prefect's institution and ministries, to avoid conflicts of competence and procedural delays.
- ✓ Unification of administrative practices at the national level, through guidelines, model decisions and standard practices that can be used by all municipalities.
- ✓ Creating a national database of legal practices and interpretations, where municipalities have access to cases, legal opinions and standardized solutions for similar issues.
- ✓ Review of provisions that have generated different interpretations in practice, with the aim of clarifying the competencies, procedures and responsibilities of local self-government bodies - according to the respective table for each article.
- ✓ Complete review of the powers of the AU and administrators.
- ✓ Improvement and detailing of transparency and public consultation requirements, standardization and clarification.
- ✓ The obligation to digitalize and modernize local self-government activities, aligning them with central government standards.
- ✓ Develop practical guides and interpretative manuals, which provide unified guidance for municipalities in the implementation of legal provisions and administrative procedures.
- ✓ Conduct periodic assessments of the implementation of the law, involving municipalities, municipal councils, and oversight institutions, to identify provisions that require improvement or clarification.
- ✓ Real, systematic involvement of municipal representatives in the process of legal changes, so that normative improvements reflect real issues encountered during implementation on the ground.

### ***Human capacities and necessary expertise***

The human and professional capacities of the local administration constitute a key factor for the effective implementation of Law No. 139/2015.

After the administrative-territorial reform, municipalities took on broader administrative and managerial responsibilities, which required a more specialized, more professional and more stable administration. The main finding is that municipalities regard the organizational structure created after the territorial reform as generally functional, but not complete and not always adapted to the real needs of the territory. The central departments of the municipality, such as finance, taxes, legal, human resources and public services, are most often mentioned as functional structures. In contrast, administrative units, but in small municipalities also urban planning, technical services, agriculture, forests, social services and territorial control emerge as areas with greater practical difficulties.

The main interpretation is that the Administrative Territorial Reform has created the structure of the central municipality and the Administrative Units as part of the municipal administration, but the provisions of Law 139/2015 and its implementation in more than 10 years have consolidated the administration in the center of the municipality, but have not produced the same level of empowerment for the administrative units. The latter often function more as mediation points between citizens and the central municipality, than as structures with competencies, staff and real tools for solving local problems.

The interviews revealed that small and predominantly rural municipalities face particular challenges that limit their capacity to provide quality services and effectively exercise their legal functions. Representatives of these municipalities emphasize that territorial disparities and limited administrative capacities continue to be a significant obstacle to local development.

One of the most common concerns is related to the lack of qualified specialists, especially in fields such as architecture, engineering, urban planning, law, information technology, topography, finance and economics. According to interviewees, relatively low salaries in local administration, compared to the private sector or central institutions, make it difficult to attract and retain qualified professionals.

Another important problem is the movement of population and emigration, which has reduced not only the number of residents, but also the base of potential specialists who can be employed in local administration. In many cases, small municipalities are forced to function with limited staff and with employees covering several functions simultaneously.

In a few cases, local political changes have also affected the institutional stability of local administration, bringing fluctuations in administrative continuity and the preservation of expertise.

The interviews show that one of the most important challenges of local government remains the low level of digitalization of administrative processes and public services in municipalities. While the central administration has made significant progress through electronic platforms and online service provision, at the local level digitalization remains fragmented and uneven from one municipality to another. Many administrative processes continue to be carried out manually, with physical documentation and procedures that require the physical presence of citizens. Also, some municipalities have limited systems for electronic document management, archiving, monitoring of processes and communication with citizens.

Accelerating the digital transformation of municipalities is considered a necessity for increasing administrative efficiency, improving transparency, reducing administrative costs and providing faster and better quality services to citizens. The digitalization of local government should be considered one of the main priorities of the next phase of reforming and modernizing public administration in Albania.

***Findings:***

- Some municipalities, especially those with large rural territories or limited economic base, continue to face a shortage of specialists and difficulties in retaining professional staff. The biggest problems and difficulties in small municipalities are related to frequent staff movements due to migration or even due to financial constraints (salary according to the number of inhabitants) which are an obstacle to hiring experts in some fields.
- There is a lack of professional capacity for designing and managing complex projects.
- Large distances between the municipal center and administrative units, which increase costs and make it difficult to provide services. Insufficient or depreciated road infrastructure in certain rural areas is also an impact.
- Higher costs for providing services due to the distribution of the population over large territories.
- Difficulty in absorbing funds and implementing projects due to lack of technical expertise.
- Greater dependence on central government funding for small and rural municipalities.
- The lack of capacity building, continuous training, and limited specialization opportunities continues to remain a challenge for many municipalities.
- There is an administrative overload in the provision of services, which in some cases are beyond the realistic possibilities of some municipalities to provide them throughout the territory and with the same standards.
- Digitalization at the local level has not followed the same pace of development as in the central administration.

- Unified electronic systems for managing administrative processes and local services are lacking. Many municipalities continue to rely on traditional procedures and paper documentation.
- There is a need to increase the technical and professional capacities of local administration in the use of technology.
- The lack of investments and common national platforms creates large differences between municipalities.

### **RECOMMENDATIONS**

- ✓ Strengthen training and capacity building programs for local administration.
- ✓ Review salary policies for specialists in small and rural municipalities. Create special financial and professional schemes to encourage the employment of experts in these municipalities.
- ✓ Enable inter-municipal cooperation models for the exchange of specialists and joint professional expertise.
- ✓ Create differentiated financing mechanisms that take into account the territorial and demographic specificities of small municipalities.
- ✓ Develop joint technical platforms and centralized support services for municipalities with limited capacities.
- ✓ Draft a national program for the complete digitalization of local government services and processes.
- ✓ Create unified electronic platforms for managing documents, citizen requests, public consultations, and municipal council processes.
- ✓ Enable the integration of local systems with national public administration platforms.
- ✓ Organize ongoing training programs for local administration in the field of digital transformation.
- ✓ Increase financial support for investments in road and digital infrastructure in rural areas.

## **Question set 3: Relations with central government**

### **3.1. Findings from the questionnaire**

This dimension shows that formal mechanisms of oversight, consultation and cooperation do exist, but the center-local relationship suffers from a lack of sufficient resources for delegated or shared functions and from an uneven perception of respect for the competencies of each party.

The role of the Prefecture in controlling the acts of the municipal council is very evident: 91% of the relevant respondents say that the Prefecture controls the acts of the municipal council. For acts of a normative nature of the mayor, 61% confirm control by the Prefecture, while 23% answer “I don’t know/N/A”. This shows that formal control exists, but the perception of its scope is not equally clear for all types of acts. Regarding **cooperation with the central government**, 62% of the respondents think that it is applied respecting the competences of each party, while 26% say “partially”. So, the center-local relationship is not perceived as completely problematic, but neither as completely consolidated.

One of the most critical findings relates to **delegated functions**. Only 33% believe that delegated functions are accompanied by sufficient human and financial resources, while 41% answer “partially” and 19% “No”. This is among the biggest weaknesses of the entire questionnaire and is also consistent with the qualitative comments of the respondents, where insufficient funding and lack of staff are mentioned as the main obstacles to municipal performance.

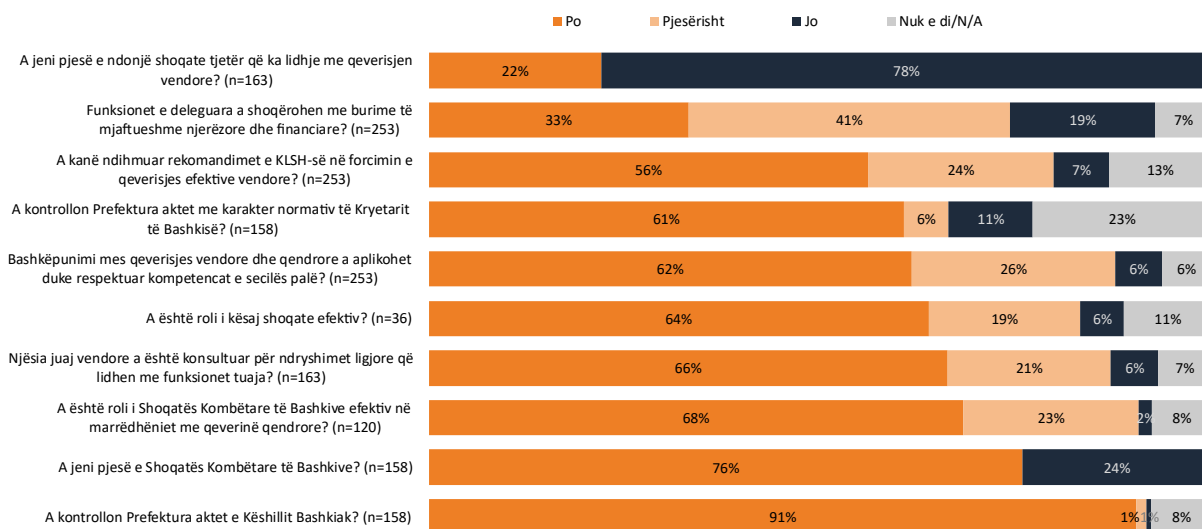
**In terms of representation**, 76% of the relevant respondents report that they are part of the National Association of Municipalities, while 68% of those who are part of it regard the role of the association as effective in relations with the central government. Participation in other associations related to local government is lower, with only 22%. Consultation on legal changes related to local functions is assessed positively by 66% of the relevant respondents, while 21% respond “partially”. This suggests that consultation occurs, but not necessarily in an in-depth or sustainable manner for all stakeholders.

**Differences by function are strong**. 81% of mayors/deputy mayors and 82% of municipal directors believe that center-local cooperation respects the competencies of each party, while only 31% of CSOs share this opinion. For delegated functions with sufficient resources, assessments are low even within institutional actors, making this a common and clear problem.

**Synthetic findings:** Relations with central government function at a procedural and supervisory level, but delegation of functions without sufficient resources remains a major concern. CSOs perceive more centralization and less real respect for local competencies.

The following table provides the survey results regarding this section:

## Dimensioni – Marrëdhëniet me qeverisjen qendrore



IDRA Research & Consulting | Reforma Administrative -Territoriale

### 3.2. Findings from the interviews

#### Relations with the Prefect

The relationship between municipalities and the prefect's institution constitutes one of the most important aspects of the functioning of the local self-government system in Albania. The prefect's role in controlling legality aims to guarantee respect for the Constitution and legislation by local self-government bodies, while simultaneously preserving local autonomy guaranteed by law.

However, in practice, ambiguities have often been identified regarding the boundaries between legality control and administrative interference in the autonomy of municipalities.

In some cases, municipalities have identified problems related to different interpretations of legal provisions, the lack of unified standards for all, the return of acts for reconsideration with dubious arguments and unconvincing interpretations, procedural delays and exceeding deadlines for expressing opinions, institutional communication in some cases considered as unproductive and uncooperative.

#### Relations with Ministries and deconcentrated offices

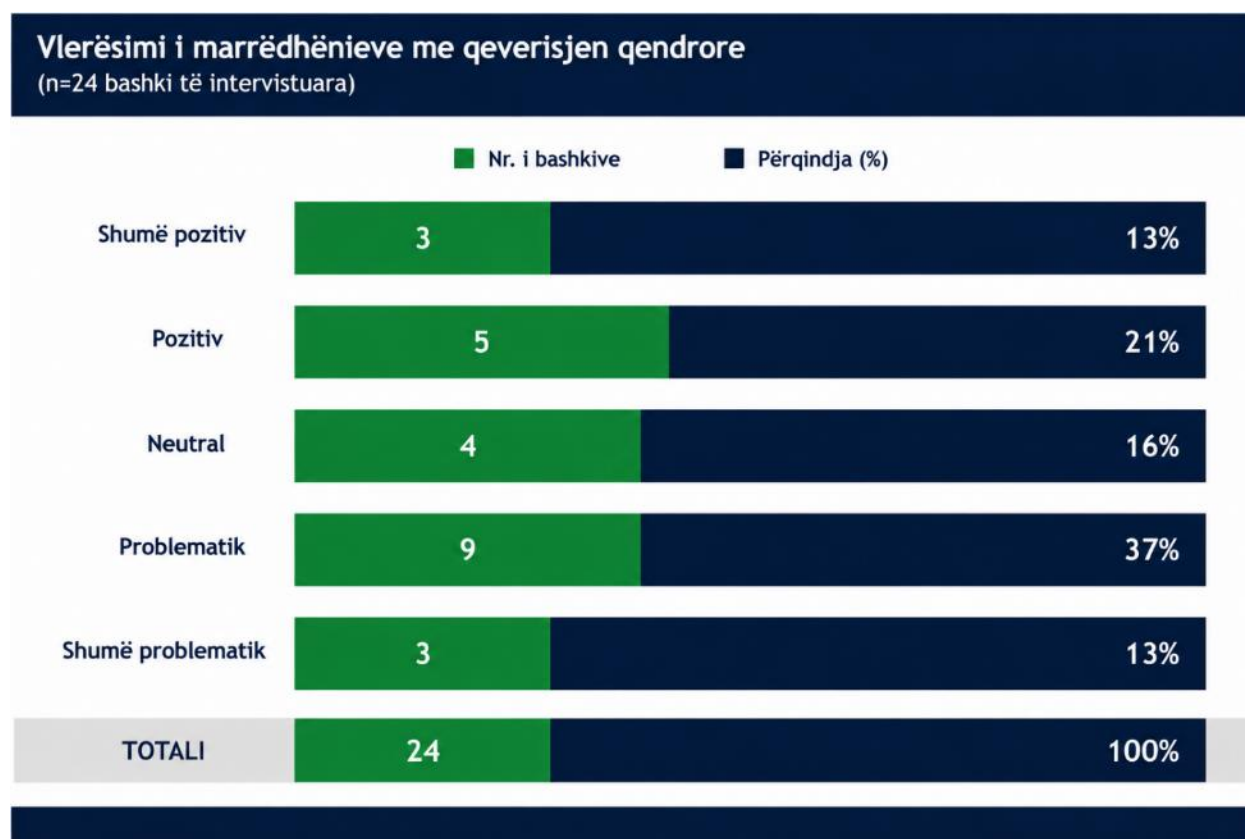
The main finding emerging from the interviews is that, despite the progress made in decentralization reform, relations between municipalities and central institutions continue to be characterized by elements of centralization, overlapping competencies, and incomplete institutional coordination. Interviewees state that the decentralization process is perceived as

unfinished. While municipalities bear significant responsibilities for local development and service delivery, they often lack the necessary autonomy to make quick and effective decisions.

In many cases, municipalities are responsible for citizen expectations, but do not have the necessary powers, funds or instruments to intervene. This creates a gap between public responsibility and real legal competence.

Some of the interviewees emphasize that decentralized structures often operate in parallel with municipalities, without coordination mechanisms, creating uncertainty for citizens and businesses about the institution responsible for solving problems.

The following is data regarding the opinion of the interviewees:



Improving these relations requires clarification of competencies, increased local autonomy, and the building of effective mechanisms for inter-institutional cooperation.

**Finding:**

- The existence of duplicate inspectorates for the same areas of activity often leads to confusion and inter-institutional conflicts, but also parallel inspections for citizens who need to answer to 2-3 inspectorates or structures responsible for the same area.
- Overlapping of competencies between municipalities and deconcentrated institutions, especially in the areas of territorial planning, education, agriculture, environment, cultural monuments, tourism, natural resource management and public services.
- Duplication of administrative procedures, where municipalities are forced to seek multiple approvals or confirmations from central institutions even for issues related to their local competencies.
- Lack of regular exchange of information between institutions, creating delays in decision-making and project implementation. Information exchange continues to be a concern for local self-government bodies, as long as the data database continues to be a monopoly of central structures.
- Centralization of decision-making, where many processes that directly affect the local community continue to be controlled by central ministries or agencies. Many sectoral policies continue to be tightly controlled by central government and the trend is for further strengthening
- Lack of inter-institutional coordination, especially in the implementation of shared functions with decentralized institutions, in cases of public investments, civil emergencies, territorial management, sectoral programs, etc.
- Partial transfer of functions, where municipalities are given additional responsibilities without the corresponding financial, human or technical resources.

## ***RECOMMENDATIONS***

- ✓ Conduct a complete review of competencies between local government and central institutions to eliminate overlaps and duplications.
- ✓ Create mandatory coordination and information exchange mechanisms between municipalities, ministries and decentralized structures.
- ✓ To expand/deepen the process of functional decentralization, transferring more decision-making powers to municipalities in areas directly related to local development.
- ✓ Ensure that each new transferred function is accompanied by sufficient financial and human resources.
- ✓ Develop common electronic platforms for data exchange and institutional coordination.

- ✓ Institutionalize periodic coordination meetings between municipalities, prefectures, ministries and decentralized agencies.
- ✓ Strengthen the principle of subsidiarity, by delegating to municipalities those functions that can be managed more effectively at the local level.

## Question set 4: Inter-local cooperation

### 4.1. Findings from the questionnaire

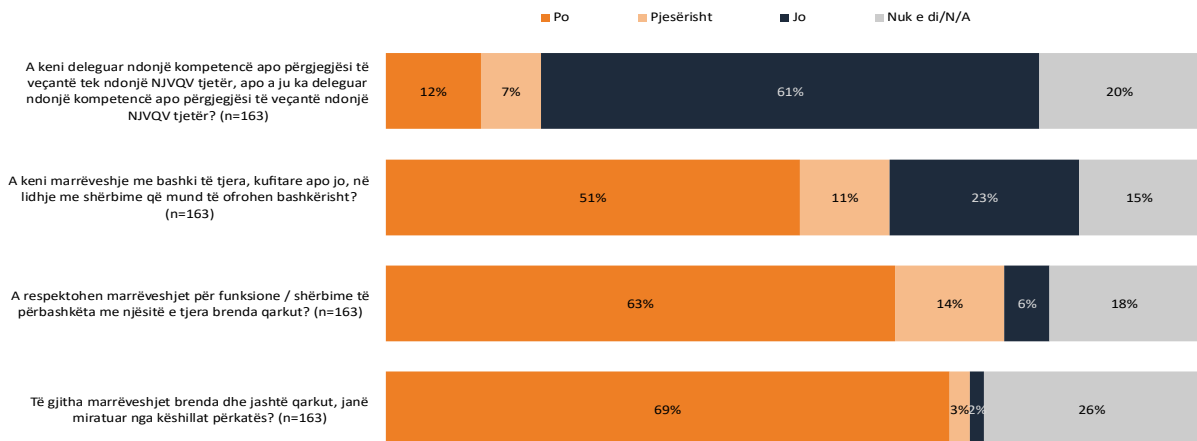
This dimension shows that inter-municipal cooperation exists, but is still limited in depth, especially when it comes to delegation of competences or shared provision of services. Around 69% of the relevant respondents claim that all agreements within and outside the region are approved by the relevant councils. Also, 63% say that agreements on shared functions or services with other units within the region (qark) are respected. These indicators suggest that, where agreements exist, they have a formal basis and are generally respected. However, only 51% of the respondents report that they have agreements with other municipalities, bordering or not, on services that can be provided jointly. A significant proportion, 23%, answer “No”, while 15% “I don’t know/N/A”. This shows that practical inter-municipal cooperation on shared provision of services is not yet widespread.

**The biggest weakness is the delegation of competencies or responsibilities** between local self-government units. Only 12% of the respondents report that they have delegated any specific competency or responsibility to another LSGU, or that they have been delegated a competency by another LSGU. Meanwhile, 61% answer “No”. This shows that inter-local cooperation remains mainly at the level of agreements, but not at the level of functional integration or real division of competencies.

**By function, mayors/deputy mayors most often report** agreements with other municipalities for shared services, at 62%, while municipal directors report 42% and administrators of administrative units 54%. Delegation of powers remains low in all groups.

**Synthetic findings:** Inter-municipal cooperation has a formal basis and is respected in some cases, but remains limited in practice. Delegation of competences and joint provision of services are still poorly developed. The following table provides the main findings from the questionnaire results.

## Dimensionimi – Bashkëpunimi ndërvendor



IDRA Research & Consulting | Reforma Administrative - Territoriale

### 4.2. Findings from the interviews

One of the most important instruments provided for by Law No. 139/2015 “On Local Self-Government” is inter-municipal cooperation. The Administrative-Territorial Reform of 2015 aimed not only to create larger and more sustainable local units, but also to promote cooperation mechanisms between municipalities for the provision of public services, the management of resources and the realization of joint investments. The concept of inter-municipal cooperation is based on the principle that not all municipalities have the same administrative, financial or technical capacities to fulfill their functions. For this reason, the law creates the opportunity for municipalities to cooperate, delegate competencies or organize joint services in the interest of the communities they represent.

However, the results of the interviews show that this potential has not been fully exploited and that inter-local cooperation remains one of the least developed aspects of local decentralization.

Based on the results of the 24 in-depth interviews, it is clear that inter-municipal cooperation is one of the least developed aspects of the implementation of Law No. 139/2015. The interviewees themselves report that, although there are cooperation agreements approved by municipal councils (69%) and a significant part of the agreements are respected in practice (63%), only 51% state that municipalities have concrete agreements for the provision of joint services, while only 12% report delegation of competences or responsibilities between local self-government units. This indicates that the potential of inter-municipal cooperation remains largely untapped.

### **Legal framework for inter-municipal cooperation**











Law No. 139/2015 provides for the right of local self-government units to cooperate with each other in the exercise of their functions and powers. Cooperation can be achieved through agreements between municipalities, the creation of joint administrative structures, joint administration of public services, delegation of powers and responsibilities, and joint economic and territorial development projects.

In theory, this framework creates broad opportunities for rationalizing costs and increasing the quality of services. In practice, however, the use of these mechanisms is limited. Interviews show that inter-municipal cooperation is most present in waste management, civil protection and emergencies, donor-funded projects, regional tourism promotion or in infrastructure projects of common interest.

In these cases, cooperation is often conditioned by external funding or the requirements of donor programs.

One of the most significant findings is the very low level of delegation of competences. Only 12% of respondents report such cases, which indicates that municipalities are reluctant to transfer responsibilities to each other even when another municipality has better capacities to carry out a certain function. In practice, most municipalities prefer to maintain institutional control over their functions, even when this entails higher costs or lower efficiency.

Data from interviews:

<b>BASHKËPUNIMI NDËRVENDOR</b>		
<b>Bashkëpunimi Ndërvendor</b>	<b>Nr.</b>	<b>Përqindja</b>
 <b>Ka marrëveshje bashkëpunimi të miratuara nga këshillat bashkiakë</b>	<b>17</b>	 <b>69%</b>
 <b>Disa marrëveshje respektohen në praktikë</b>	<b>15</b>	 <b>63%</b>
 <b>Ka marrëveshje për ofrimin e shërbimeve të përbashkëta</b>	<b>12</b>	 <b>51%</b>
 <b>Ka delegim kompetencash dhe përgjegjësish ndërmjet bashkive</b>	<b>3</b>	 <b>12%</b>
 <b>Marrëveshjet janë kryesisht të diktuar nga projekte</b>	<b>12</b>	 <b>51%</b>

**Finding:**

- Many local leaders perceive cooperation as a loss of institutional autonomy. Instead of being seen as an instrument of efficiency, cooperation is often considered as a dependency on another municipality.
- The law allows for cooperation, but does not create sufficient financial incentive mechanisms. Municipalities do not benefit from additional funds or clear advantages from the establishment of joint structures.
- Some of the interviewees highlight the lack of practical guidelines on how to organize joint structures, share costs and responsibilities, and monitoring procedures.
- Municipalities have very different levels of capacity. Larger municipalities often do not see benefits from cooperating with smaller municipalities, while the latter feel they are in unequal negotiating positions.
- Political changes and relationships between local leaders directly affect the level of cooperation. In many cases, cooperation depends more on personal and political relationships than on the objective needs of communities.
- Problems arise particularly in rural and peripheral areas, where the lack of administrative capacity is more pronounced to provide quality services related to urban planning, forest and pasture management, local transport, maintenance of rural road infrastructure, civil protection, etc.

The analysis of the interviews shows that inter-municipal cooperation constitutes one of the most untapped potentials of the decentralization reform. Although the legal framework provides sufficient instruments, their use remains limited. Municipalities continue to function mainly individually, while delegation of competences and joint provision of services remain exceptions.

## **RECOMMENDATIONS**

- ✓ Draft a national strategy for inter-municipal cooperation.
- ✓ Create incentive funds for joint projects between municipalities.
- ✓ Draft standard guidelines for delegation of powers.
- ✓ Promote shared services for small and rural municipalities.
- ✓ Create regional technical expertise structures.
- ✓ Include inter-municipal cooperation as a criterion in the distribution of competitive funds.
- ✓ Establish monitoring and reporting mechanisms for inter-municipal agreements.
- ✓ Promote and disseminate best practices at the national level.

## **Question set 5: Transparency, consultation and citizen participation**

### 5.1. Findings from the questionnaire

This dimension has relatively positive assessments in formal transparency indicators, but shows weaknesses in more advanced mechanisms of consultation and citizen participation.

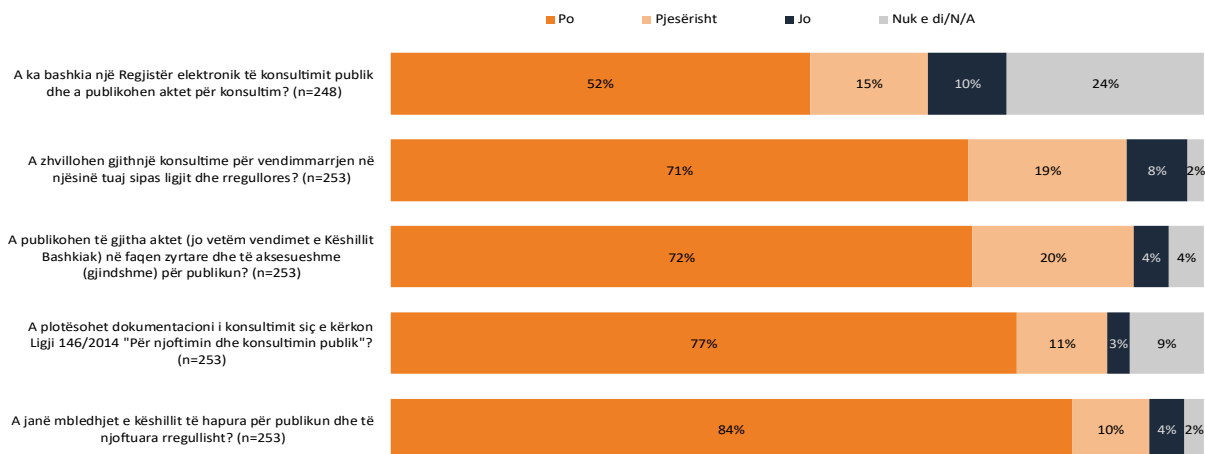
The most positive indicator is the opening of council meetings to the public: 84% of respondents say that meetings are open and regularly announced. Also, 77% feel that consultation documentation is completed in accordance with Law 146/2014 “On Public Notification and Consultation”. The publication of acts on the official website is positively assessed by 72%, while the development of consultations for decision-making according to the law and regulations by 71%.

However, the electronic register of public consultation turns out to be the weakest link in this dimension. Only 52% say that the municipality has an electronic register of public consultation and publishes acts for consultation, while 24% answer “I don’t know/N/A”. This high level of uncertainty indicates that digital consultation mechanisms are not yet known, accessible or institutionalized in a sustainable manner.

Differences by function are very large. Institutional representatives report very high levels of transparency and consultation. For example, 100% of mayors/deputy mayors say that meetings are open and regularly announced, and that consultation documentation is completed according to the law. In contrast, only 60% of CSOs think that meetings are open and regularly announced, 48% that consultation documentation is completed, 47% that acts are published, and 38% that consultations are conducted according to the law and regulations. This gap shows that transparency may be present at a formal level, but is not always perceived as effective, accessible, or inclusive by citizens and civil society.

**Synthetic findings:** Municipalities report relatively high levels of formal transparency, but CSOs hold that real participation and effective consultation remain limited. The electronic register of public consultation is a clear point for improvement. Data regarding the opinion of survey participants are provided in the table below.

## Dimenzioni – Transparenca, konsultimi dhe pjesëmarrja qytetare







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## 5.2. Findings from the interviews

### Transparency

Based on qualitative interviews conducted with municipal leaders and representatives (mayors, deputy mayors, general secretaries, directors and other local officials), regarding the transparency of municipal activities, a common perception is found that the legal framework and formal transparency mechanisms exist and are implemented to a considerable extent, but their effectiveness in truly informing citizens remains limited.

Information regarding the responses of the interviewees is provided in the following table:

ZBATIMI I TRANSPARENÇES DHE PJESËMARRJES			
Elementi	Po Nr. (%)	Jo Nr. (%)	Pjesërisht Nr. (%)
 Publikohen projektvendimet, vendimet, procesverbalet e mbledhjeve dhe dokumentacioni i këshillit dhe ekzekutivit	19 (79%)	0 (0%)	5 (21%)
 Realizohen konsultime publike	17 (71%)	1 (4%)	6 (25%)
 Platforma online konsultimi	11 (46%)	8 (33%)	5 (21%)
 Transmetim online i mbledhjeve	13 (54%)	5 (21%)	6 (25%)

## Findings:

➤ ***Formal transparency is more developed than real transparency.***

Most interviewees report that municipalities publish documents required by law, such as municipal council decisions, budgets, transparency programs, public consultation notices, and activity reports. However, a significant portion of them acknowledge that publishing information does not necessarily guarantee that citizens are truly informed or engaged. In many cases, transparency is perceived as fulfilling a legal obligation rather than as an active process of communication with the community.

➤ ***Citizens are not informed equally.***

Interviewees indicate that information reaches active citizens, civil society organizations and interest groups more easily, while the majority of the population, especially in rural areas, has limited access to or low interest in published information. Official municipal websites and social networks are considered the main means of communication, but not all citizens use or follow these channels.

➤ ***Transparency is more oriented towards the publication of information than towards accountability.***

Many municipalities publish information, but the mechanisms that enable citizens to seek explanations, provide opinions and influence decision-making are still considered weak. Transparency often remains a one-way information process rather than a dialogue process.

➤ ***The use of technology has improved citizens' access to information.***

Interviewees positively assess the use of official websites, social networks, and online broadcasts of activities or meetings, but acknowledge that there are still shortcomings in the continuous updating of information and in the standardization of practices between municipalities.

## ***Main conclusion***

The findings show that in most municipalities transparency exists mainly in the procedural and formal aspects, while substantial transparency, which implies effective information, understanding of information, active citizen participation and real influence in decision-making, still remains insufficient.

In other words, documents are published and procedures are followed, but this does not always translate into a more informed, more engaged, and more influential citizenry in local government.

## ***RECOMMENDATIONS***

#### *For the municipal executive*

- ✓ Move from formal transparency to active and proactive transparency.
- ✓ Use simpler and more understandable forms of communication for citizens.
- ✓ Expand communication beyond official websites, especially in rural areas.
- ✓ Publish not only the decisions, but also their reasoning and impact.
- ✓ Strengthen mechanisms for feedback and consultation with citizens.

#### *For municipal councils*

- ✓ Increase the publication of activities, all materials, documentation of meetings of all structures, chairpersons, committees, municipal council sessions.
- ✓ Organize more public meetings and hearings with the community, and represent its interests in decision-making.
- ✓ Develop regular accountability mechanisms to citizens.

#### *For the central level*

- ✓ Develop unified national standards for local transparency.
- ✓ Monitor not only the publication of information, but also its impact on citizens.
- ✓ Support municipalities with programs to increase civic participation and civic education.

#### *For citizens and civil society*

- ✓ Raise awareness about the right to information and participation.
- ✓ Strengthen the monitoring role of civil society organizations.
- ✓ Promote the use of legal mechanisms for seeking information and participating in public consultations.

### ***Public consultation and citizen participation***

Public consultation and citizen participation constitute fundamental elements of democratic local governance and are among the main pillars provided for in Law No. 139/2015.

The purpose of these mechanisms is to guarantee the inclusion of citizens in local decision-making processes, increase institutional transparency and strengthen public trust in local institutions.

**Finding:**

- One of the main problems that remains is procedural formalism. Many consultations are only carried out formally. Citizens are often not notified in a timely manner, do not receive complete documentation, or do not have easy access to information. Citizen participation remains limited, especially in rural areas. There are significant differences between municipalities regarding the publication of acts, financial transparency, access to meetings, and use of technology.
- Public consultations are taking place, but participation remains low. A recurring finding is that public consultations are organized in accordance with legal requirements, but citizen participation is often limited. Many interviewees link this to a lack of participatory culture, distrust of institutions or a lack of interest of citizens in decision-making processes. However, in practice it is found that the level of implementation of these mechanisms remains different between municipalities. In some cases, positive practices of public consultation and digital transparency have been established, while in other cases consultation remains mainly formal and with limited impact on decision-making.
- Another concern is related to the lack of unified standards for organizing public consultations, the manner of informing citizens, and reflecting comments received during the consultation process.
- The interviews show that public consultation is conducted in different ways by different municipalities. In some cases it is considered a regular part of the decision-making process, while in other cases it is perceived as a formality.
- A recurring problem is the lack of clarity about who should conduct the public consultation: the mayor, the administration, and/or the municipal council.
- Some interviewees point out that public consultation divided between the mayor and the municipal council can create delays and uncertainties, especially for draft decisions with financial, budgetary or strategic impact.
- Also, the short deadlines for approving some documents make real consultation difficult. The main interpretation is that the law provides for citizen participation as a principle, but practice requires clearer procedures, more realistic deadlines, and mechanisms that guarantee citizens' real influence in decision-making.

**Recommendations:**

- ✓ Clearly define the public consultation procedure for the acts of the mayor and the municipal council;
- ✓ Provide for joint consultation between the mayor and municipal council on acts with significant financial or strategic impact;
- ✓ Create online platforms for citizen comments on draft acts;

- ✓ Publish consultation reports and the rationale for accepting or rejecting comments;
- ✓ Extend the deadlines for consultation in the case of strategic, budgetary documents and medium-term plans.

## **Question set 6: Local and community structures**

### **6.1. Findings from the questionnaire**

This dimension reveals some of the greatest weaknesses in the functioning of community democracy and representative structures at the neighborhood and village level.

The most positive finding relates to the creation of neighborhoods and the appointment of neighborhood administrators: 74% of respondents believe that this better serves the interests of the community and improves services to it. So, as an idea or administrative mechanism, this measure is widely supported.

However, the actual functioning of community structures appears weaker. Only 50% of respondents say that community structures in the village are elected with the participation of 50%+1 of the residents, while 21% answer “I don’t know/N/A”. This suggests problems with the implementation, recognition or transparency of the process of electing community structures.

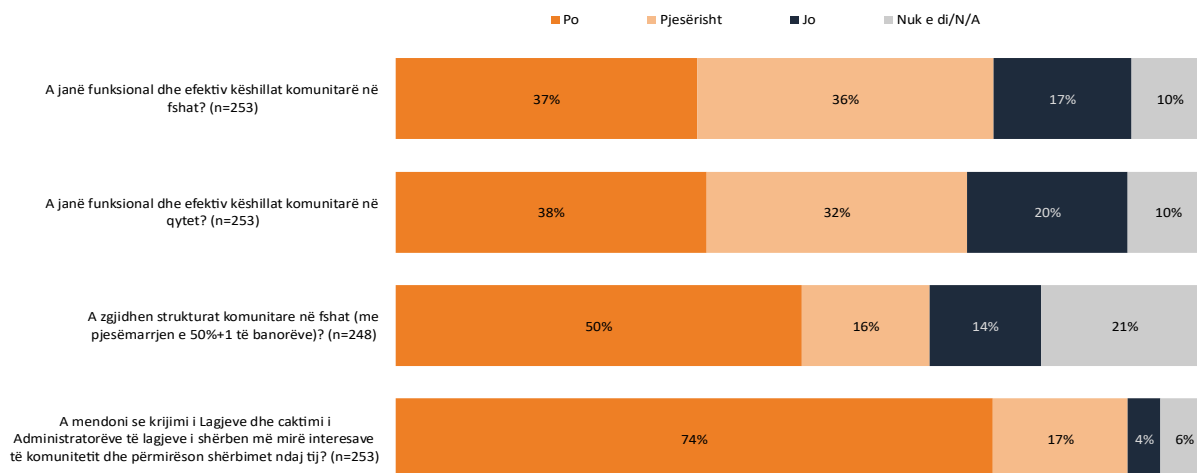
Even more problematic is the functioning of community councils. Only 38% feel that community councils in cities are functional and effective, while 37% say the same about community councils in villages. For village councils, 36% answer “partially” and 17% “No”, which indicates that these structures exist more as a legal or formal provision than as sustainable mechanisms of representation and mediation with the community.

Differences by function are strong. Administrators of administrative units give the most positive assessments of community councils, especially in the countryside, where 67% consider them functional and effective. On the other hand, only 12% of CSOs think that community councils in the countryside are functional and effective, and only 20% think the same about community councils in the city. This is one of the deepest gaps in the entire survey.

**Synthetic findings:** Community structures are the greatest weakness of local participation. There is support for neighborhood administrators, but community councils in cities and villages are perceived as not very functional, especially by CSOs.

The results of the survey regarding this issue are given in the following table:

## Dimensioni – Strukturat vendore dhe komunitare




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### 6.2. Findings from interviews

One of the most innovative elements of Law No. 139/2015 was the provision of community structures as mechanisms for strengthening local democracy and citizen participation in decision-making. The law created the possibility of organizing neighborhoods in the city, electing mayors and village councils, establishing community councils, and using community liaisons as communication bridges between citizens and the municipality.

The findings show that community structures constitute one of the weakest links in the local self-government system. Although the law has created the necessary instruments for citizen participation, the lack of real competences, financial resources, institutional support and demographic changes have significantly limited their effectiveness.

Specifically, the results of the interviews show that this potential has only been partially exploited. While 74% of the interviewees estimate that the creation of neighborhoods and the appointment of administrators help improve communication with the community and identify local problems, only 38% consider community councils in the city and 37% community structures in the village to be functional. This shows that most participation mechanisms function more at a formal level than as real instruments of citizen representation.

FUNKSIONIMI I STRUKTURAVE KOMUNITARE		
Strukturat Komunitare	Nr.	Përqindja
Krijimi i lagjeve dhe administratorëve përmirëson komunikimin me komunitetin	18	 74%
Këshillat komunitarë janë funksionalë në qytet	9	 38%
Strukturat komunitare janë funksionale në fshat	9	 37%
<b>TOTALI I TË INTERVISTUARVE</b>	<b>24</b>	<b>100%</b>

### Findings:

- In urban areas, neighborhoods and their administrators have established a useful link between citizens and the municipality, but their powers remain limited. Administrators do not have the financial resources, support staff, or decision-making powers that would enable them to address community issues beyond an information and coordination role. Similarly, community councils and community liaisons have been established in few cases and, even where they exist, have limited influence on decision-making processes.
- The problem is even more pronounced in rural areas. Many municipalities report difficulties in organizing elections for mayors and village heads due to emigration, population movement and lack of citizen participation. In many cases, the quorum required by law is not reached, community structures are not created, are created by the mayor or function with limited legitimacy. This situation is particularly problematic in villages with reduced populations, where the number of resident inhabitants is significantly lower than the number of registered inhabitants.
- The interviews also highlight that community structures do not have clear competencies, financial resources or institutional mechanisms that would allow them to truly influence local decision-making. As a result, their participation is largely limited to presenting demands and concerns, without any real opportunity to monitor public services, propose investment priorities or influence the local policy-making process.

### RECOMMENDATIONS

Improving the legal framework and strengthening the role of these structures remains an important condition for deepening local democracy and increasing citizen involvement in local governance.

- ✓ Review the procedures for electing village heads and councils, adapting them to the current demographic reality and making quorum requirements more flexible.
- ✓ Administrators of neighborhoods and administrative units should be given clearer competencies and a more active role in monitoring public services and in public consultation processes.
- ✓ Community councils should be given a stronger institutional role, guaranteeing them the right to submit formal recommendations and to request the municipal council to consider issues of community interest.
- ✓ Another element that requires attention is the creation of community funds or participatory budgeting mechanisms, through which neighborhoods and villages can propose and decide on small local investments. This would increase citizens' interest in participation and strengthen the connection between the community and local institutions.

***The following are the main findings by each set of questions, summarizing the main predominant finding of the interviews, the level of perception of the compatibility of the law's provisions with its implementation (number of interviewees expressing implementation of the request), the level of the problem (number of interviewees expressing this concern), as well as the recommendation(s) that prevail over the proposals for solutions to the expressed problems.***

*Summary table of the assessment of Law 139/2015 for each set of questions*

Assessment Area	Articles of the law	Key Findings from the Responses	Compliance of the law requirement with implementation	The problems expressed	Level of expression of the problem	RECOMMENDATIONS
Institutional organization	8-9	Functional structure, but differences between municipalities	High	Overlapping competencies, weak NJUs	Medium-High	Strengthening the Administrative Unit, clarifying competencies
Legal compliance	13, 43, 54, 64	Legal control works	High	Ambiguity of interpretation	Average	National Implementation Manual for the Law
Shared/delegated functions	30	The main difficulty of law enforcement	Low	Duplication, ambiguity, lack of funds	Very high	Law improvement, decentralization, guaranteed financing
Administrative capacities	64-67	Lack of specialists in	Average	Population movement,	Very high	Salary increase, capacity building

		small municipalities		uncompetitive salaries		
Administrative units and neighborhoods	6,65,66,67	Limited role	Partial	No competences, no budget, no means, lack of staff	Very high	Addition / Delegation of powers, budget and staff
Transparency and participation	15-20	Regular public consultations	High	Formal consultation, low community participation	Average	New engagement mechanisms, standards, registers and reports
Intergovernmental relations	10-14	Generally correct cooperation, but also problems	Average	Duplication of offices and competencies. Overlap, confusion	High	Coordination and clarification of roles, full decentralization
Overall rating	The whole law	The law is generally implemented, but with specific shortcomings in some areas	Average	Limited competencies, duplication of institutions, limited financial autonomy	Very high	Full decentralization/Second decentralization reform, clarification of competencies and roles

*Summary table of findings for each question regarding the implementation of Law 139/2015*

The answers to each question were also analyzed, highlighting for each case the main findings, compliance with the law, the level of concern expressed by the interviewees, and the recommendation for each issue. The results of the analysis are given in the following table:

<b>Assessment Area</b>	<b>Articles of the Law</b>	<b>Key Findings from the Interviews</b>	<b>Compliance with the Law</b>	<b>Main Issues</b>	<b>Level of Problem</b>	<b>Main Recommendations</b>
<b>1. Institutional Organization</b>	8.9, 64.67	Organizational structures are considered functional in most municipalities. Larger municipalities report higher administrative capacities.	High	Capacity differences between municipalities; overlapping of competencies with the central level; limited functionality of administrative units.	Medium – High	Review of common competencies; institutional standardization; strengthening of the Administrative Unit.
<b>Mayor–Municipal Council–Administration Relation</b>	54, 64	The division of roles is generally considered clear.	High	Practical prevalence of the executive in some cases.	Average	Strengthening the supervisory role of the Municipal Council.
<b>Overlapping of Competencies</b>	21	It is evident in forests, education, agriculture, environment, public	Partial	Duplicated competencies between local and central government, with a tendency for dominance	Very high	Clarification of competencies through legal changes and full decentralization.

		transport and property administration.		by the central government.		
<b>2. Legal Compliance and Law Enforcement</b>	13.43, 54.64	Legality control operates through legal directorates and the Prefect.	High	Ambiguity in the interpretation of provisions.	Average	National manual for the implementation of Law 139/2015.
<b>Decentralized and Delegated Functions</b>	21-29, 30	These are the most problematic areas of law according to the majority of interviewees.	Low	Incomplete decentralization and delegation of functions without funding and without human resources.	Very high	Continued decentralization, guaranteed funding for each delegated function.
<b>Interpretation of the Law</b>	The whole law	Different municipalities report different interpretations.	Average	Lack of national standardization.	High	Interpretation guide/commentary.
<b>Legal Gaps</b>	The whole law	Conflicts with sectoral legislation, overlaps, ambiguities.	Partial	Education, cadaster, forests, environment, waste, agriculture, inspectorates	High	Harmonization of sectoral legislation with the organic law
<b>3. Administrative Capacities</b>	64-67	Large municipalities have better capacities	Average	Lack of specialists in certain fields.	Very high	National policy for local specialists / asymmetric

		than small municipalities.				stimulation and decentralization
<b>Lack of Professional Staff</b>	64-67	There is a shortage of engineers, urban planners, lawyers, IT specialists, surveyors, and psychologists.	Partial	Population movement, uncompetitive salaries.	Very high	Salary increases and incentive schemes.
<b>Performance Monitoring</b>	13	Systems exist but are often formal.	Average	Lack of real performance indicators.	Average	Set of real national performance indicators for local administration.
<b>4. Administrative Units</b>	6, 65	They function as links of proximity to the citizen, but not as real decision-making centers that provide services.	Partial	Limited competence and capacity, ineffective structure.	Very high	Review / redesign – strengthening by law the role of the Administrative Unit.
<b>The Role of Administrators</b>	65	Administrators have a coordinating role, not a decision-making one.	Low	Lack of operational autonomy.	Very high	Delegation of real powers.

<b>Resources and Budget of the Administrative Unit</b>	65	The AUs do not have a dedicated budget and sufficient staff.	Low	Only a declarative role and dependence on the central municipality.	Very high	Minimum budget guaranteed for the AUs, dedicated staff according to the AU's specifications.
<b>Geographic Distance</b>		It especially affects rural and large municipalities.	Partial	Difficulty in providing services, costs and difficulties in the services provided by the center	High	Digitalization, decentralization of services, investments in infrastructure.
<b>5. Transparency and Civic Participation</b>	15–20,	Public consultations are held regularly in most municipalities.	High	Limited citizen participation, lack of standards, formal consultations.	Average	New mechanisms of civic engagement, use of platforms, standards and electronic registries
<b>Impact of Consultations</b>	15–20	In large municipalities, consultations influence investments and budgeting.	Average	Lack of documentation of real impact.	Average	Annual reporting on the results of consultations.
<b>Institutional Transparency</b>	15	Official websites and social networks are widely used.	High	Transparency often formal due to legal obligation.	Average	A national transparency standard is needed for the local level.

<b>Civic Participation</b>	16	Low interest and distrust in institutions.	Partial	Weak culture of participation.	High	Civic education and participatory budgeting.
<b>6. Intergovernmental Relations</b>	10–14	Relations with central institutions are generally considered correct.	Average	Incomplete coordination in the case of duplicated (decentralized) offices.	Average	Permanent coordination mechanisms with each decentralized office and line ministry.
<b>Overlap with Central Institutions</b>	10–14	Problems in agriculture, forestry, education, environment, irrigation and inspectorates.	Low	Duplication of structures and competencies.	Very high	Complete transfer or clarification of competencies.
<b>Consultation on Legislation</b>	12	Municipalities are consulted in part through associations of local elected officials and the Consultative Council.	Average	Lack of time available and lack of feedback on recommendations.	Average	Mandatory institutional consultation, clarification of deadlines and reports for each consultation.
<b>Central Level Influence</b>	10–14	It is not considered excessive, but it does limit autonomy in some areas.	Average	Acquisition of powers, financial and administrative dependence.	High	Increased local autonomy.

<b>7. General Assessment of Law 139/2015</b>	The whole law	The law is considered a good basis for local government.	High	Specific issues in the practical implementation of some articles.	Very high	Partial review of the law after 10 years of implementation.
<b>Main Law-Practice Gaps</b>	Various	Ambiguity and overlapping of competencies, limited financial autonomy, unfunded functions, weak administrative units.	Partial	Uneven implementation of the law in each municipality, difficulties in common areas, the structure of the local government, subsidiarity.	Very high	Clarification of some specific provisions, democratization, continuation/second decentralization reform, reorganization of structures.
<b>Provisions requiring urgent revision</b>	6, 8,9, 10-14,21-29, 30, 43, 54, 65	Local autonomy, decentralization, Administrative units, shared/delegated functions, local financing, community structures.	Low	Unclear or overlapping competencies, lack of resources, ineffective AU's and community structures	Very high	Priority legal changes.

## VI I. Analysis according to the perspectives of the job positions of the interviewed persons and the typology of the municipalities

The analysis of the interview results by categories of interviewees and by typologies of municipalities constitutes an essential methodological element, as it allows for a more complete and objective understanding of how Law No. 139/2015 is implemented in practice. A general analysis of all interviews provides a national overview of issues and perceptions, but only a differentiated analysis by categories (job positions) of interviewees and the typology of municipalities they represent can reveal interesting data that indicate the level of implementation of the law from different perspectives.

- I. **First**, the analysis by category of respondents is important because each institutional cluster sees the law from a different perspective. Mayors tend to focus more on relations with the central government, functions, investments and financial resources. General Secretaries and administrative directors more often identify problems related to administrative organization, human capacities and legal procedures. Municipal councilors and municipal council chairs focus more on the balance between the municipal council and the executive, transparency and accountability. This analysis helps to understand whether the identified problems are general or are perceived only by certain categories of actors.
- II. **Second**, the analysis by territorial coverage is necessary because the conditions of functioning of municipalities vary significantly from one territory to another. Large urban municipalities, such as Tirana, Durres or Shkoder, face different challenges than small rural or mountainous municipalities such as Pustec, Permet or Tepelene. Problems related to the lack of specialists, territorial distances, emigration, infrastructure and administrative capacities appear more strongly in small municipalities, while issues of complex service management, urbanization and institutional coordination arise more often in large municipalities. Without this analysis, there is a risk that recommendations will be general and will not address the real needs of different categories of municipalities.
- III. **Third**, the analysis by the typology of municipalities (urban, rural, tourist, border, with a large territory, with a dispersed population, etc.) helps to identify structural problems that do not stem from the law itself, but from the specific conditions of the territory. For example, the functioning of administrative units, community structures or the provision of public services presents completely different challenges in a municipality with hundreds of villages compared to a predominantly urban municipality.

From a methodological point of view, this approach significantly increases the reliability and validity of the findings, because it allows verification of whether the same problems are identified in different categories of respondents and in different territories. When a problem is identified simultaneously by mayors, administrative managers and municipal councilors, as well as in large and small municipalities, it can be considered a systemic problem of the law or its implementation. For this reason, the analysis by categories of respondents and by typology of municipalities does not simply constitute an additional statistical or methodological element, but an indispensable instrument to distinguish national from local problems, to identify the specific needs of different groups of municipalities and to formulate more precise, more realistic and more applicable recommendations for improving the legal framework and local governance in Albania.

The following provides data related to the category of persons who participated in completing the questionnaire as well as the persons who were interviewed.

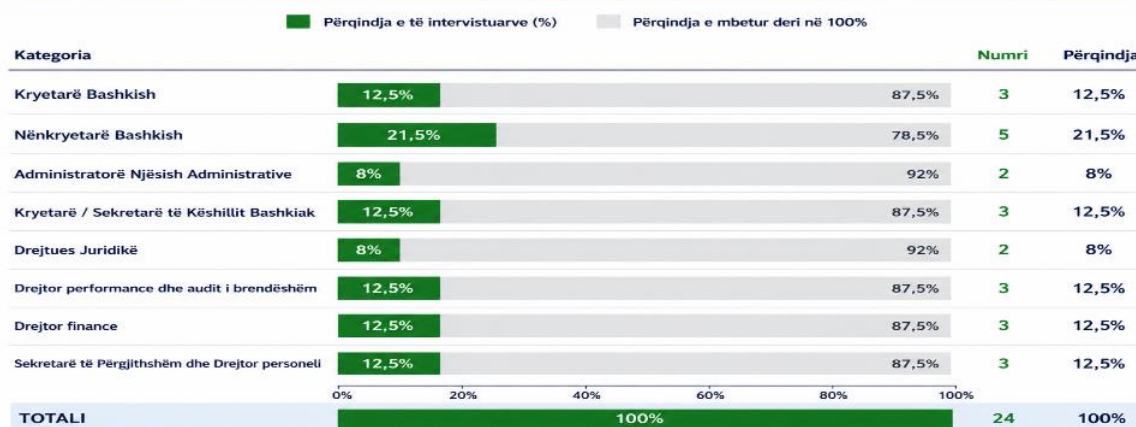
#### Category of people who completed the questionnaire

##### Profili i anketave të mbledhura

Kategoria	Anketa të mbledhura
Kryetar/Nënkryetar Bashkie	48
Drejtor Bashkie	62
Kryetar i Këshillit të Qarkut	5
OSHC / qytetar aktiv	90
Administrator njësie administrative	48
<b>Total</b>	<b>253</b>

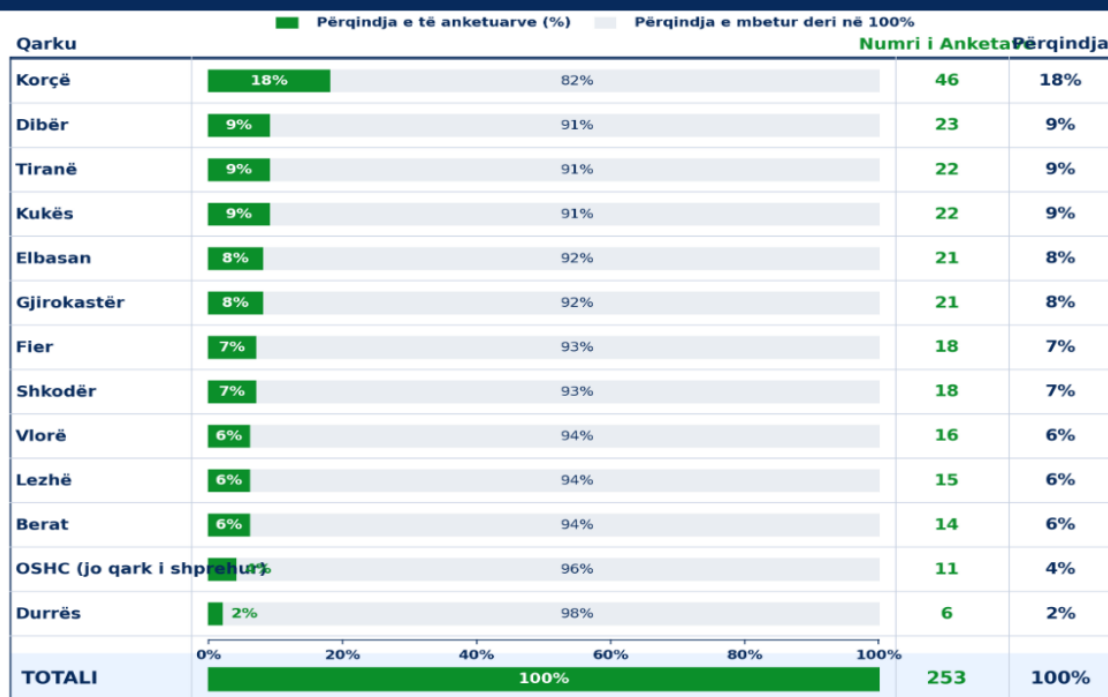
## Categories of people interviewed

### Kategoritë e të intervistuarve sipas funksionit (n=24 bashki të intervistuar)



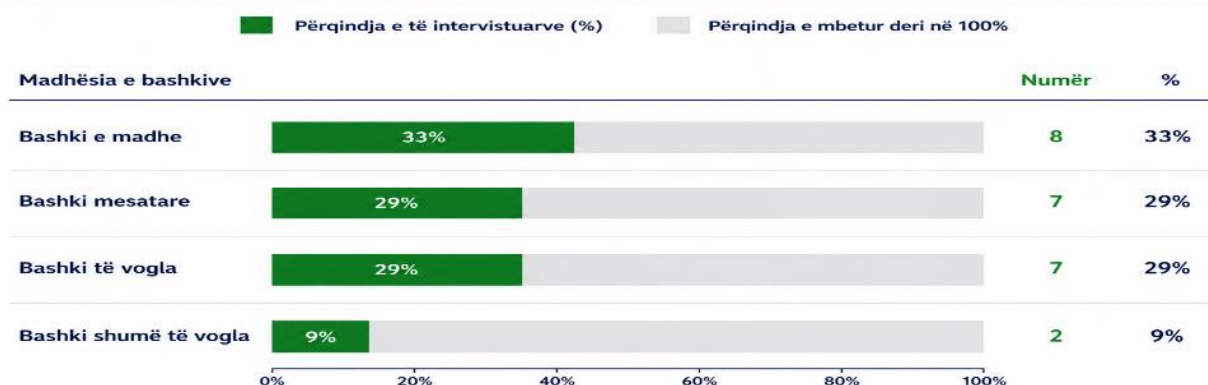
## Geographic distribution of people who completed the questionnaire

### Shpërndarja e të anketuarve sipas qarkut (n=253 anketa të mbledhura)



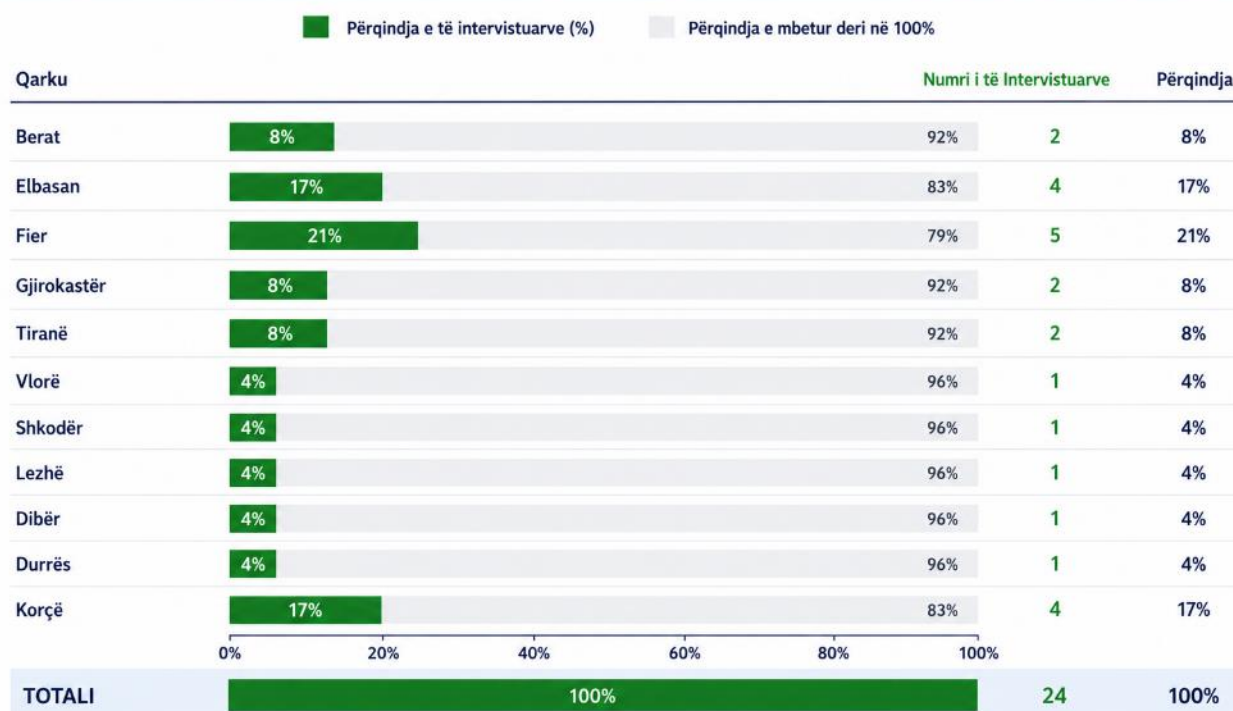
## Variety of municipalities interviewed

### Madhësia e bashkive (n=24 bashki të intervistuar)



## Geographic Distribution of Interviewees

### Shpërndarja e të intervistuarve sipas qarkut (n=24 bashki të intervistuar)



## Findings and recommendations by category of interviewees

Different categories of interviewees assess the same issues from different angles and provide different perspectives. It is important that, in addition to the overall, quantitative and qualitative assessment, we also make an assessment of the information based on the category of interviewees and the differences that are found between them, looking at the findings from the perspectives of the interviewees, closely related to their performance of certain tasks and the expertise they possess.

### Survey results by category of respondents

Regarding the Section “Local self-government units and bodies”.

#### Dimensioni – Njësitë e vetëqeverisjes vendore dhe organet | sipas Pozicionit

Pyetja	Kryetar Bashkie (n=48)	Drejtor Bashkie (n=62)	Kryetar Kësh. Qarkut (n=5)	OSHC (n=90)	Admin. Nj. administrative (n=48)
A mendoni se bashkia gëzon autonomi në ushtrimin e funksioneve si e parashikon ligji?	50% (n=48)	63% (n=62)	60% (n=5)	36% (n=90)	73% (n=48)
A mendoni se qarku gëzon autonomi në ushtrimin e funksioneve si e parashikon ligji?	44% (n=48)	39% (n=62)	60% (n=5)	27% (n=90)	58% (n=48)
A përmbush deri tani, detyrimet që i jep ligji, ndarja administrative e bashkisë (njësitë administrative)?	65% (n=48)	76% (n=62)	—	30% (n=90)	71% (n=48)
A keni përdorur të drejtën që ju jep ligji për të kryer riorganizim të administratave të Njësisë Administrative pas Reformës Administrative Territoriale?	67% (n=48)	73% (n=62)	—	—	54% (n=48)
A i ushtron Këshilli i Qarkut në mënyrë efektive funksionet e veta?	52% (n=48)	48% (n=62)	60% (n=5)	24% (n=90)	54% (n=48)
A mendoni se kryetari i bashkisë dhe këshilli i bashkisë kanë kompetenca qartësisht të ndara dhe ushrojnë rolin e tyre pa konflikte dhe mosmarrëveshje?	83% (n=48)	84% (n=62)	80% (n=5)	44% (n=90)	85% (n=48)
A i ushtron Këshilli i Bashkisë në mënyrë efektive funksionet e veta?	81% (n=48)	85% (n=62)	—	37% (n=90)	77% (n=48)

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Regarding the “Rights and Responsibilities” Section

### Dimensioni – Të drejtat dhe përgjegjësitë | sipas Pozicionit

Pyetja	Kryetar Bashkie (n=48)	Drejtor Bashkie (n=62)	Kryetar Kësh. Qarkut (n=5)	OSHC (n=90)	Admin. Nj. administrative (n=48)
A ka marrë bashkia vendime në interes publik por jashtë kompetencave të veta ligjore?	6% (n=48)	3% (n=62)	—	12% (n=90)	23% (n=48)
A zbatohen plotësisht procedurat ligjore në vendimmarrjen e bashkisë?	94% (n=48)	95% (n=62)	—	42% (n=90)	88% (n=48)
A ka njësi vendore staf profesional për zbatimin e plotë të kompetencave?	48% (n=48)	66% (n=62)	20% (n=5)	31% (n=90)	67% (n=48)
A mendoni se baza ligjore lidhur me kompetencat e pronësisë për njësitë e qeverisjes vendore është e qartë / e mjaftueshme?	25% (n=48)	21% (n=62)	20% (n=5)	—	44% (n=48)
A mendoni se bashkia duhet të ketë rol më aktiv / vendimmarrës lidhur me taksat dhe tarifat brenda territorit të saj?	98% (n=48)	90% (n=62)	100% (n=5)	84% (n=90)	90% (n=48)
A ndjek Buxheti afatmesëm dhe ai vjetor strategjinë e zhvillimit miratuar nga bashkia si pjesë e PPV-së?	81% (n=48)	79% (n=62)	—	34% (n=90)	75% (n=48)

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### Regarding the Section "Relations with the Central Government"

### Dimensioni – Marrëdhëniet me qeverisjen qendrore | sipas Pozicionit

Pyetja	Kryetar Bashkie (n=48)	Drejtor Bashkie (n=62)	Kryetar Kësh. Qarkut (n=5)	OSHC (n=90)	Admin. Nj. administrative (n=48)
Bashkëpunimi mes qeverisjes vendore dhe qendrore a aplikohet duke respektuar kompetencat e secilës palë?	81% (n=48)	82% (n=62)	60% (n=5)	31% (n=90)	73% (n=48)
Njësia juaj vendore a është konsultuar për ndryshimet ligjore që lidhen me funksionet tuaja?	71% (n=48)	65% (n=62)	40% (n=5)	—	67% (n=48)
Funksionet e deleguara a shoqërohen me burime të mjaftueshme njerëzore dhe financiare?	31% (n=48)	39% (n=62)	20% (n=5)	21% (n=90)	52% (n=48)
A jeni pjesë e Shoqatës Kombëtare të Bashkive?	85% (n=48)	90% (n=62)	—	—	48% (n=48)
A është roli i Shoqatës Kombëtare të Bashkive efektiv në marrëdhëniet me qeverinë qendrore?	80% (n=41)	54% (n=56)	—	—	83% (n=23)
A jeni pjesë e ndonjë shoqate tjetër që ka lidhje me qeverisjen vendore?	17% (n=48)	18% (n=62)	60% (n=5)	—	29% (n=48)
A është roli i kësaj shoqate efektiv?	62% (n=8)	36% (n=11)	100% (n=3)	—	79% (n=14)
A kanë ndihmuar rekomandimet e KLSH-së në forcimin e qeverisjes efektive vendore?	69% (n=48)	76% (n=62)	80% (n=5)	29% (n=90)	67% (n=48)
A kontrollon Prefektura aktet e Këshillit Bashkiak?	96% (n=48)	97% (n=62)	—	—	77% (n=48)
A kontrollon Prefektura aktet me karakter normativ të Kryetarit të Bashkisë?	67% (n=48)	61% (n=62)	—	—	54% (n=48)

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## Regarding the “Inter-local Cooperation” Section

### Dimensioni – Bashkëpunimi ndërvendor | sipas Pozicionit

Pyetja	Kryetar Bashkie (n=48)	Drejtor Bashkie (n=62)	Kryetar Kësh. Qarkut (n=5)	OSHC (n=90)	Admin. Nj. administrative (n=48)
A keni marrëveshje me bashki të tjera, kufitare apo jo, në lidhje me shërbime që mund të ofrohen bashkërisht?	62% (n=48)	42% (n=62)	20% (n=5)	—	54% (n=48)
A respektohen marrëveshjet për funksione / shërbime të përbashkëta me njësitë e tjera brenda qarkut?	69% (n=48)	58% (n=62)	60% (n=5)	—	62% (n=48)
A keni deleguar ndonjë kompetencë apo përgjegjësi të veçantë tek ndonjë NJVQV tjetër, apo a ju ka deleguar ndonjë kompetencë apo përgjegjësi të veçantë ndonjë NJVQV tjetër?	8% (n=48)	8% (n=62)	20% (n=5)	—	19% (n=48)
Të gjitha marrëveshjet brenda dhe jashtë qarkut, janë miratuar nga këshillat përkatës?	79% (n=48)	71% (n=62)	80% (n=5)	—	56% (n=48)

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## Regarding the Section “Transparency, consultation and citizen participation”

### Dimensioni – Transparenca, konsultimi dhe pjesëmarrja qytetare | sipas Pozicionit

Pyetja	Kryetar Bashkie (n=48)	Drejtor Bashkie (n=62)	Kryetar Kësh. Qarkut (n=5)	OSHC (n=90)	Admin. Nj. administrative (n=48)
A publikohen të gjitha aktet (jo vetëm vendimet e Këshillit Bashkiak) në faqen zyrtare dhe të aksesueshme (gjindshme) për publikun?	94% (n=48)	81% (n=62)	80% (n=5)	47% (n=90)	83% (n=48)
A zhvillohen gjithnjë konsultime për vendimmarrjen në njësinë tuaj sipas ligjit dhe rregullores?	98% (n=48)	89% (n=62)	80% (n=5)	38% (n=90)	83% (n=48)
A janë mbledhjet e këshillit të hapura për publikun dhe të njoftuara rregullisht?	100% (n=48)	98% (n=62)	80% (n=5)	60% (n=90)	94% (n=48)
A plotësohet dokumentacioni i konsultimit siç e kërkon Ligji 146/2014 "Për njoftimin dhe konsultimin publik"?	100% (n=48)	94% (n=62)	80% (n=5)	48% (n=90)	88% (n=48)
A ka bashkia një Regjistër elektronik të konsultimit publik dhe a publikohen aktet për konsultim?	60% (n=48)	66% (n=62)	—	29% (n=90)	67% (n=48)

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## Regarding the Section “Local and Community Structures”

Dimensioni – Strukturat vendore dhe komunitare   sipas Pozicionit					
Pyetja	Kryetar Bashkie (n=48)	Drejtor Bashkie (n=62)	Kryetar Kësh. Qarkut (n=5)	OSHC (n=90)	Admin. Nj. administrative (n=48)
A janë funksional dhe efektiv këshillat komunitarë në qytet?	40% (n=48)	48% (n=62)	40% (n=5)	20% (n=90)	58% (n=48)
A mendoni se krijimi i Lagjeve dhe caktimi i Administratorëve të lagjeve i shërben më mirë interesave të komunitetit dhe përmirëson shërbimet ndaj tij?	79% (n=48)	85% (n=62)	80% (n=5)	60% (n=90)	77% (n=48)
A janë funksional dhe efektiv këshillat komunitarë në fshat?	48% (n=48)	45% (n=62)	0% (n=5)	12% (n=90)	67% (n=48)
A zgjidhen strukturat komunitare në fshat (me pjesëmarrjen e 50%+1 të banorëve)?	71% (n=48)	61% (n=62)	—	21% (n=90)	69% (n=48)

## Findings from interviews with different categories of interviewees

### Mayors and deputy mayors

This cluster focuses more on the overall governance of the municipality, relations with central institutions, non-decentralized functions and practical limitations in service delivery. Mayors and deputy mayors acknowledge that the municipal structure is functional, but emphasize that some areas remain outside the real control of the municipality or depend on central institutions.

### Main findings:

- Central municipal structures function better than administrative units;
- There is overlap with central institutions in education, agriculture, forests, irrigation-drainage, cultural monuments and protected areas;
- Public consultation and approval of strategic documents are often limited by unrealistic deadlines provided for in sectoral legislation;
- Some functions have been given to the municipality and in public perception they are functions that belong to the municipality, but in reality they are not accompanied by full competencies, making their full exercise difficult.

### **Recommendations for this cluster:**

- ✓ Clarify by law the functions that are actually exercised by the municipality and those that remain at the central level;
- ✓ Strengthen consultation of municipalities by the central government on any legal changes affecting local government;
- ✓ Review the deadlines for the approval of strategic and budgetary documents;
- ✓ Allow asymmetric decentralization for municipalities with higher capacities.

### ***Administrators of administrative units***

Administrators more clearly identify the gap between the territory and the real capacities of administrative units. The main problem is not overlap, but lack of competencies, lack of budget, lack of personnel and dependence on the central municipality to resolve every issue.

### ***Main findings:***

- Administrative units have limited powers; there is no delegation of powers from mayors and municipal councils, not exercising an opportunity that Law 139/2025 has provided for.
- Not only is there a lack of budget, but there are also no operational funds and working tools available;
- Citizens seek solutions from the unit, but decision-making on many issues is at the center of the municipality;
- Some services provided by law do not actually exist in rural areas, such as parks, playgrounds, libraries, cultural centers, or community facilities.

### ***Recommendations for this cluster:***

- ✓ Review the status of the administrator of the administrative unit;
- ✓ Provide for minimum local competencies for administrators;
- ✓ Create a budget, operating fund and emergency fund at the administrative unit level;

- ✓ Place equipment and specialists in each AU according to the economic profile of the area;
- ✓ Strengthen the administrator's periodic reporting to the municipal council and mayor.

### ***Mayors and secretaries of municipal councils***

Representatives of municipal councils focus on the supervisory role of the municipal council, the relationship with the executive and the quality of decision-making. In some cases, it is emphasized that the municipal council does not fully exercise the monitoring function, that decision-making is dominated by the executive or that municipal councilors do not have the necessary expertise to analyze acts.

#### ***Main findings:***

- The supervisory role of the municipal council is weak in practice;
- Municipal councilors lack technical and legal expertise;
- In some cases decisions are approved without full financial or technical analysis;
- Public consultation procedures between the mayor and the municipal council are not clear.

#### ***Recommendations for this cluster:***

- ✓ Strengthen the role of municipal council committees;
- ✓ Create legal and financial support for the municipal council;
- ✓ Clearly define the procedures when the municipal council amends draft decisions with financial impact;
- ✓ Institutionalize the periodic reporting of the mayor to the municipal council;
- ✓ Organize mandatory training for municipal councilors.

### **Legal directors**

This cluster highlights more legal ambiguities, control of acts, the relationship with the prefect, and different interpretations of the law. Legal directors emphasize that the law often requires combined implementation with many other sectoral acts, which creates ambiguity and administrative burden.

#### **Main findings:**

- Legality control works, but is not always standardized;
- There are different interpretations about forests, properties, territory, administrative acts and municipal council procedures;
- Some areas have procedural gaps;
- Municipalities need unified legal guidelines.

#### **Recommendations for this cluster:**

- ✓ Draft a national legal manual for municipal council and mayor acts;
- ✓ Unify the practices of prefectures for legality control;
- ✓ Create a database of good practices and standard decisions;
- ✓ Strengthen the role of the municipal council secretary in procedural control;
- ✓ Provide periodic training for municipal legal departments.

### **General secretaries, directors of administration, audit, directors of services and finance**

This cluster focuses on the practical implementation of the law in the administration, work organization, human capacities and the relationship between legal responsibilities and real means. Directors of administration and services indicate that the structures are functioning, but some sectors have a high workload, lack of staff or unclear competencies.

#### **Main findings:**

- The central administration of the municipality is more functional than the structures in the territory;
- Urban planning, public services, forests, social services and consumer protection have practical difficulties;

- Some legal duties are not accompanied by sufficient means;
- The lack of technical opposition affects the quality of decision-making.

***Recommendations for this group:***

- ✓ Review the internal organization of the administration according to real functions;
- ✓ Determine minimum standards for the number of employees by category of municipality;
- ✓ Clarify the competencies of structures that overlap with the central government;
- ✓ Strengthen mechanisms for monitoring the performance of the administration;
- ✓ Improve coordination between directorates and administrative units.










**Other data/analysis from interviews**

***Level of knowledge of Law No. 139/2015***

It is also important that during the interview process and from the content of the responses, the level of knowledge of the law by the persons being interviewed is assessed, as a prerequisite for achieving the assessment objective.

The interviewees demonstrate good knowledge of the legal framework of local self-government. During the interview, a clear perception is created whether the person being interviewed is a good connoisseur of the law, or knows it partially. The answers show that the majority of local leaders are familiar with the competencies, structures and procedures defined by Law 139/2015 and are able to identify concrete implementation issues. Other people demonstrate knowledge of those parts of the law that are related to their function.

Table of assessment of the level of knowledge of the law by the interviewed persons:















VLERËSIMI PËR NJOHJEN E LIGJIT		
Vlerësimi për njohjen e ligjit	Nr. i personave	Përqindja
 Shumë i lartë	13	 54%
 I mirë	8	 33%
 Mesatar	3	 13%
 I ulët	0	0%
 Shumë i ulët	0	0%
<b>TOTALI</b>	<b>24</b>	 <b>100%</b>



**Interpretimi:** Mbi gjysmën e të intervistuarve (54%) vlerësojnë njohjen e tyre për ligjin si shumë të lartë, ndërsa 33% si të mirë. Vetëm 13% e konsiderojnë njohjen e tyre mesatare dhe asnjë nuk deklaron nivel të ulët ose shumë të ulët njohjeje. Kjo tregon se kampioni i intervistuar përbëhet nga persona me njohuri të konsiderueshme mbi kuadrin ligjor të vetëqeverisjes vendore.

Baza: Të gjithë të intervistuarit (n = 24)

Frequency of expression of concern about legal issues by respondents:

PROBLEMATIKAT KRYESORE TË IDENTIFIKUARA		
Problematika	Frekuenca	Përqindja
 Mungesë kapacitësh administrative dhe ekspertize	15	 62%
 Mbivendosje kompetencash me institucionet qendrore	17	 70%
 Paqartësi ligjore ose normative	17	 70%
 Funkionimi i organeve të vetëqeverisjes vendore	15	 62%
 Kufizime të njësive administrative	16	 66%
 Problematika në transparencë dhe pjesëmarrje	15	 62%
 Probleme me kontrollin e ligjshmërisë	6	 25%











### Overall assessment of the implementation of Law 139/2025

VLERËSIMI I ZBATIMIT TË LIGJIT		
Vlerësimi	Nr.	Përqindja
 Shumë pozitiv	3	 13%
 Pozitiv	5	 21%
 Neutral	4	 16%
 Problematik	9	 37%
 Shumë problematik	3	 13%
<b>TOTALI</b>	<b>24</b>	 <b>100%</b>











**Interpretimi:** 37% e të intervistuarve e vlerësojnë zbatimin e ligjit si problematik, ndërsa 13% si shumë problematik. Nga ana tjetër, 34% e konsiderojnë zbatimin pozitiv ose shumë pozitiv, ndërsa 16% mbajnë qëndrim neutral.

### Needs for legal improvements:

FUSHAT KU KANË VËSHTIRËSI NË ZBATIMIN E LIGJIT		
Fusha	Frekuenca	Përqindja
 Administrata vendore dhe burimet njerëzore	15	 63%
 Kompetencat e njësive administrative	14	 58%
 Marrëdhëniet me institucionet qendrore	16	 67%
 Funkcionet e përbashkëta / të deleguara	14	 58%
 Transparenca dhe konsultimi public	10	 42%
 Kompetencat e këshillit bashkiak	11	 46%
 Kontrolli administrativ dhe ligjshmëria	9	 37%
 Digjitalizimi dhe modernizimi	12	 50%
<b>TOTALI</b>	<b>121</b>	 <b>100%</b>

## Scoring of the implementation of Law No. 139/2015 based on the respondents' responses to the main issues and concerns expressed by the respondents

Based on the answers given by the interviewees, by making a scoring (from 1-5 as a graded assessment) for each set of questions, a clearer perception can be created, at a glance, regarding the level of implementation of Law 139/2015, as a whole as well as in its specific aspects. The assessment is given in the following table:

VLERËSIMI I ZBATIMIT TË LIGJIT NR. 139/2015		
Fusha	Nota	Shkalla (1-5)
Organizimi institucional	4.2	 4.2
Përputhshmëria ligjore	3.8	 3.8
Kapacitetet administrative	3.4	 3.4
Njësitë administrative	2.6	 2.6
Transparenca dhe pjesëmarrja	3.9	 3.9
Marrëdhëniet ndërqeveritare	3.2	 3.2
Autonomia vendore reale	2.8	 2.8
<b>MESATARJA E PËRGJITHSHME</b>	<b>3.4</b>	 <b>3.4</b>

Attached to this assessment report on the implementation of Law No. 139/2015 “On Local Self-Government”, the following Annexes are provided:

## **ANNEX**

**Annex 1 – Questionnaire Structure/Content**

**Annex 2 – Structure/content of the Interviews**

**Annex 3 – List of Institutions / Persons Interviewed**

**Annex 4 – Statistical Charts and Tables of Interview and Questionnaire Results**

**Annex 5 – Interviews with 24 local leaders**