



# Study on the Functional Areas in Albania

Conducted in five regions: Dibër, Durrës, Kukës, Lezhë and Shkodër.

Tirana, 23 January 2014

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### **Acknowledgments:**

This report is prepared in the frame of Programme for Local Development and Decentralization (dlDP) funded from Swiss Agency for Development and Cooperation (SDC) and implemented from Helvetas Swiss Intercooperation (HSI).

The three co-authors Blendi Bushati (engaged as independent expert), Dr. Valbona Karakaçi (dlDP/HSI) and Prof. Stefan Pfäffli ( Lucerne University of Applied Sciences and Arts) would like to extend their thanks to:

Mr. Admir Duraj and his colleagues at Studio D for the research in Lezhë region and Krujë district.

Mr. Besart Kadia for the research in Durrës district.

Mr. Besnik Alku and his colleagues and its colleagues at the Albanian Local Capacity Development Foundation (ALCDF) for the research in Dibër region.

Mr. Erton Kashta for the research in Shkodër region.

Mr. Myftar Doçi and his colleagues at the Albanian National Training and Technical Assistance Resource Center (ANTTARC) for the research in Kukës region.

Mr. Arjol Lule for his contributions for the preparation of the G.I.S maps.

The colleagues from DLDP team Mr. Arben Koplaku and Mr. Elvin Hoxha for the participation and contribution in the regional workshops.

All the colleagues at national, regional and local level who supported the research.

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## **1. Overall Background**

The Decentralization and Local Development Programme (DLDP), is a Swiss funded programme that has been working from 2006 in Northern Albania in the regions of Shkodër (and from 2009 in Shkodër and Lezhë), to strengthen the capacities of Local Government Units (LGUs) to deliver efficient services. The programme is closing its second phase and starting (early 2014) the third phase to consolidate its results through the continuation of its work with the LGUs in the mentioned regions but also in three new regions Kukës, Dibër and Durrës to cover the whole Northern Albania.

In September 2013, DLDP started a study on the functional areas in the five regions where the third phase of DLDP will be focused. The DLDP main objective through this exercise was to find sustainable partner LGUs (or LGU clusters) that can be at the center of the regional development dynamics as well as LGUs that can serve as models for efficient service delivery to other LGUs across the country.

The new government of Albania has clearly expressed its will for a territorial and administrative reform. The launching of the reform was met with discussions and comments from all the parties interested in its process and outcome. A revision of the decentralization strategy (i.e. fiscal decentralization, shared functions etc.) is envisaged to happen parallel to this reform. All of these upcoming changes will clearly affect DLDP partners and the context where DLDP works.

In December 2013, DLDP organized a study tour for several actors from the Parliament, Central and Local Government Levels in Switzerland, where the Swiss experience on territorial reform was shared and broadly discussed. Preliminary results and findings from the DLDP research on the functional areas were shared and an important discussion already started there. The results of the study undertaken by DLDP were deemed to be clearly relevant and therefore serve as an input for the on-going discussion on the territorial reform in Albania.

The functional areas study was conducted from September to December 2013 in the five regions and this report presents the methodology and instruments used, its main findings and results and potential implications of this research for the territorial reform. This technical report cannot however replace what should essentially be a political democratic process of negotiation and decision-making for the reform. While the authors of the report believe that if used properly the results of this research can have an important impact in the reform, the methodology and results presented are not to be understood as an attempt for a final map of the new administrative division. It is also clearly expressed throughout the report and annexes that several solutions are possible and the maps attached here represent only one of the possible options, different versions that came out during the research are also mentioned in the annexes.

## 2. Methodology

### 2.1 Concept and analyses.

The term ‘functional areas’ refers to the notion that the understanding of a space – whichever level this may be (municipalities, regions and so forth) – is not to be defined along administrative or historic lines, but rather on the basis of how various interactions happen within that space. That is to say for example how it is used by its inhabitants or on the basis of the collaboration that happens between various governmental or economic entities.

The concept of the functional area, in the context of this study, is used to define a space where the interactions between the inhabitants and the cooperation between the government entities are dense and frequent.

In order to define the functional areas in the five regions of interest, an analysis of several interactions amongst the inhabitants driven by the economic and services relations as well as the institutional interactions between the LGUs was carried out. The main methodological instruments included desk review (desk work revision) of existing and collected data, profiles and strategies at local and regional level; semi-structured interviews with representatives of the main Local Government Units and de-concentrated institutions, as well as focus groups with local and regional stakeholders. The main interactions, respective variables and instruments used are described in the following matrixes:

<b>ECONOMY</b>			
<b>Employment</b>		<b>Consumption</b>	
<i>Variable/Question</i>	<i>Source of Information</i>	<i>Variable/Question</i>	<i>Source of Information</i>
Are there enterprises with a big number of employees attracting people from other LGUs?	-Data from the employment offices/tax offices on the biggest employers.  -Interviews with LGU representatives.	The location of the biggest markets in the district/region.	-Economic profiles of area and local/regional development strategies.  -Discussions in local focus groups
Is there a substantial number of people living in one LGU and working in other LGUs?	-Interviews/discussion with business representatives.  -Interviews with LGU representatives.  -Discussion in local focus groups.	The consumption attitudes of people. Where do people go to buy consumables or durable goods?	-Interviews with LGU representatives.  -Discussions in local focus groups.  -Verification via local communities or other sources.

<b>ACCESS TO SERVICES</b>			
<b>Health</b>		<b>Education</b>	
<i>Variable/Question</i>	<i>Source of Information</i>	<i>Variable/Question</i>	<i>Source of Information</i>
Location of the hospitals and biggest health centers.	-Data, interviews with the health directorates.	-Location of the secondary (general and vocational) schools	-Data, interviews from the education directorates.
The health facilities mostly used by people.	-Hospital statistics.  -Direct contacts and interviews with the directorates, hospitals.  -Interviews with LGU representatives.	-Movement of people towards secondary schools if in a different location.	-Statistics from the education directorates.  -Direct contacts and interviews with the school directorates.  -Interviews with LGU representatives.

<b>GOVERNANCE</b>	
<b>Inter LGU Cooperation</b>	
<i>Variable/Question</i>	<i>Source of Information</i>
Number of Inter LGU cooperations between two LGUs.	<ul style="list-style-type: none"> <li>- Reports on Inter LGU cooperation.</li> <li>- Interviews with the Qark Departments.</li> <li>- Interviews with the LGU representatives.</li> <li>- Interviews with the water utilities and irrigation boards.</li> </ul>

## 2.2 Process and products.

Five teams worked in each of the five regions to prepare the report. The teams were coordinated and supervised by a research supervisor, with valuable methodological guidance from the University of Applied Sciences and Arts, Lucerne, Switzerland. The methodology prepared by the University was revised, amended and completed via a series of workshops with the field teams to assure its appropriateness for the specific Albanian conditions. The research steps in each region and related products are explained in the following graph.

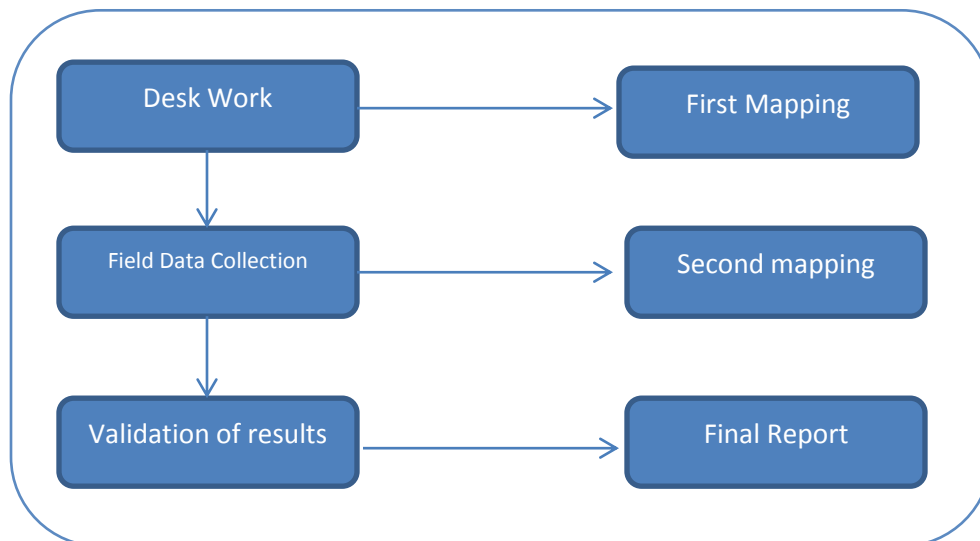


Figure 1 Research process and related products

It is important to mention that for every product delivered, a debate on the results was organized between the field team and the research supervisor to identify gaps or doubts that would be dealt with in the next step. This field work and reports preparation lasted around three months.

More details are given below on the organization of the steps of the process and the content of the products:

<b>Step 1 Desk Work (2 – 3 weeks<sup>1</sup>)</b>		
<i>Key tasks</i>	<i>Main product</i>	<i>Support instrument</i>
<p>-Review the existing documents; strategies and profiles of the LGUs and Qarks.</p> <p>-Collect existing data from the regional and de-concentrated agencies such as health, education directorates and tax offices</p>	<p>-A general description of the regions with the location of the main services, transport routes and public transportation, water utilities, markets, employment and businesses, traditions etc.</p> <p>-First delineation of the functional areas with a short description and related rationale.</p>	<p>Guidelines on the desk work<sup>2</sup></p>
<b>Step 2: Field data collection (1 - 1,5 months)</b>		
<i>Key tasks</i>	<i>Main product</i>	<i>Support instrument</i>
<p>-Hold individual interviews with the representatives of the Local Government Units.</p> <p>-Prepare and hold in each functional area proposed focus group discussions and/or local workshops with key stakeholders.</p>	<p>-A detailed analysis is given in this report per each of the interactions with the respective maps<sup>3</sup>.</p> <p>- Identification of the functional area centers.</p> <p>-Second delineation of the functional areas, proposal and related rationale.</p>	<p>-Questionnaires with the LGUs.<sup>4</sup></p> <p>-Guidelines for the preparation of the workshops<sup>5</sup></p> <p>-Reporting templates.</p>
<b>Step 3: Validation of results and preparation of the final report. ( 1 - 1,5 months)</b>		
<i>Key tasks</i>	<i>Main product</i>	<i>Support instrument</i>
<p>-Prepare and hold regional workshops per each region with key representatives of the area to validate the functional area delineation prepared.</p> <p>-Collect data on other aspects that could impact a functional area (i.e. traditions; natural resources and development prospects).</p> <p>-Prepare the final report.</p>	<p>-Third and final delineation of the functional areas with the description of each area (and possible options).</p> <p>-Delivery of the respective interaction maps prepared.</p> <p>-Final report.</p>	<p>- Guidelines for the preparation of the regional workshops<sup>6</sup>.</p> <p>- Guidelines for the preparation of the final report.</p>

<sup>1</sup> The time needed to complete the tasks per each step depends on the complexity of the region. The duration in brackets per each step includes the average duration.

<sup>2</sup> See Annex 3 on methodological annexes.

<sup>3</sup> Several maps visualizing the interaction of inhabitants across the LGUs captured in the research were prepared. Those include maps on consumption and employment, access to health and education services, transport lines and inter-lgu cooperation.

<sup>4</sup> See Annex 4 on methodological annexes.

<sup>5</sup> See Annex 5 on methodological annexes.

<sup>6</sup> See Annex 6 on methodological annexes.



### **3. Results and findings**

A detailed report has been prepared per each of the regions with the respective description, statistics and maps. Here, a summary of the main typologies will be given and a standard description of the functional regions per each area will be given as an annex.

#### **Typologies of the functional areas and the implications for the reform**

Three main typologies of functional areas were identified during the research. It is quite possible that similar typologies will be found in other regions of Albania as well, although in the five regions the researchers found a high degree of volatility of the main feature of the FA in terms of population, surface, local income and population density.

##### **1) The concentric model.**

The concentric model of the functional area is especially dominant in the poorest, mountainous and isolated regions. The functional area overlaps with the border of the district. This tendency is clear in the regions of Dibër and Kukës, but also in some areas of Shkodër and Lezhë. The main features of this type of the functional area (FA) are:

- The area has **one important center**, that is the town or the administrative center of the district. This is due to the economic structure of the area, the town as the only important market place, but also due to its importance as the place where the services are located. There are no other intermediate centers.
- **The functional area is stronger** in the LGUs close to the FA center; the intensity of the linkages decreases when distance to FA center increases. Typically, this effect of inner cohesion corresponds with the population density, the urban centre has a (relatively) high population density, with the surrounding LGUs having also a medium-size population density while the rest of the LGUs far from the centre sparsely populated and have weak interactions. Strictly speaking, those LGUs are typically outside of the functional area; however, the still existing weak linkages are mostly with the FA centre.

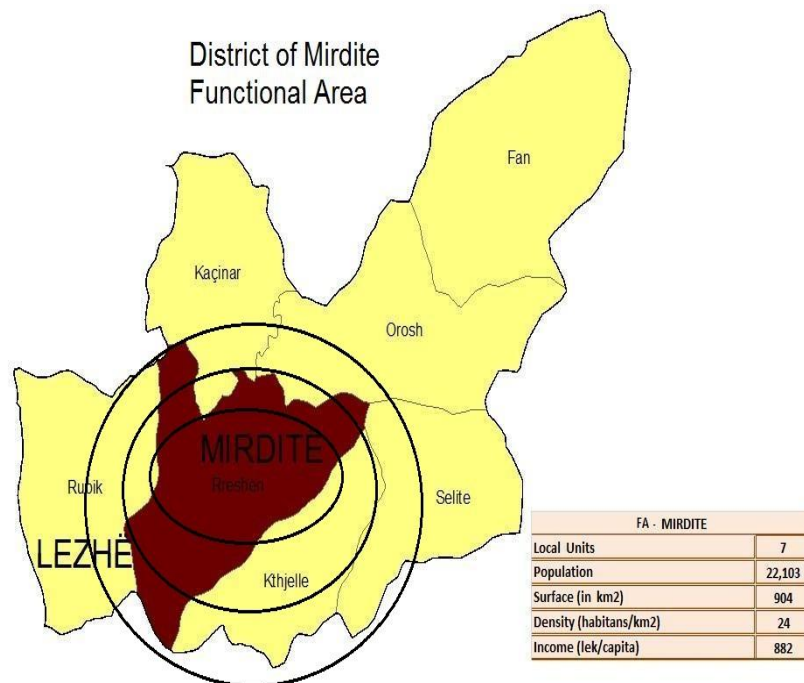


Figure 2 Example of a concentric FA-district of Mirdite

**Implications for the territorial reform:** If we were to convert the functional area into a new Local Government Unit we would have new units with a much bigger territory and population. However, it would be difficult to administer the territory of the peripheral and remote LGU-s from the current FA centre. Other alternatives seem quite limited; one option could be to keep the status quo in the remote LGUs. Other solutions might be considered on a case by case basis, taking into account alternatives scenarios of development.

## 2) The polycentric model.

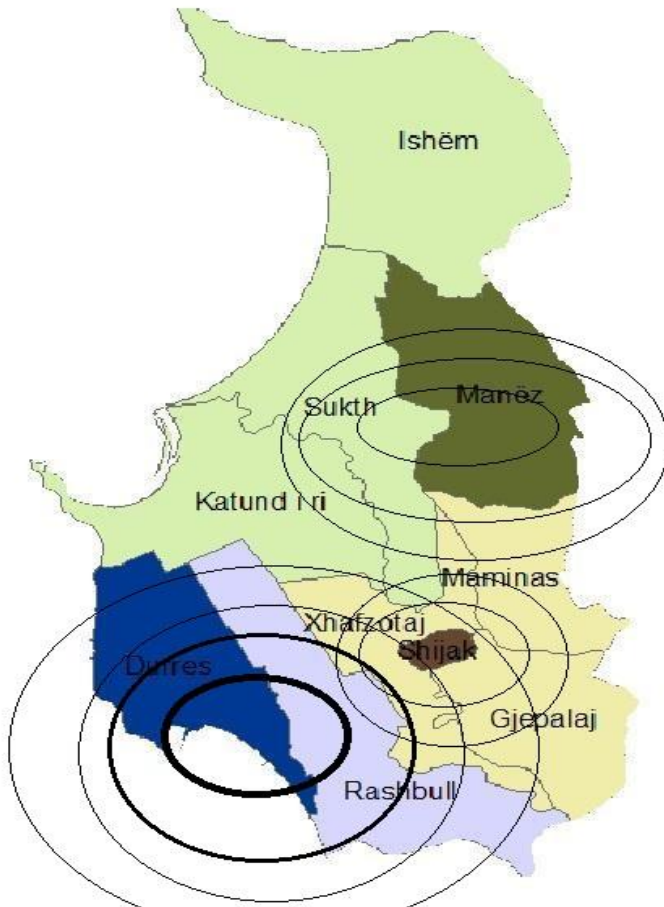
This type of FA is mostly used to describe the districts of Shkodër and Durrës. Those are the biggest districts in the area of the study with a high population density located in the western lowlands<sup>7</sup>. The main features of this FA type include:

- The existence of a **big regional centre with a strong inflow of new residents**. Both cities of Shkodra and Durrës are capitals of their respective regions and are very important to the district and regions as economic centres.
- While the regional center is very powerful, **there are also smaller sub-centers** that serve as a center to their surrounding rural areas. In a way these areas have two centers: the big capital of the region but also the smaller town center of the area where people get some of the services and use the local markets.

<sup>7</sup> Shkodra district does also have significant part of the territory in the Alps, details in the regional annexes attached.

- Since there is a dense interaction between the LGUs, **the local boundaries do not match with the Functional Areas boundaries.**

## District of Durres Functional Areas



### Implication for the territorial reform:

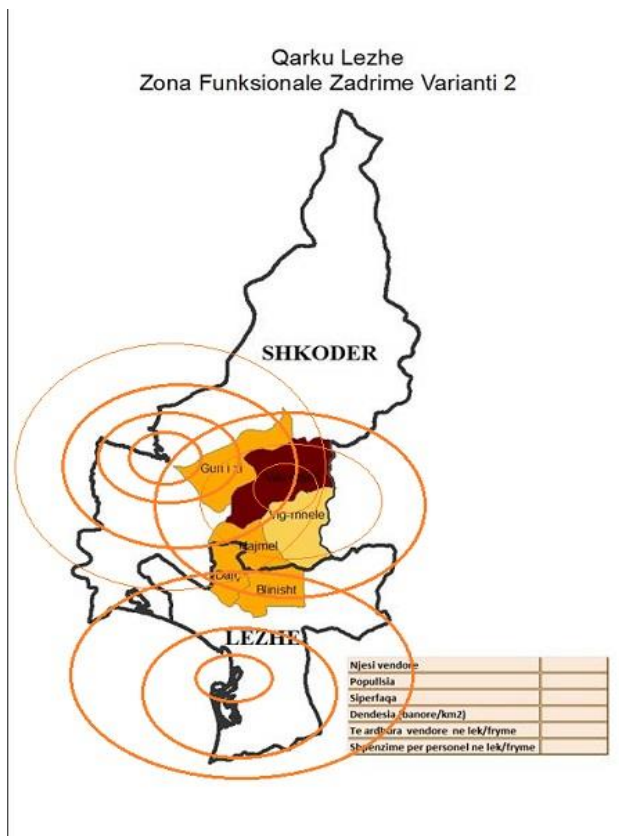
There are several solutions for proposing LGU mergers into bigger units. The study could serve to influence policy decisions in making important decisions i.e. go for really big LGUs around the big regional center or identify several LGUs with sub-regional character, hence choosing to strengthen the smaller towns as respective centers for their surrounding areas.

Figure 3 Example of a Polycentric FA – District of Durres

### 3) The cross border model.

This type of FA is an option more than a first choice in most of the districts where it emerges as a solution. It might include areas across borders of districts, regions or even nations (i.e Montenegro in Shkoder and Macedonia in Diber). The main features for this type of FA:

- It usually overlaps with the concentric model; the area might have two centers, one within its district and the other one across the district border. Further and more detailed research will be needed to investigate current and future trends of the area interaction.
- The cross-border area might be driven by **shared traditions** or **new economic realities** especially in the context of intensified international cross border cooperation intensification. In this second case the cohesion of the area is especially dependent on the development scenarios.



**Implication for the reform:** There are several solutions for the LGUs located close to the borders of a district or region. In the case of the functional areas across national borders, enhanced cross border collaboration is a more viable solution to improve efficiency of local governance.

Figure 4 Example of a cross border (regional border) FA – Zadrime between Shkoder and Lezhe regions

If the recommendations of the study on functional areas are to be used as a basis for the territorial reform in Albania, the “new map” will look quite differently from the current picture. The table below summarizes some key indicators of such a change.

Qark	First Level LGUs		Average population		Median Density <sup>8</sup>	
	Before	After	Before	After	Before	After
Dibër <sup>9</sup>	35	3-4	3,926 <sup>10</sup>	45,811	49	141
Durrës	16	4-5	16,424	36,692	203	250
Kukës	28	3	3,159	28,966	33	141
Lezhë	21	3-4	6,382	42,277	79	250
Shkodër	33	5-8	5,591	36,789	46	55
Total	133	18-24				

Detailed data and maps on the functional areas per each region are to be found in the regional annexes of the report alongside the respective interaction maps.

<sup>8</sup> The median is the middle value in a distribution. The value, in the table here presents the median “typical” current and future population density in the LGUs of the region. We use median to give an idea of the difference since average density will be the same.

<sup>9</sup> Details on the functional areas per each region are to be found in the regional annexes attached

<sup>10</sup> All the data on the population of LGUs in the report are taken from the 2011 Census.

#### **4. Conclusions and recommendations**

From our point of view, the functional area concept is workable and worthwhile. It considers economic realities and social geography as well as existing administrative trends as a starting point for the elaboration of an improved territorial structure. This approach is not a substitute for democratic decision-making; however, it facilitates rational and well informed policy making.

Should this approach be accepted by the decision makers and used for the territorial reform, the research team has the following main recommendations:

- As it can be shown from the data collected there is a variety of the features of the functional areas even within a given typology. For this reason, we recommend that the study on functional areas must be prepared for **all regions** of the country. It will be difficult to apply theoretical models in a territory without studying carefully its interactions first.
- The methodology was used for the first time in Albania. There is certainly room and need to **fine-tune the methodology** for broader replication.
- Proper application of the research approach **requires that capacities are built up;** all the stakeholders who will facilitate and participate in the reform process at local, regional and national level needs to be properly introduced to the research methodology.
- It was demonstrated that the **research can be carried out in a relatively short time frame** if a dedicated, knowledgeable and well organized research team is engaged. Methodological knowledge is required as well as good contacts and insights at the local level. However, team members should be independent personalities.
- Local authorities and interested citizens should be given sufficient time to digest the findings. At the same time a follow up analysis on local functions, incomes, development scenarios, impact on disparities will need to be carried out **before decisions are taken.**

## **Regional annexes:**

<b>Annex 1:</b>	<b>Summary of the FAs per each region</b>
<b>Annex 2:</b>	<b>Dibër region</b>
<b>Annex 3:</b>	<b>Durrës Region</b>
<b>Annex 4:</b>	<b>Kukës Region</b>
<b>Annex 5:</b>	<b>Lezhë Region</b>
<b>Annex 6:</b>	<b>Shkodër Region</b>

## Annex 1: Summary of the FAs per each region

<b>Main features/Qarks</b>	<b>Diber</b>	<b>Durrës</b>	<b>Kukës</b>	<b>Lezhë</b>	<b>Shkodër</b>
Local Units per FA	8 to 15	2 - 4	4 to 15	4 to 8	3 to 10
Population per FA	31,957 to 61,619	27,861 - 137,330	16,790 - 49,785	20,517 - 58,438	12644 - 102,132
Surface (km2)	755 to 877	93 - 259	401 - 1042	290 to 904	129 - 1040
Density (inhabitants/km2)	42 to 0	160 -1444	20 to 52	24 - 160	19 - 790
Own income in Leks/capita	1701 -1997	3,170 - 9,586	363 - 1,659	882 to 4,676	1265 - 4,703



## **Annex 2: Dibër Region**

**The main version**<sup>11</sup>. The concentric model can easily be identified in the region of Dibër. Three main FAs can be identified in the region corresponding to the district borders; and the respective centers of the FAs are the district center towns. The three FAs are Dibër, Bulqizë and Mat with Peshkopi, Bulqizë and Burrel as the respective centers.

**Determinant interactions**<sup>12</sup>: Consumption patterns and access to services.

**Other possible solutions**: The following other solutions were identified and discussed:

- 1) A Cross Border Functional (CBC) area around Dibra e Madhe town located across the border with Macedonia. The CBC area could include the communes of Maqellare in Dibër district and communes of Shupenzë, Gjoricë, Ostren and Trebisht in the Bulqizë district. The area communicates via two border crossings with Dibër e madhe and surrounding areas in Macedonia.
- 2) In the district of Mat, another potential functional area could be designed around Klos municipality to include the surrounding communes of Suç, Xibër and Gurrë.
- 3) Peripheral communes must be examined more carefully to understand the intensity of the linkages with the respective district centers or other centers in other districts (i.e Ulëz etc.) and to discuss further options.

Maps and data for the functional areas of the region can be found below.

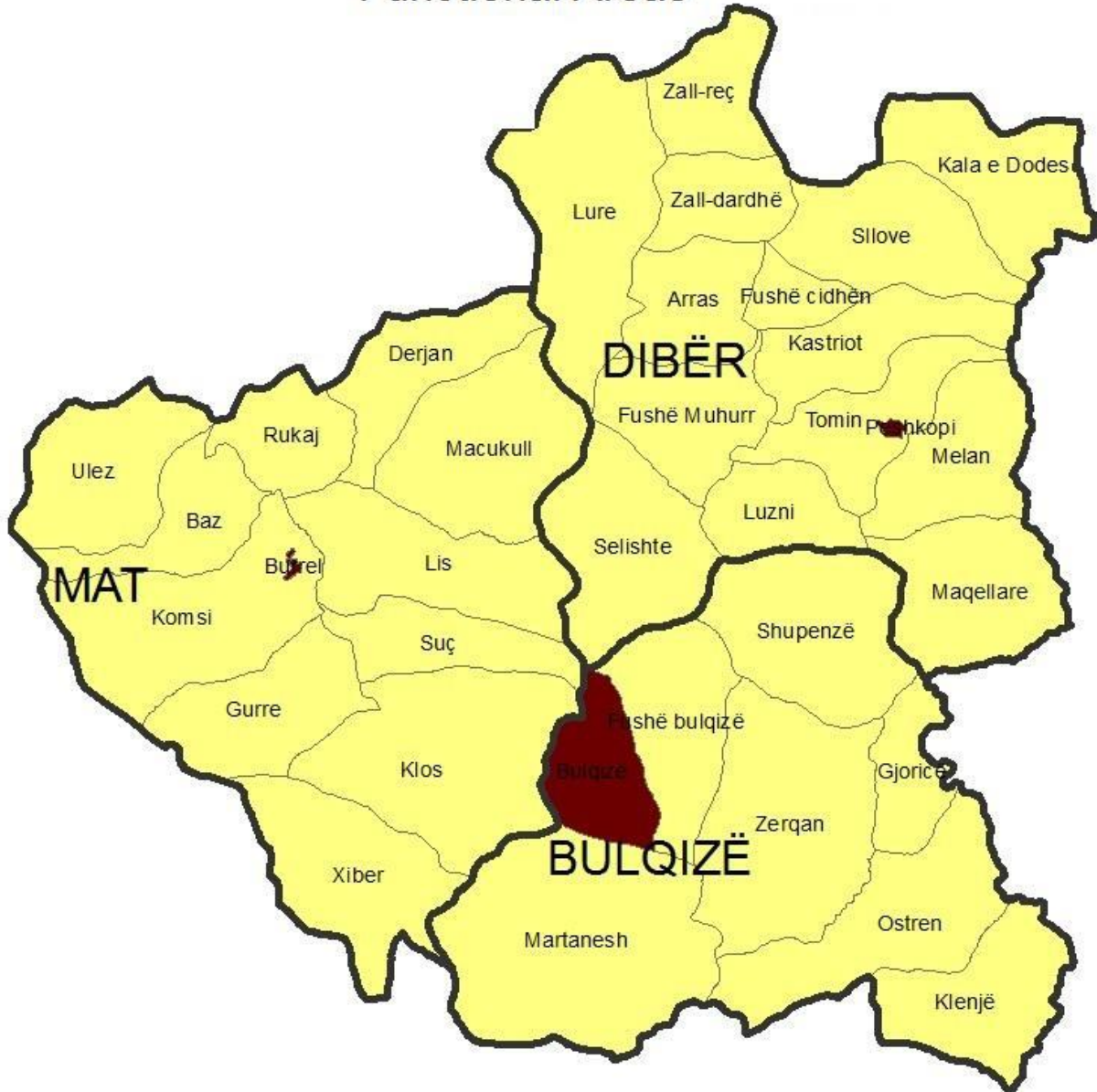
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<sup>11</sup> Per each region, the main version of the proposal for the functional area is shown here, several solutions are discussed more in details in the individual reports prepared for per each region.

<sup>12</sup> This section highlights the most important interaction/s that led to the proposal of the functional area.

Dibër Functional Areas - The map of the region

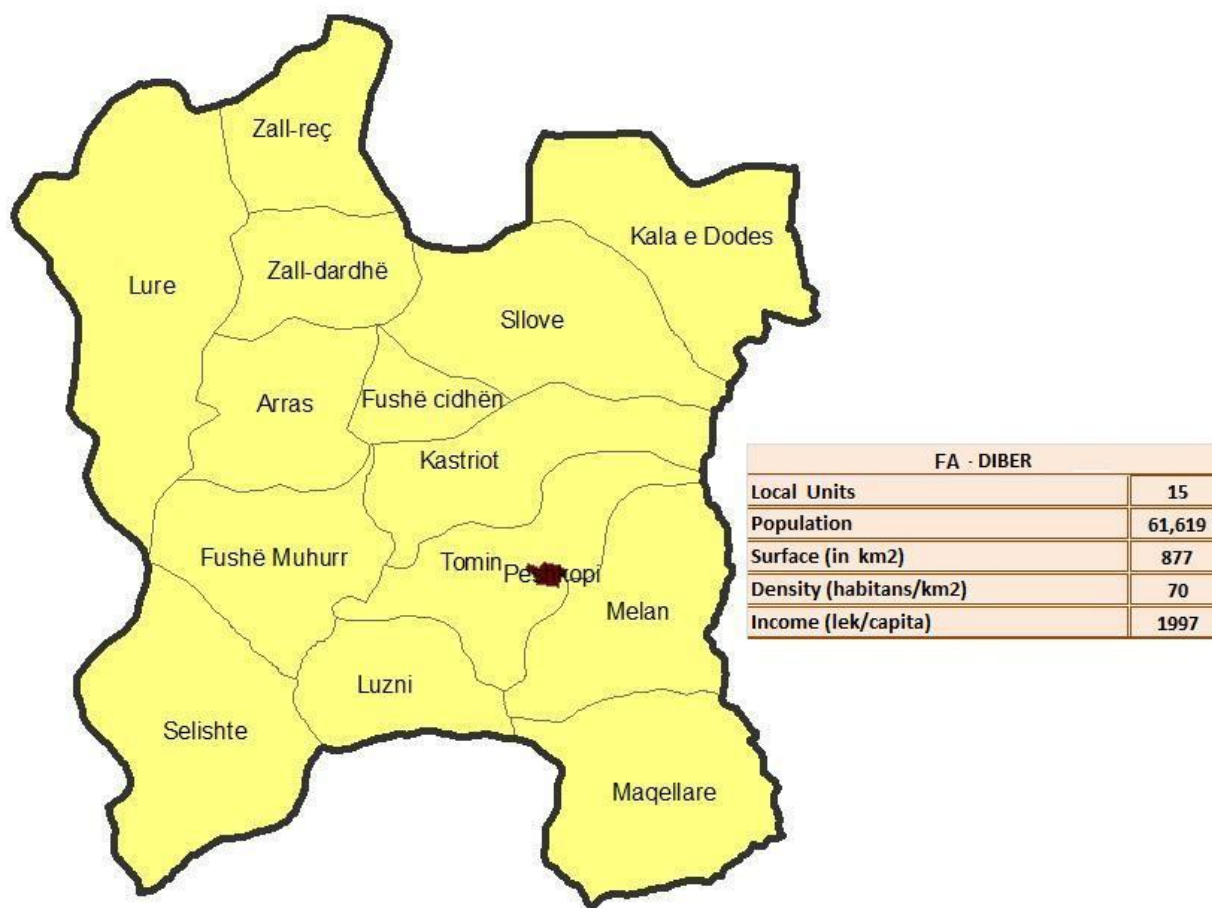
## Diber County Functional Areas



## Dibër Functional Areas- Maps and main Data

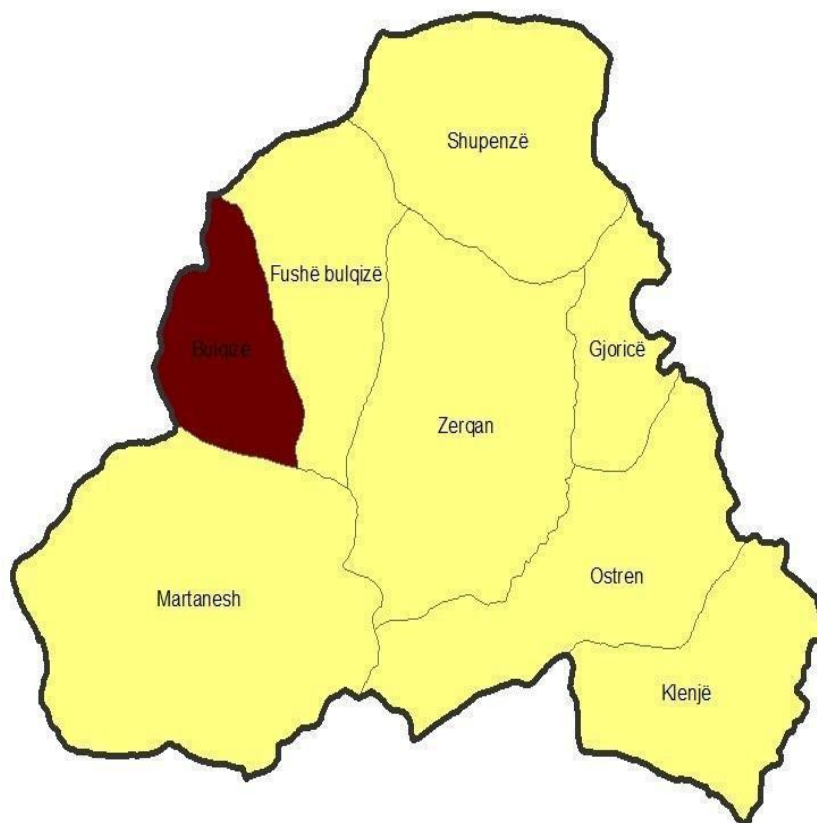
### Functional Area Dibër

#### District of Diber Functional Area



## Functional Area Bulqizë

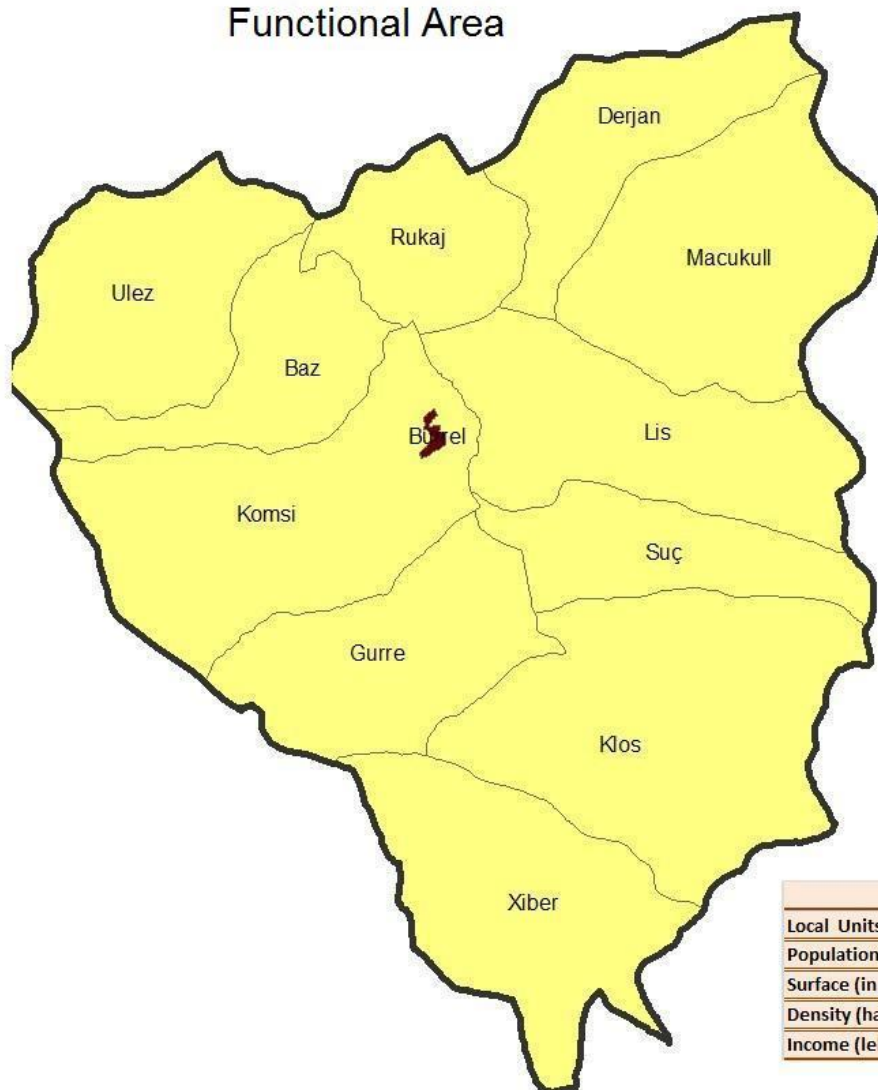
### District of Bulqize Functional Area



'FA - BULQIZE	
Local Units	8
Population	31,597
Surface (in km <sup>2</sup> )	755
Density (habitans/km <sup>2</sup> )	42
Income (lek/capita)	1973

## Functional area Mat

### District of Mat Functional Area



FA - Mat	
Local Units	12
Population	44,218
Surface (in km <sup>2</sup> )	847
Density (habitans/km <sup>2</sup> )	52
Income (lek/capita)	1701

### Interaction maps – Employment

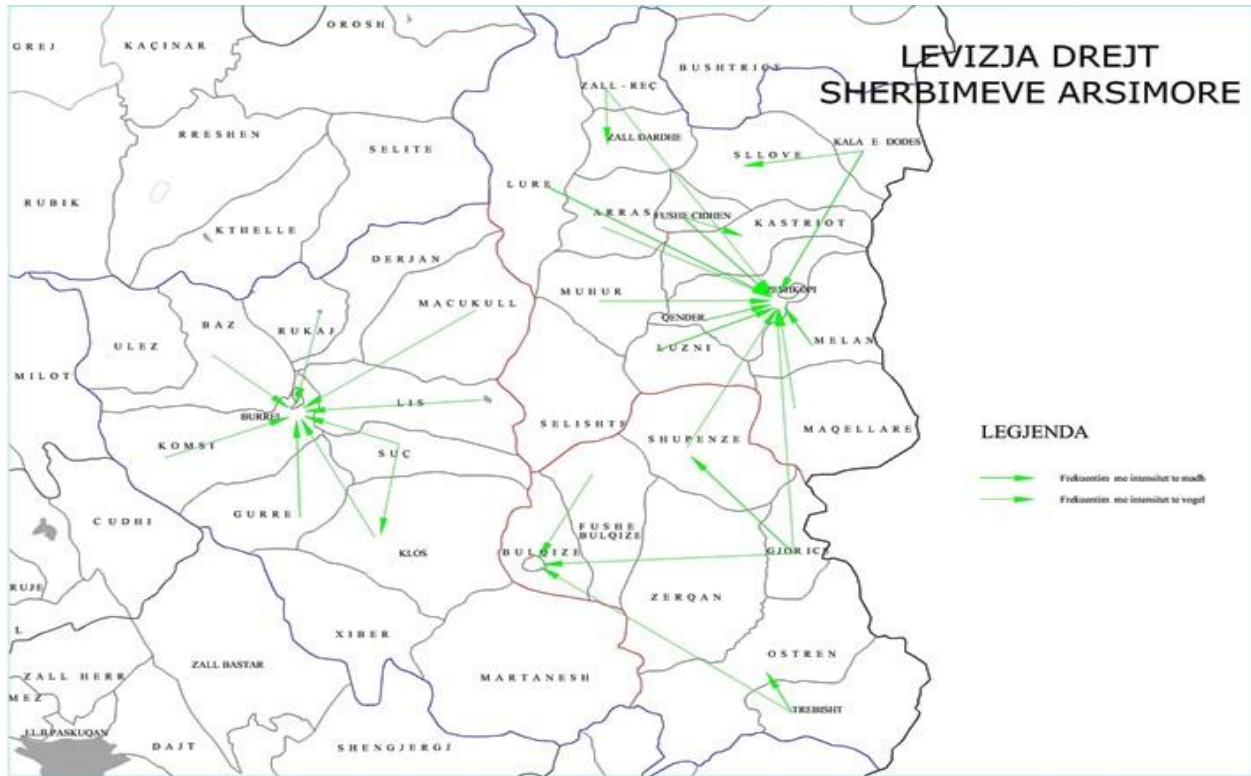


### Interaction maps –Consumption

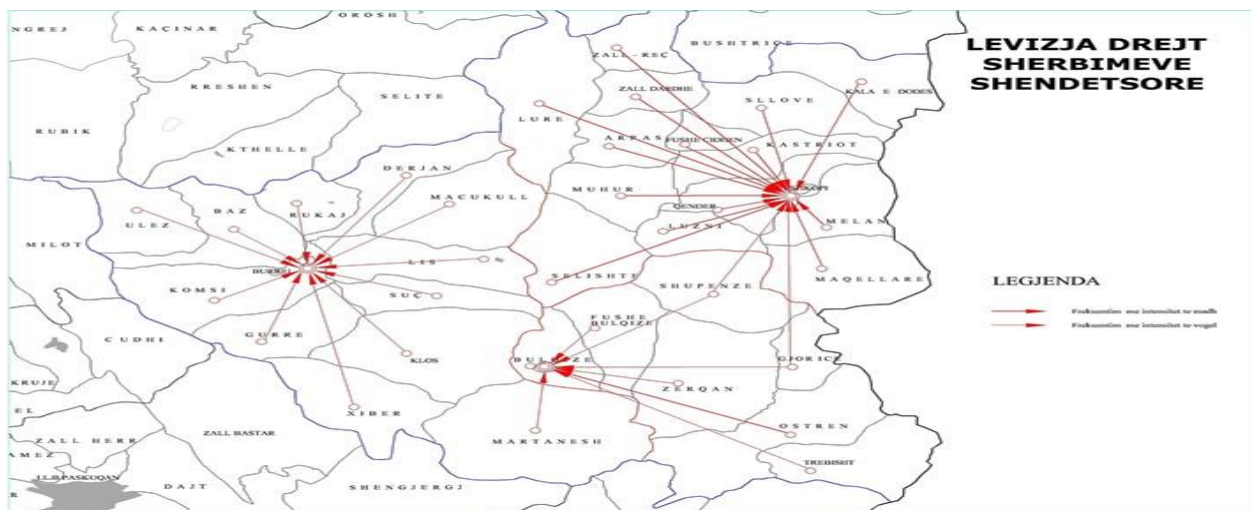




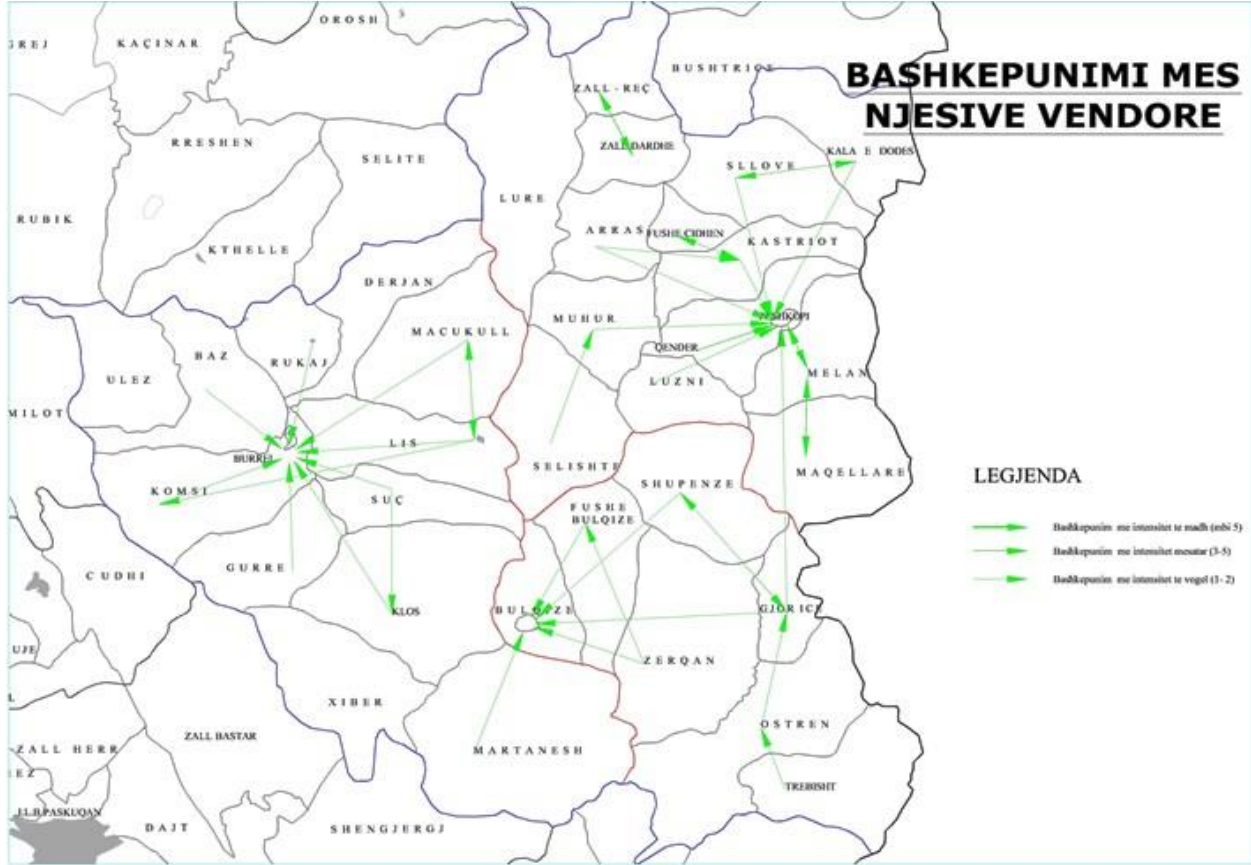
Interaction maps –Education – Movement towards secondary schools



Interaction maps –Health – Movement towards health services



Interaction maps –Inter LGu cooperation





## **Annex 3: Durrës Region**

**The main version.** Durrës is a clear example of the polycentric model, especially in the Durrës district. Four functional areas could be identified in the region, one in the Krujë district and three other ones in the Durrës district. The respective FA centers are Durrës (Durrës – Rrashbull) , Shijak (Shijak - Xhafzotaj-Gjepale-Maminas), Manëz (Manëz, Sukth, Ishëm, Katund i ri) and Fushë Krujë (Krujë, Fushë Krujë, Cudhi, Kodër Thumanë).

**Determinant interactions**<sup>13</sup>: Employment and consumption patterns , access to services especially important for the Manëz-Sukth FA.

**Other possible solutions:** The following other solutions were identified and discussed:

Durrës district:

- 1) Instead of one FA in the Manëz- Sukth area have two separate ones; one for Manëz-Ishëm group and another one for Sukth-Katund i Ri. Although Sukth is a bigger municipality in terms of population, some of the Sukth villages get services in Manëz due to its central location and connectivity.
- 2) Some villages of Katund i Ri (i.e. Rinia) are closely linked to Durres for all the services. Some villages of Maminas are more closely linked to Manëz than Shijak.
- 3) Ishëm villages are connected to Bubq (mostly traditional villages) due also to an improved road connection.

Krujë district:

- 1) Demographic and economic trends locate the center of the functional area in the town of Fushë Krujë while traditionally and administratively (also due to historical reasons) the town of Krujë can be the center of the FA.
- 2) The commune of Bubq is related to Ishëm but also (economically) to Vora municipality in Tirana Region.
- 3) The commune of Nikël is part of a functional area with the center in Kamëz, Tirana district.

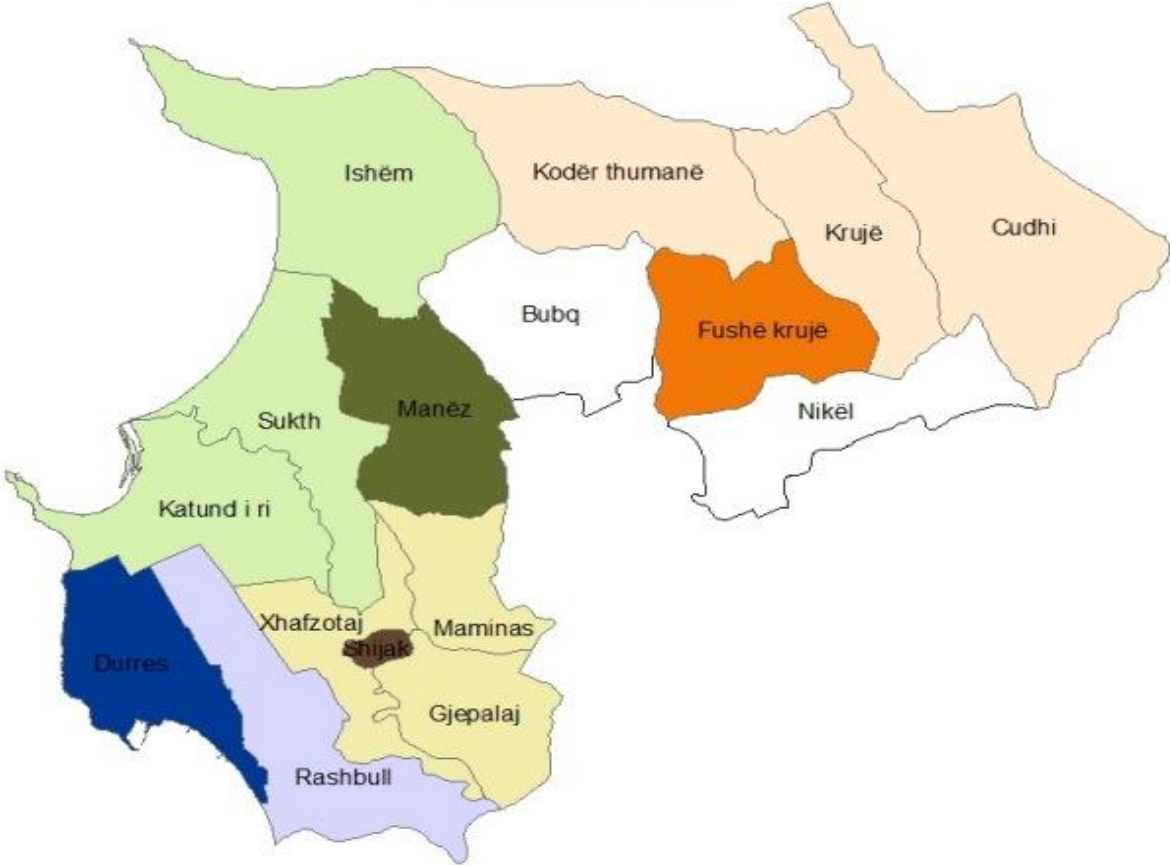
Maps and data for the functional areas of the region can be found below.

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<sup>13</sup> This section highlights the most important interaction/s that led to the proposal of the functional area.

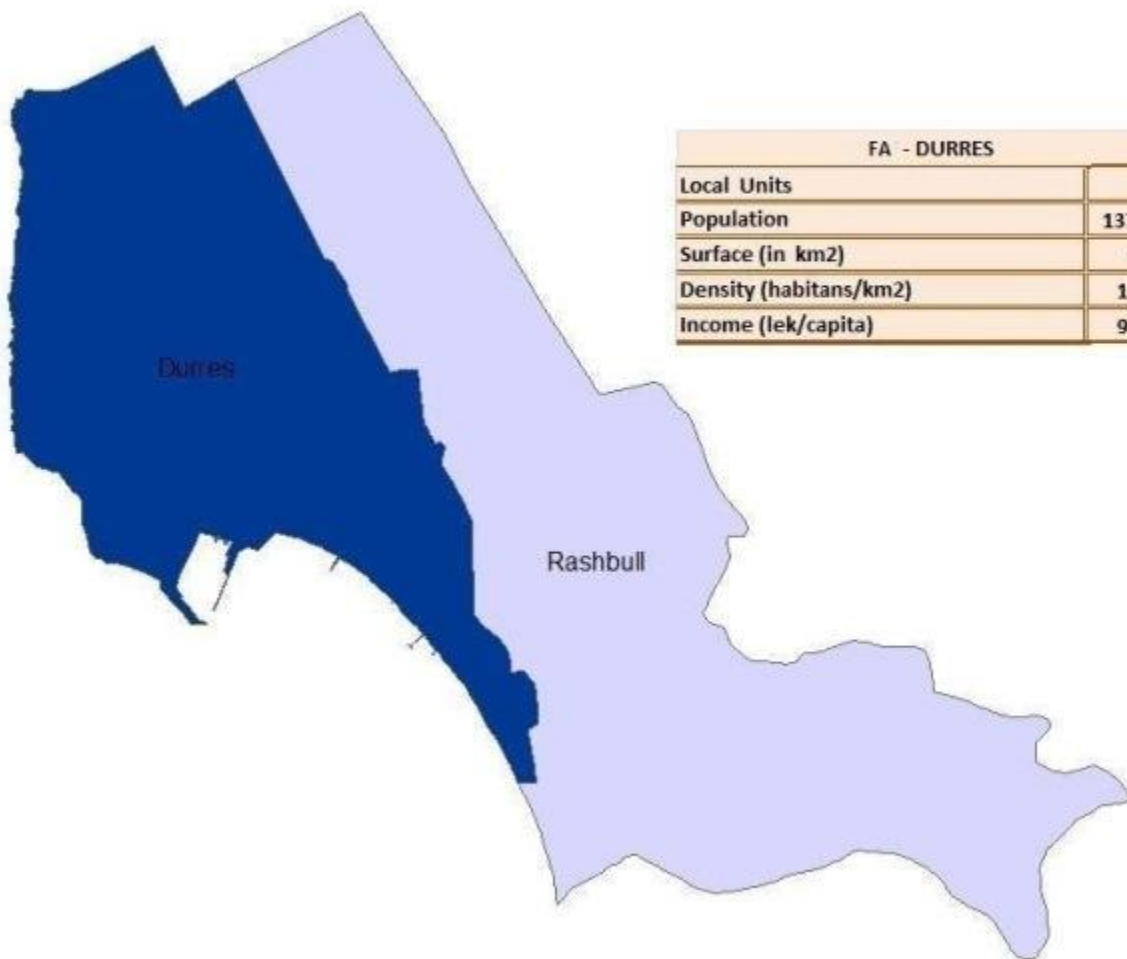
Durrës Functional Areas - The map of the region

### Durrës County Functional Areas



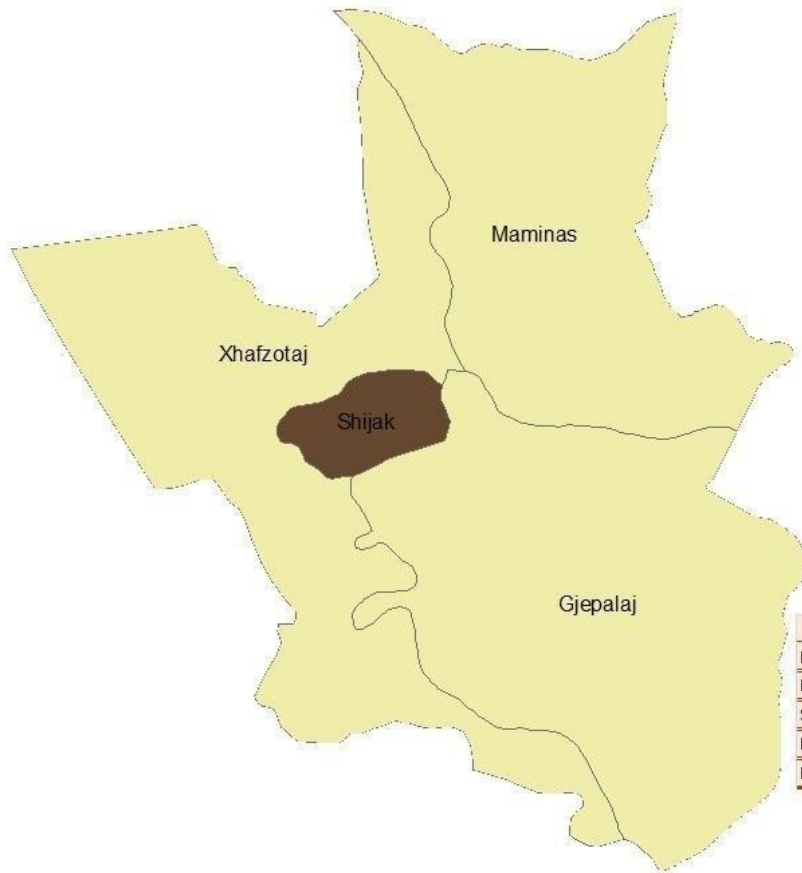
## Durrës Functional Areas - Maps and main Data

### Durres Functional Area



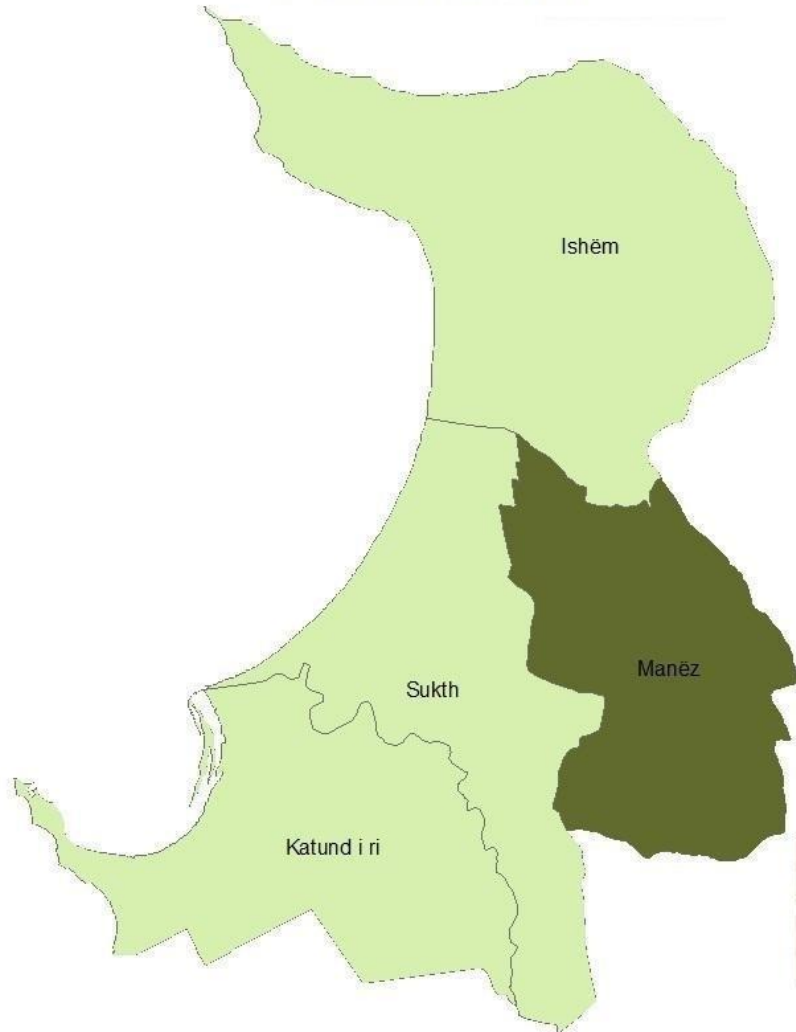
FA - DURRES	
Local Units	2
Population	137,330
Surface (in km <sup>2</sup> )	95
Density (habitans/km <sup>2</sup> )	1444
Income (lek/capita)	9586

## Shijak Functional Area



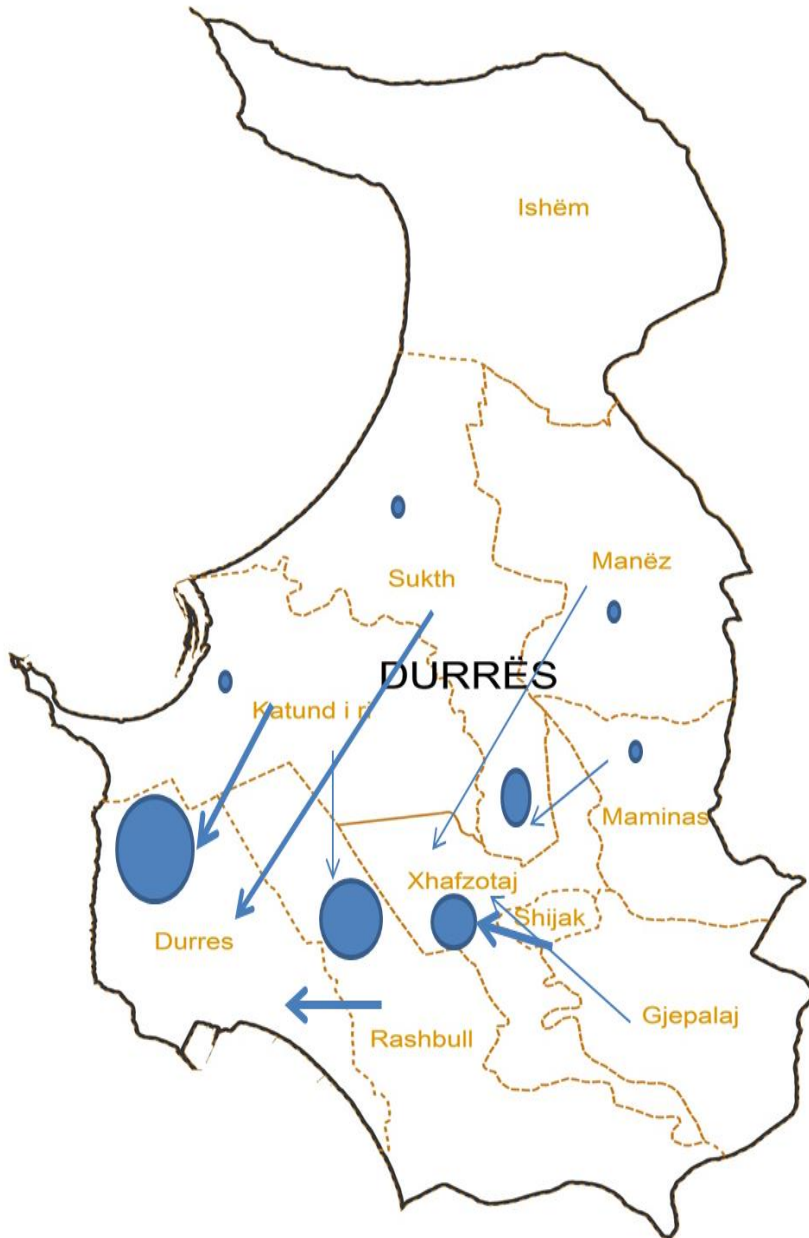
FA - SHIJAK	
Local Units	4
Population	27,861
Surface (in km <sup>2</sup> )	92.9
Density (habitans/km <sup>2</sup> )	300
Income (lek/capita)	6143

## Sukth - Manéz Functional Area

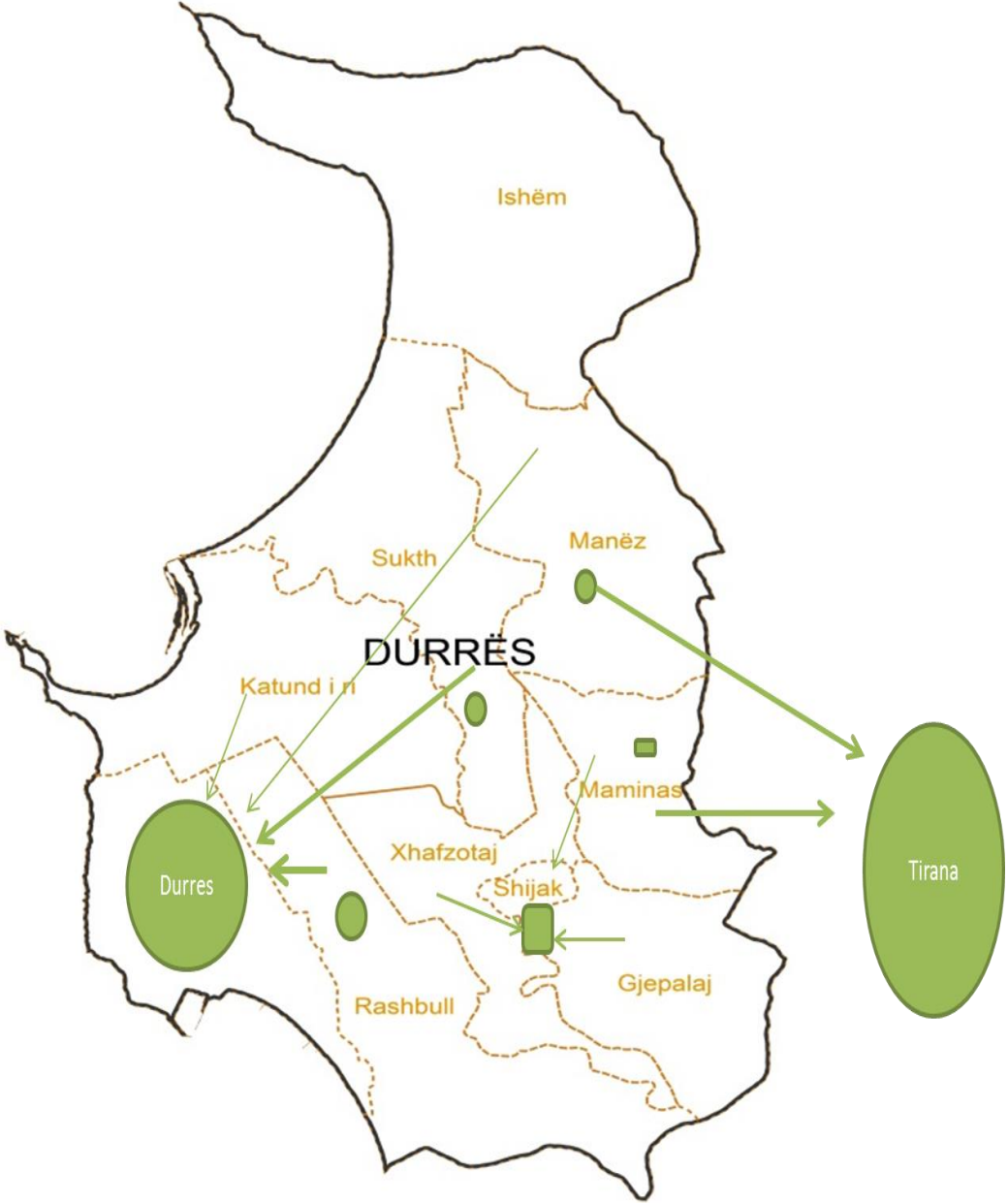


FA - SUKTH MANEZ	
Local Units	4
Population	37,780
Surface (in km <sup>2</sup> )	235
Density (habitans/km <sup>2</sup> )	160
Income (lek/capita)	3170

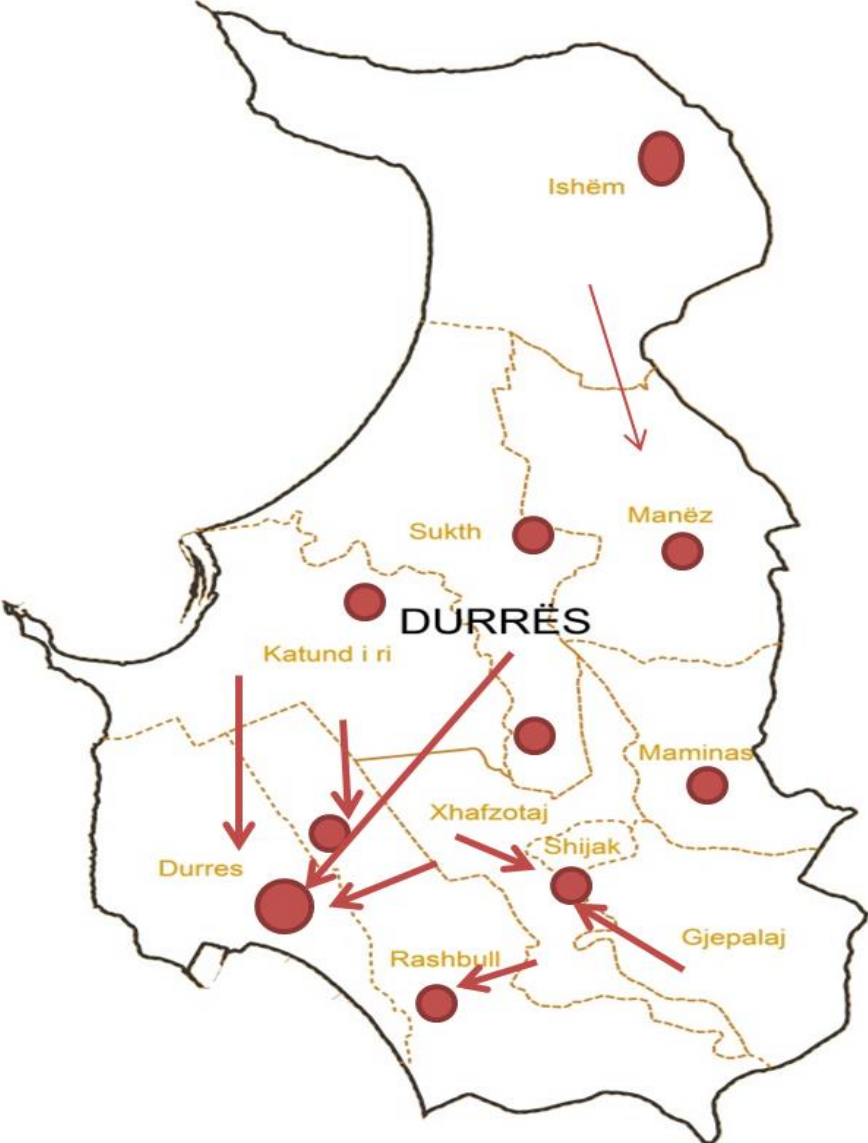
Interaction maps – Employment



Interaction maps – Consumption

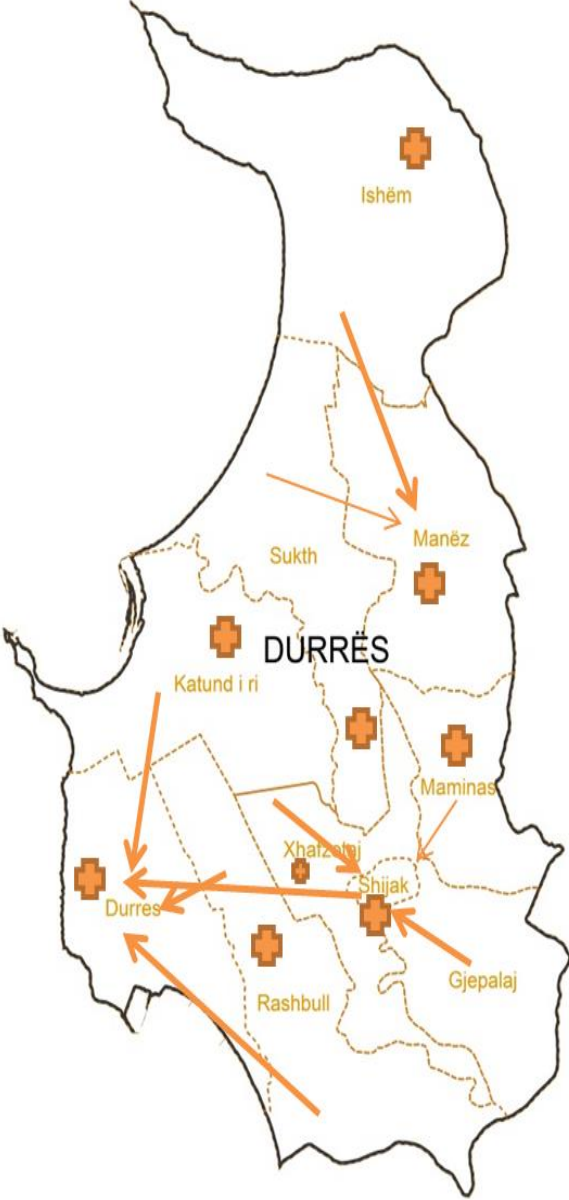


Interaction maps – Education





Interaction maps – Health Services



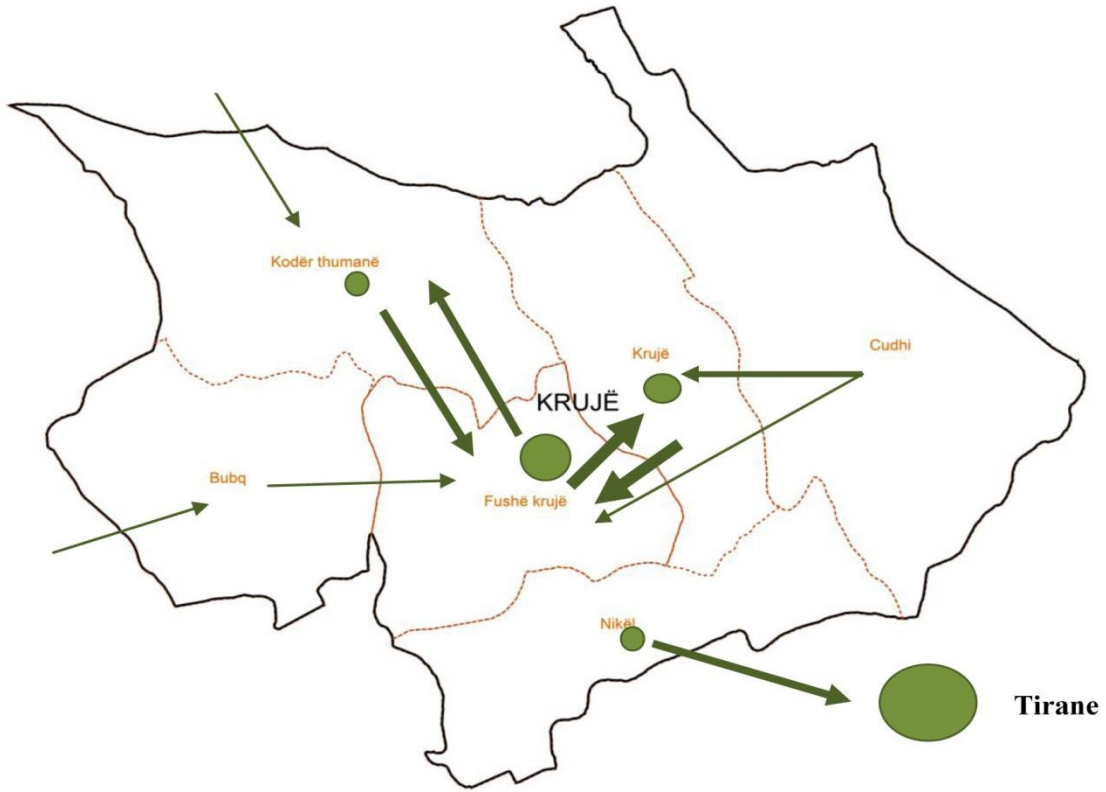
## Functional area Fushë Krujë- Krujë

### District of Kruje Functional Area

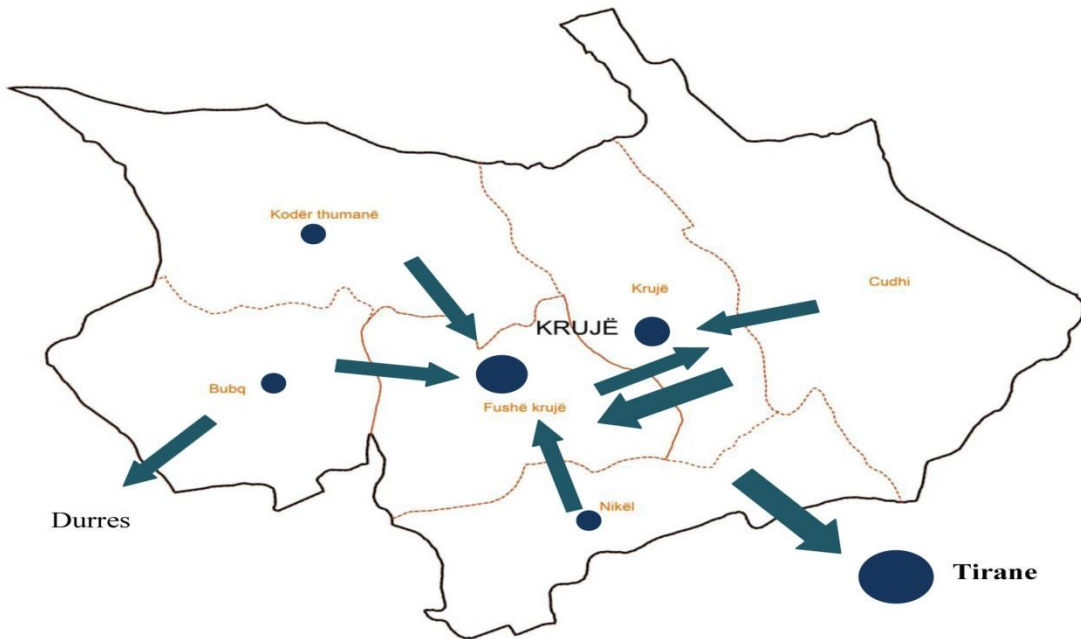


FA - KRUJE	
Local Units	4
Population	44,345
Surface (in km <sup>2</sup> )	259
Density (habitans/km <sup>2</sup> )	171
Income (lek/capita)	3408

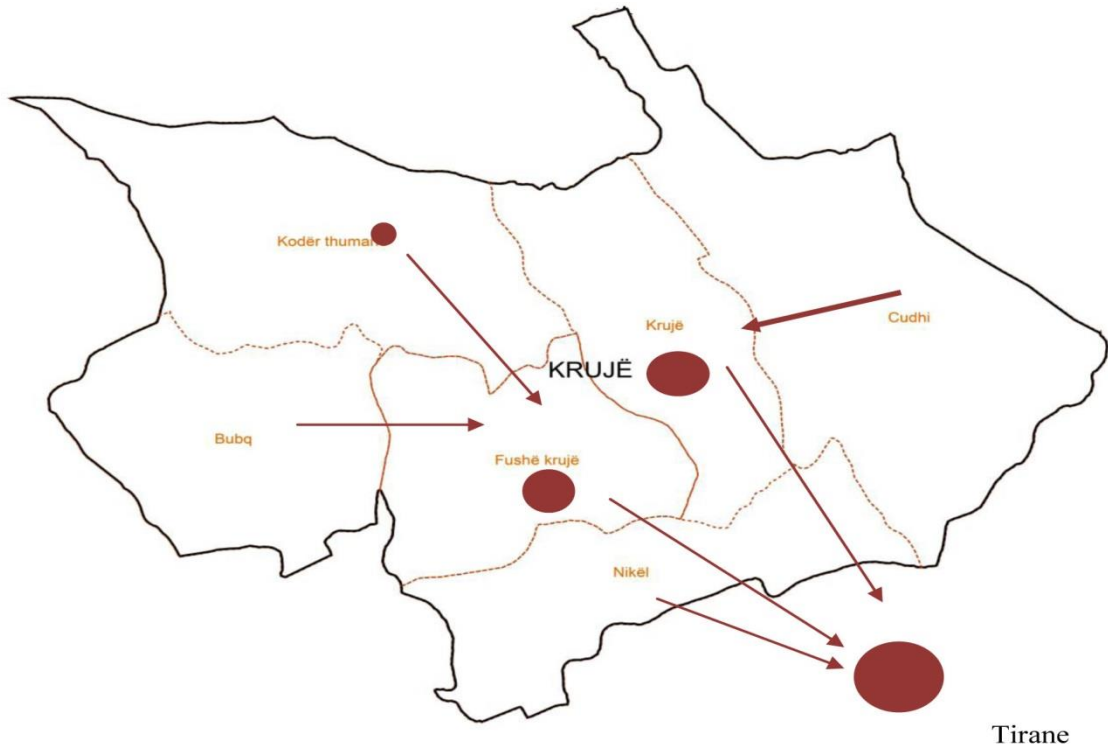
### Interaction maps – Employment



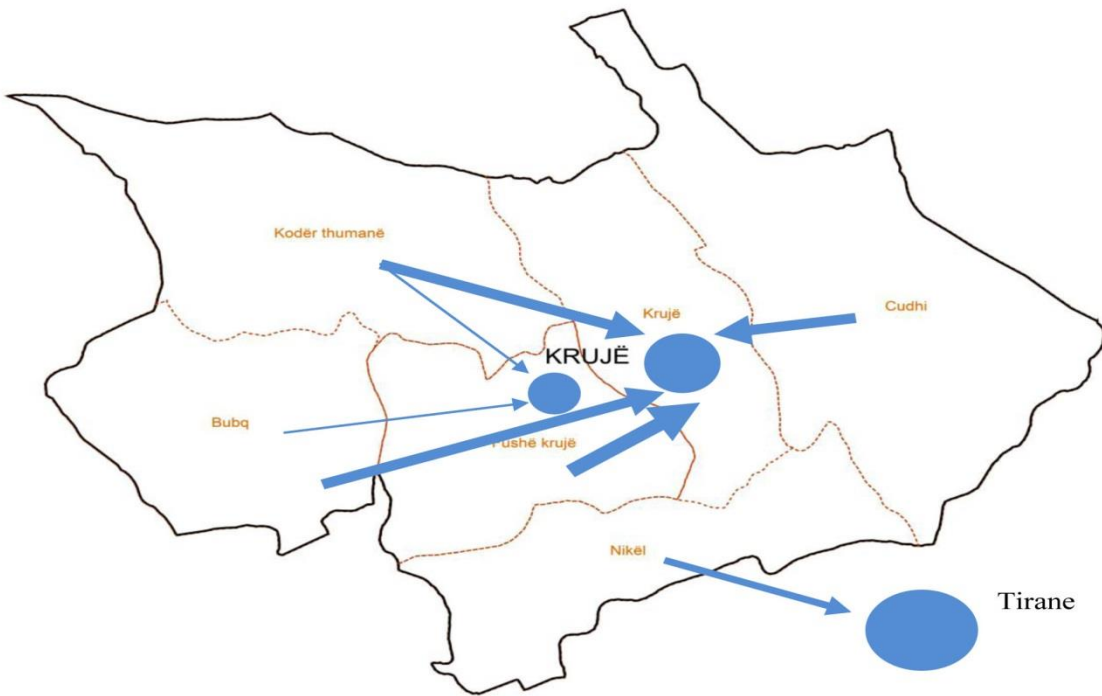
### Interaction maps –Consumption



Interaction maps –Education



Interaction maps –Health



## **Annex 4: Kukës Region**

**The main version.** The concentric model can be easily identified in the region of Kukës. Three main Functional Areas can be identified here. They correspond to the district borders and the respective centers are the district center towns. The three FAs are Kukës, Has and Tropojë with Kukës, Krumë and Bajram Curri as respective centers.

**Determinant interactions:** Employment and consumption patterns with the access to services especially important for Has FA.

**Other possible solutions:** The following solutions were identified and discussed:

- 1) A Cross Border Functional area around Shishtavec with intensive linkages with the commune of Dragash in Kosovo. Shishtavec is a weak centre compared to Kukës even for the very close communes and the road under reconstruction will bring Kukës much closer.
- 2) Peripheral communes must be examined more carefully to understand the intensity of the linkages with the respective district centers or other centers. These include the communes Kalis and Gryke Caje for linkages with Peshkopi or Gjinaj (Has) between Krumë and Kukës.

Maps and data for the functional areas of the region can be found below.

Kukës Functional Areas- The map of the region

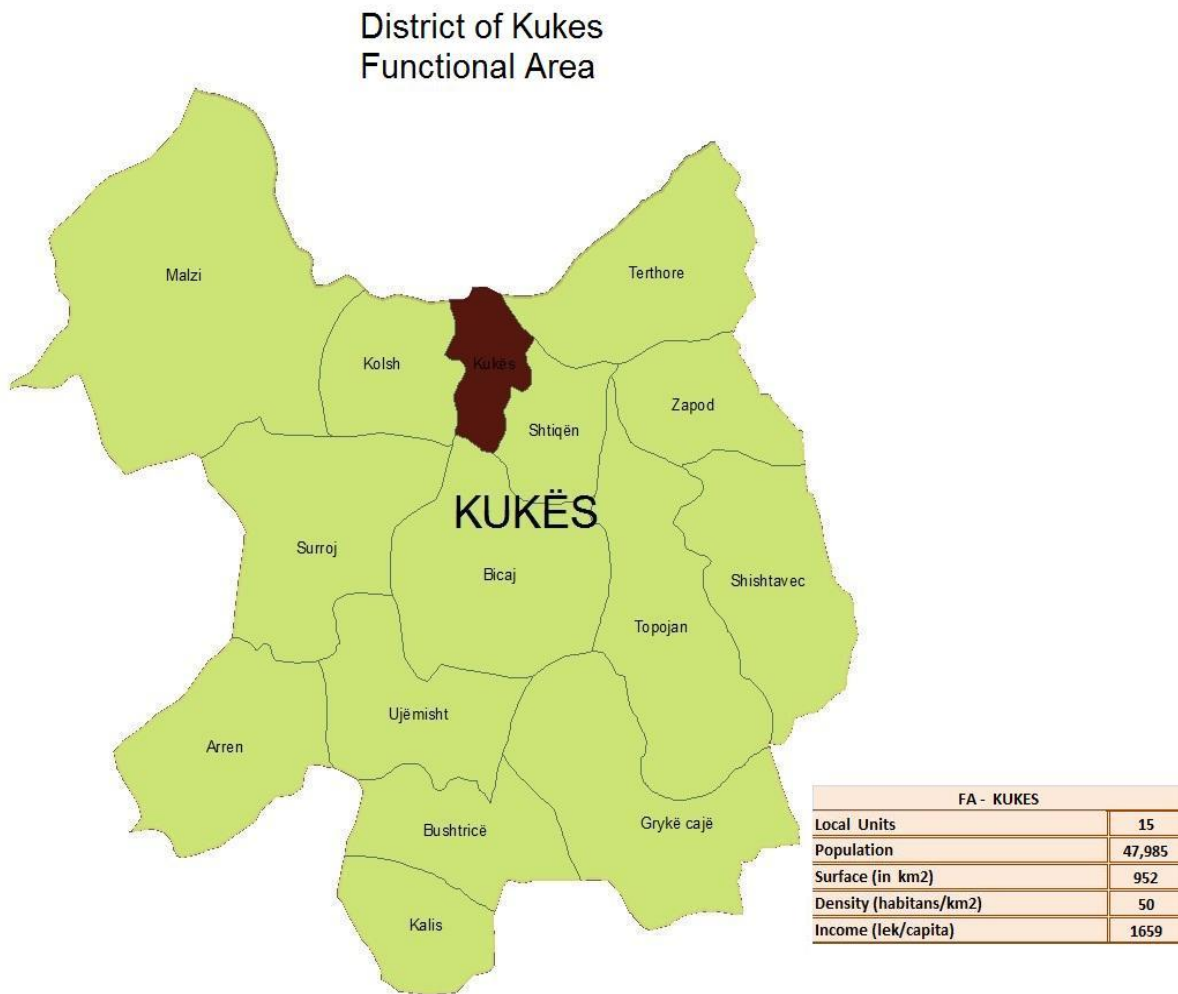
## Kukes County Functional Areas



|

## Kukës Functional Areas- Maps and main Data

### Functional Area Kukës



## Functional Area Tropojë

### District of Tropoje Functional Area

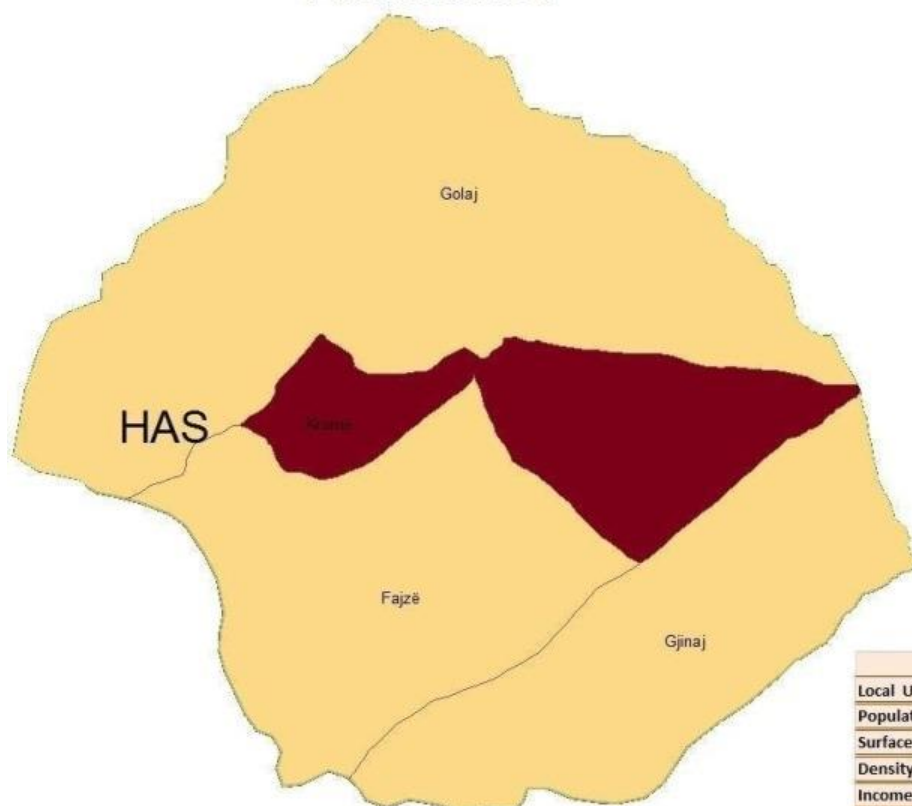


FA - TROPOJE	
Local Units	8
Population	20,517
Surface (in km <sup>2</sup> )	1042
Density (habitans/km <sup>2</sup> )	20
Income (lek/capita)	651



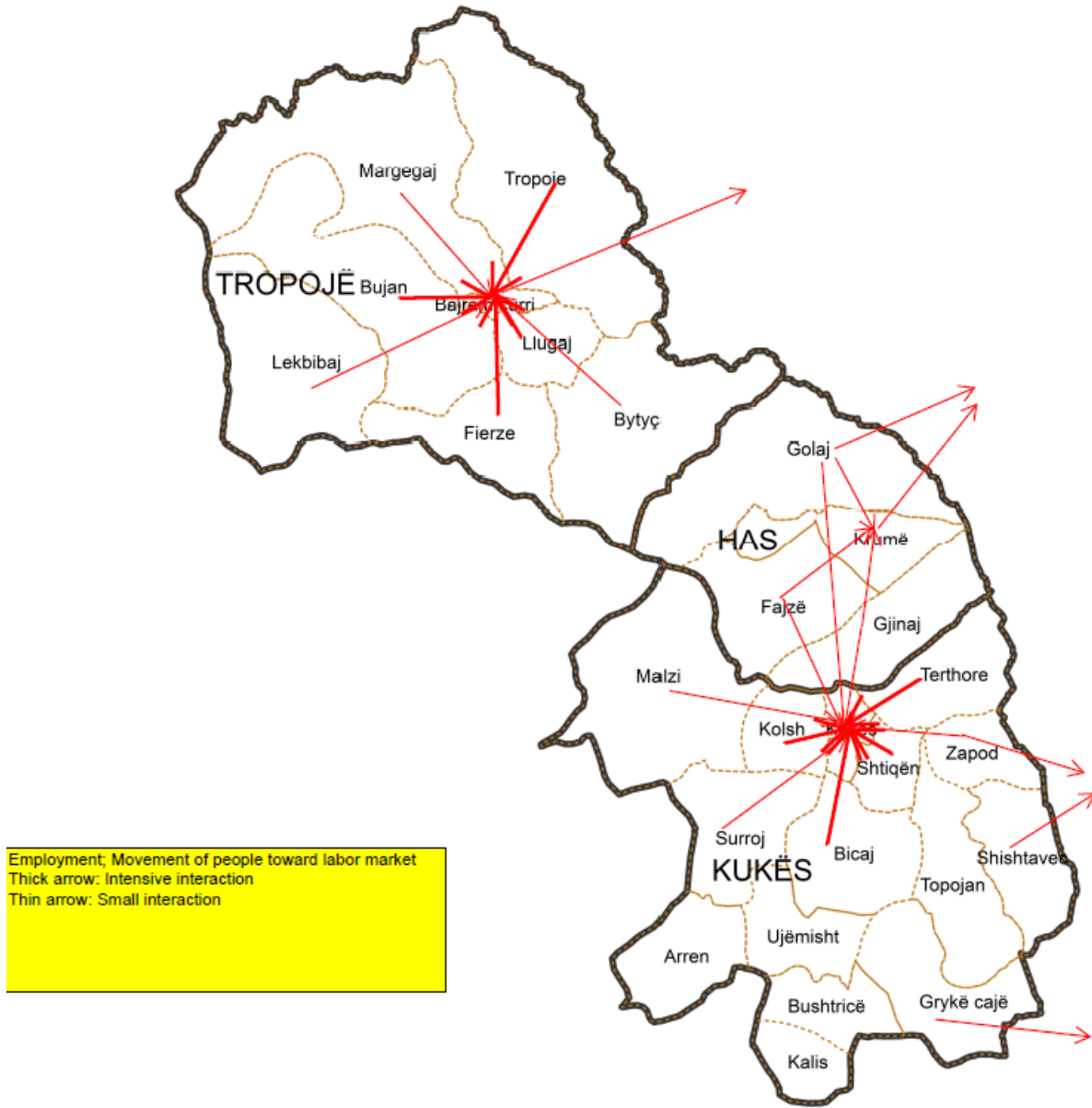
## Functional area Has

### District of Has Functional Area

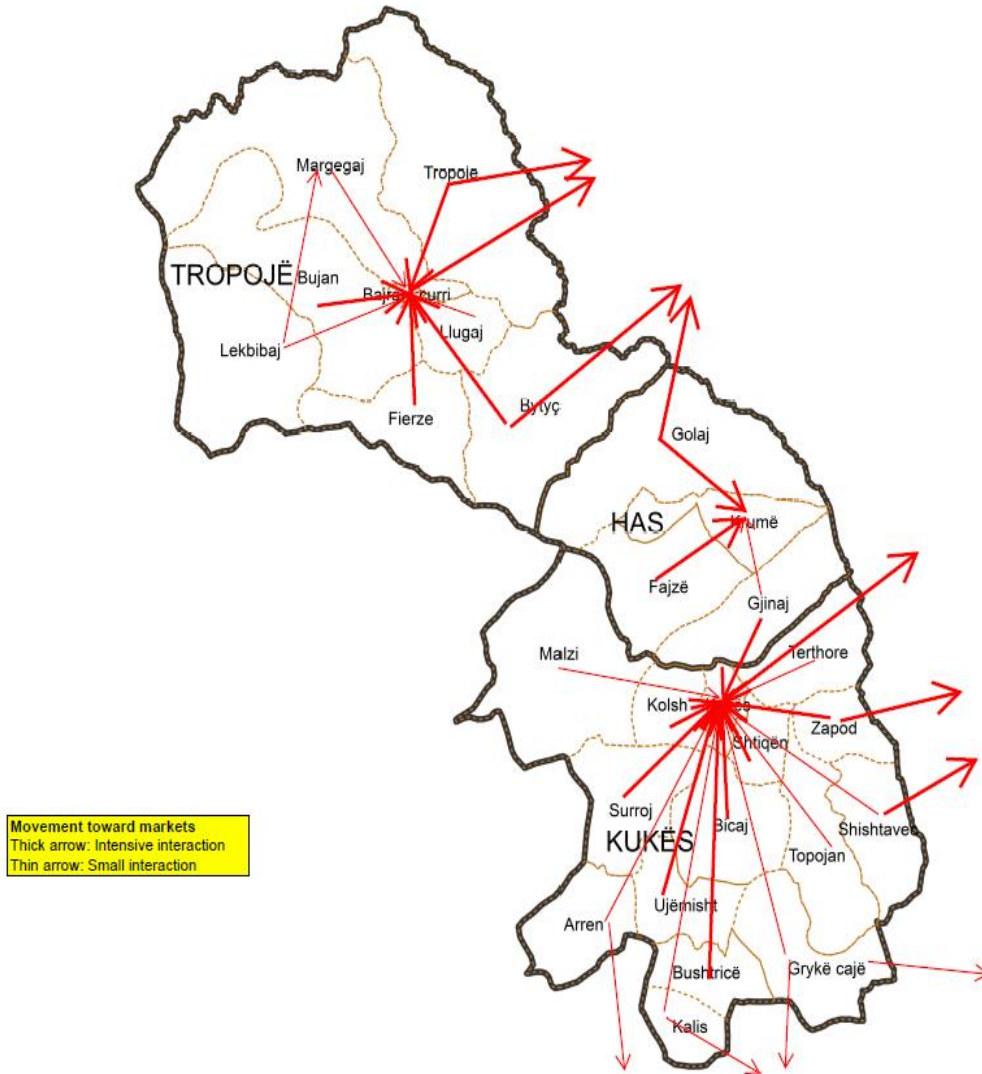


FA - Has	
Local Units	4
Population	16,790
Surface (in km <sup>2</sup> )	401
Density (habitans/km <sup>2</sup> )	42
Income (lek/capita)	363

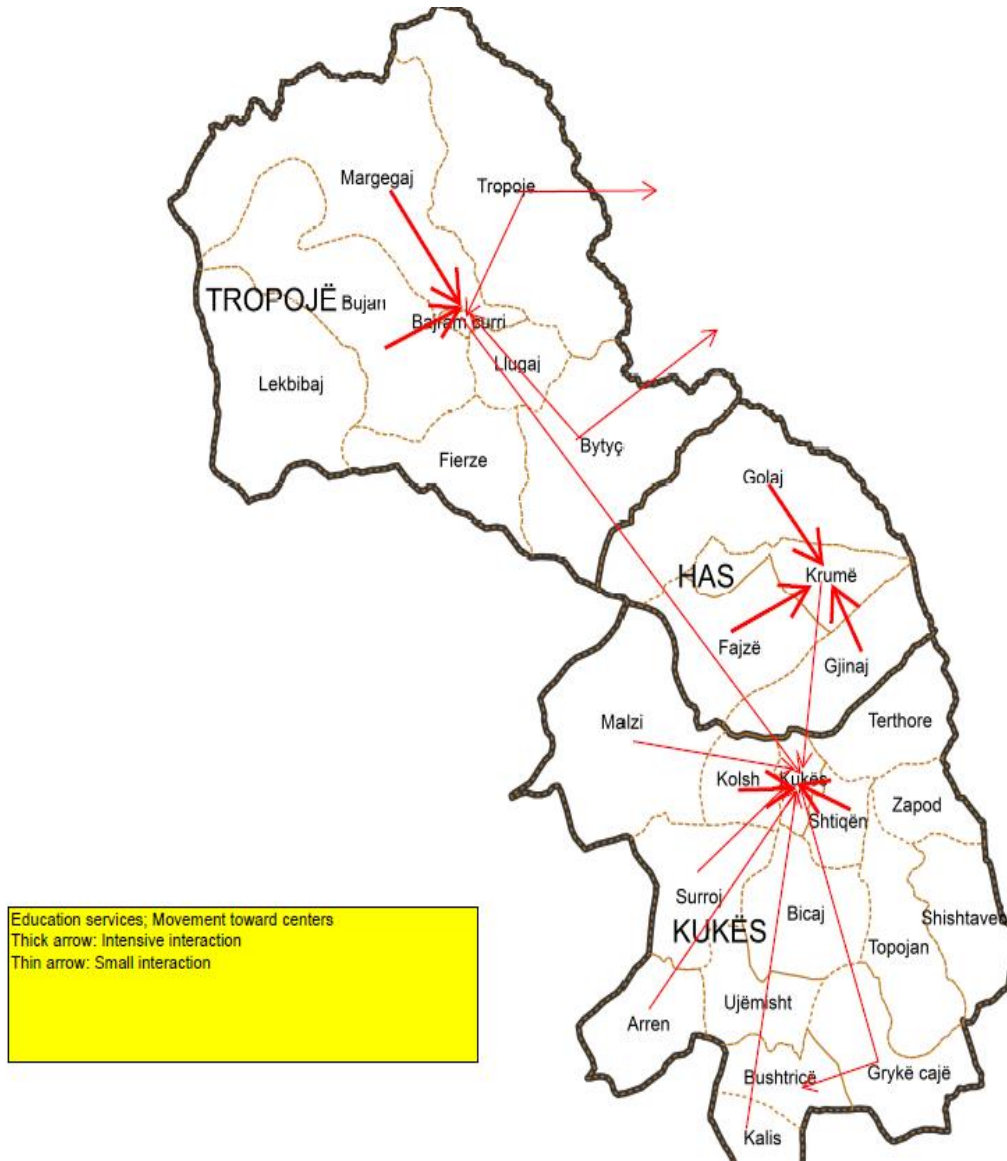
### Interaction maps – Employment



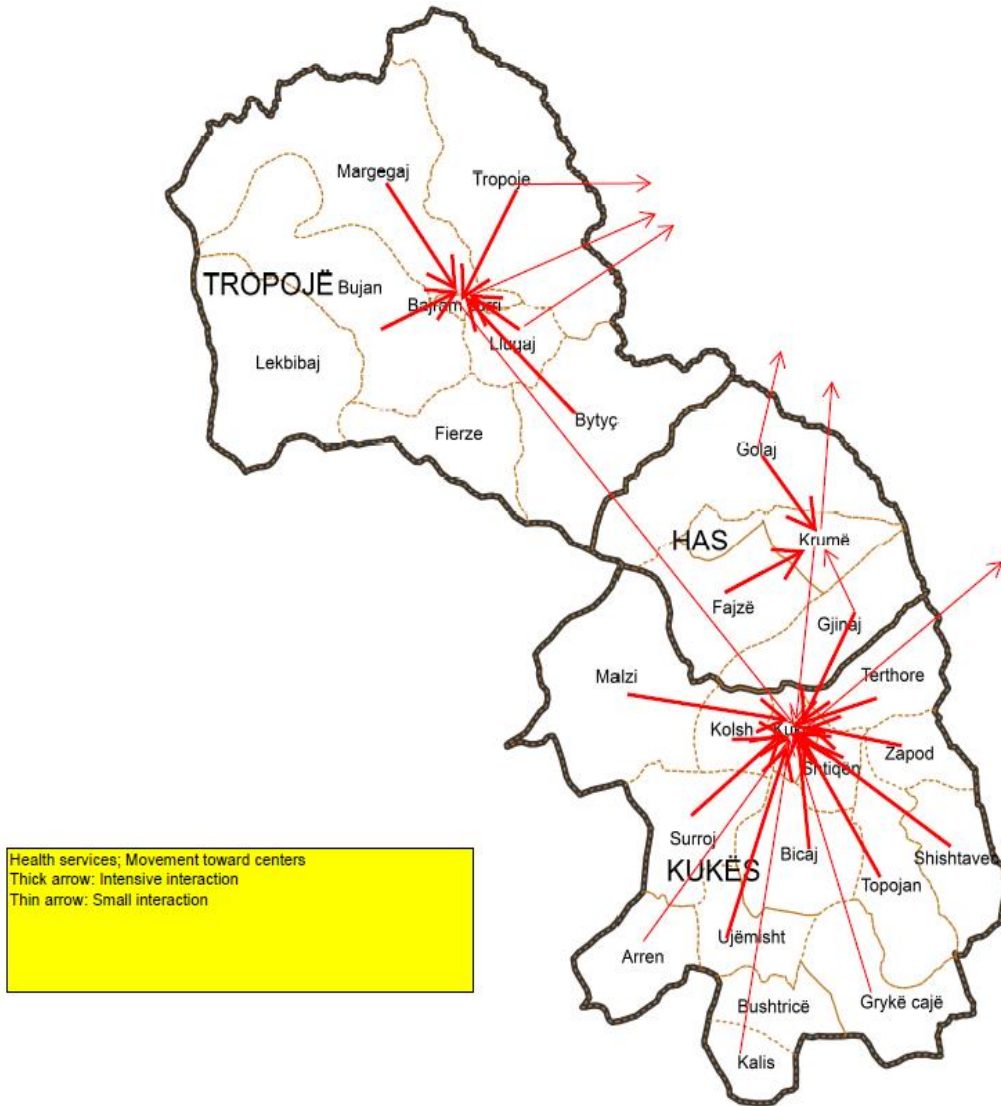
## Interaction Maps – Consumption



## Interaction maps – Education



### Interaction maps – Health services



## **Annex 5: Lezhë Region**

**The main version.** The Lezha region displays characteristics of both concentric model (Mirdita) and the cross border one (Lezha district). Four functional areas are identified in the region; three of the FA-s match with the district borders (Lezhë, Mirditë and Kurbin) with the respective centers in Lezhë, Rrëshen and Laç and a fourth FA Zadrime , that has the center in Shkodra region (Vau i Dejës) including two communes from Lezha district.

**Determinant interactions:** Consumption patterns with the Interlgu cooperation important in the Zadrime FA.

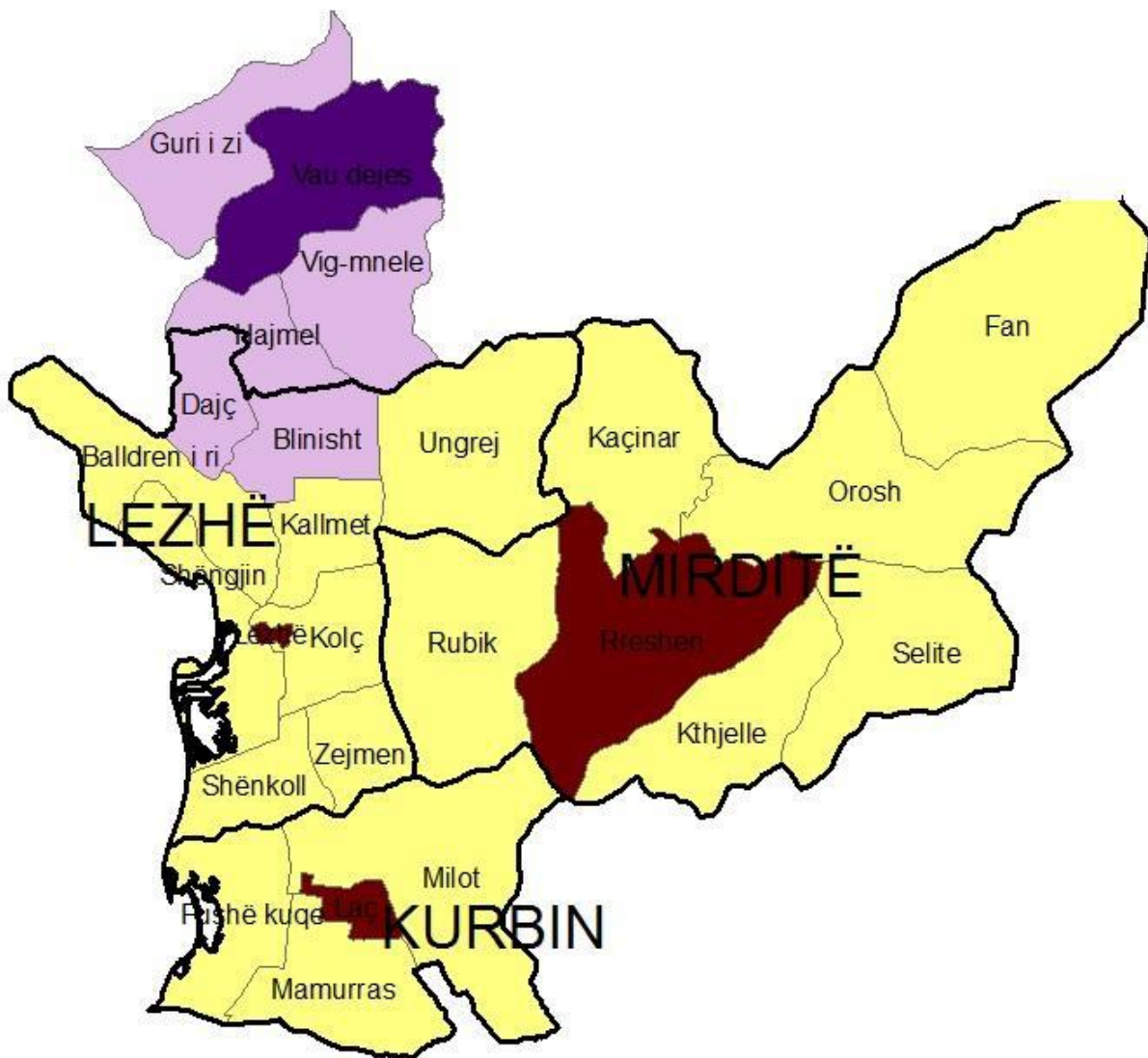
**Other possible solutions:** The following other solutions were identified and discussed:

- 1) Three functional areas instead of four fully matching with the district borders where Dajç and Blinisht stay with the Lezhë district.
- 2) Three functional areas in the district of Lezhë , a first one around Lezhë (Shëngjin, Balldre) a second one around Shënkoll (Zejmen , Kolc) and a third one combining communes of Zadrime (Dajç, Blinisht) with Kallmet. No clear centers could be indentified in the second and third option; Lezha town is clearly the center for most of the villages of the district.
- 3) Ungrej commune in the district of Lezha could also be together (mostly due to traditions) with the Kacinar commune in the Mirdita district.

Maps and data for the functional areas of the region can be found below.

Lezhë Functional Areas- The map of the region

## Lezhe County Fuctional Areas

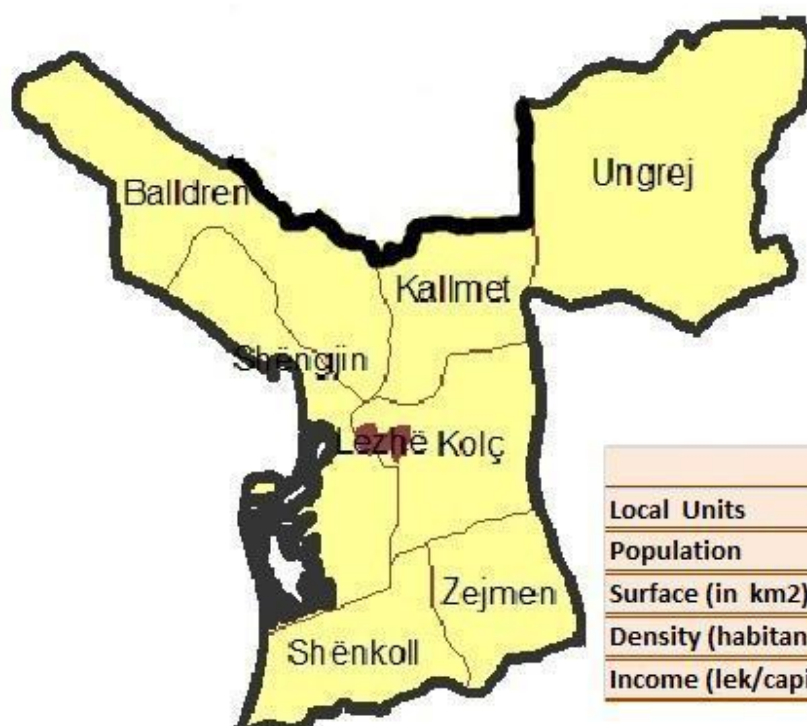




## Lezhë Functional Areas- Maps and main Data

### Functional area Lezhë

## District of Lezhe Functional Area



FA - LEZHE	
Local Units	8
Population	58,438
Surface (in km <sup>2</sup> )	412
Density (habitans/km <sup>2</sup> )	142
Income (lek/capita)	4676



**Functional area Kurbin**

**District of Kurbin  
Functional Area**



FA - KURBIN	
Local Units	4
Population	46,291
Surface (in km <sup>2</sup> )	290
Density (habitans/km <sup>2</sup> )	160
Income (lek/capita)	1892

**Functional area Mirditë**

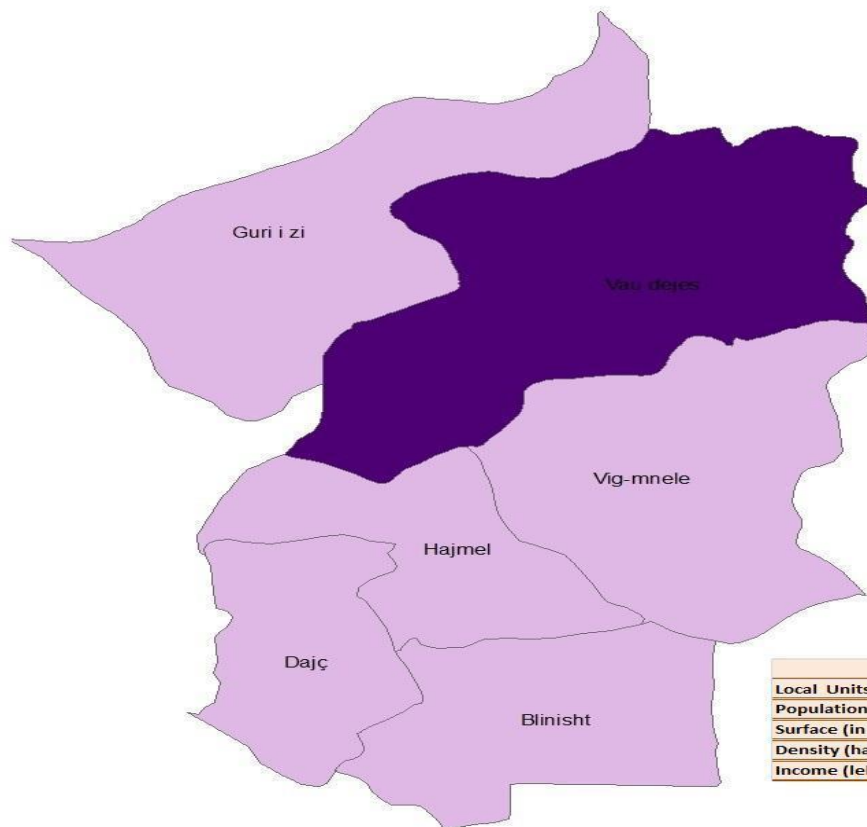
**District of Mirdite  
Functional Area**



FA - MIRDITE	
Local Units	7
Population	22,103
Surface (in km <sup>2</sup> )	904
Density (habitans/km <sup>2</sup> )	24
Income (lek/capita)	882

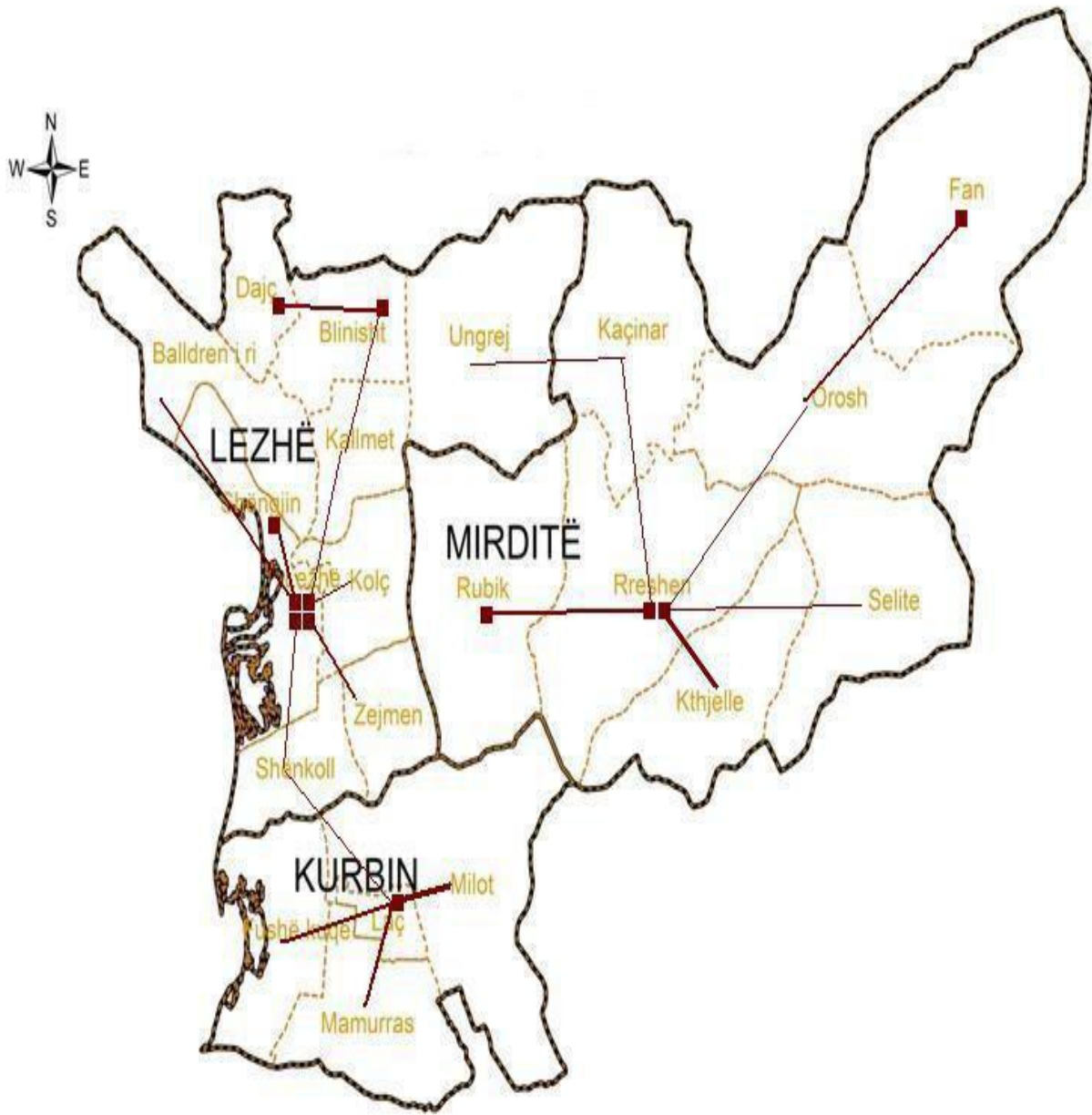
## Functional Area Zadrinë

### Zadrinë Functional Area



FA - ZADRINA	
Local Units	6
Population	20,517
Surface (in km <sup>2</sup> )	1042
Density (habitans/km <sup>2</sup> )	78
Income (lek/capita)	1890

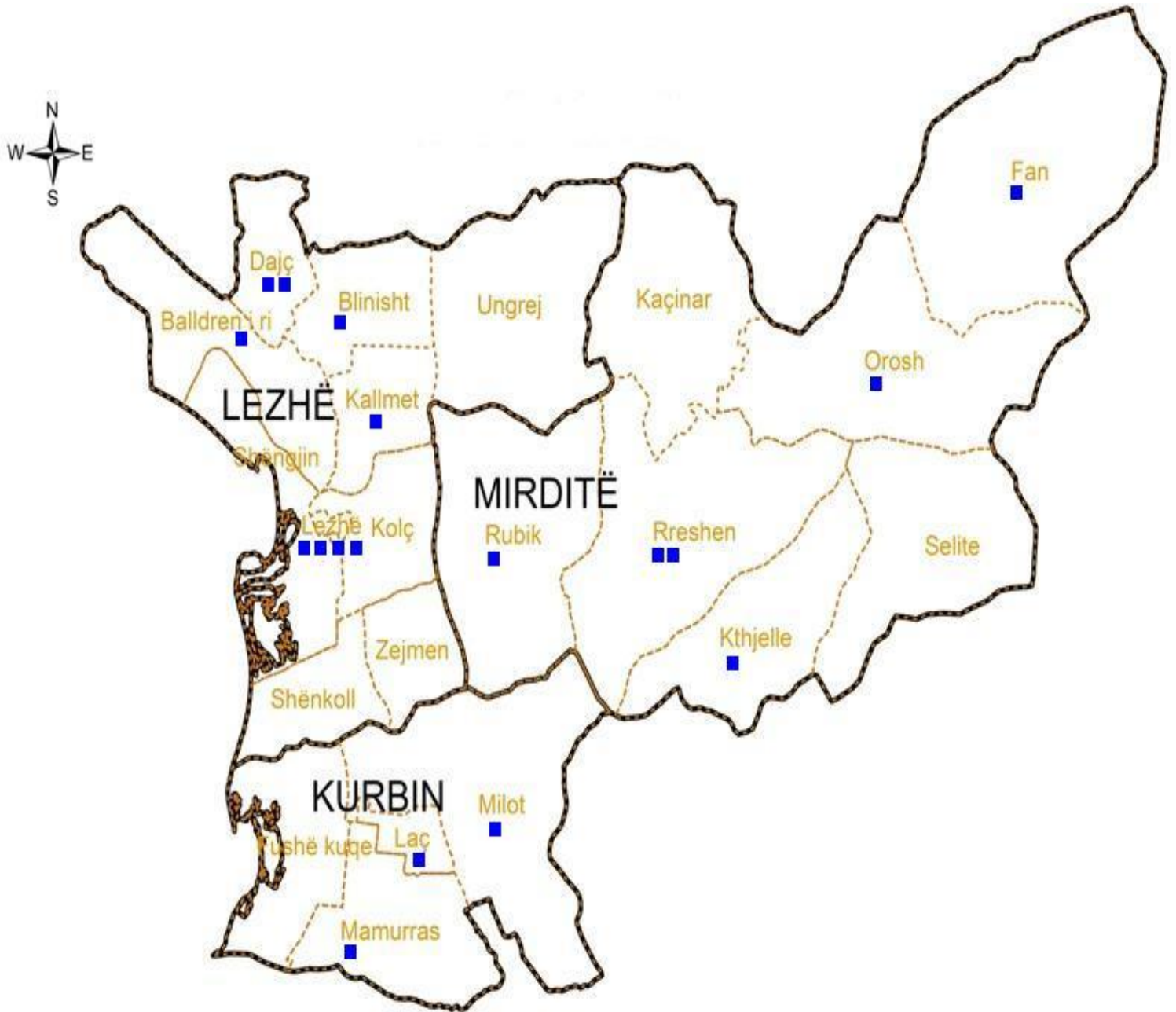
Interaction maps – Consumption



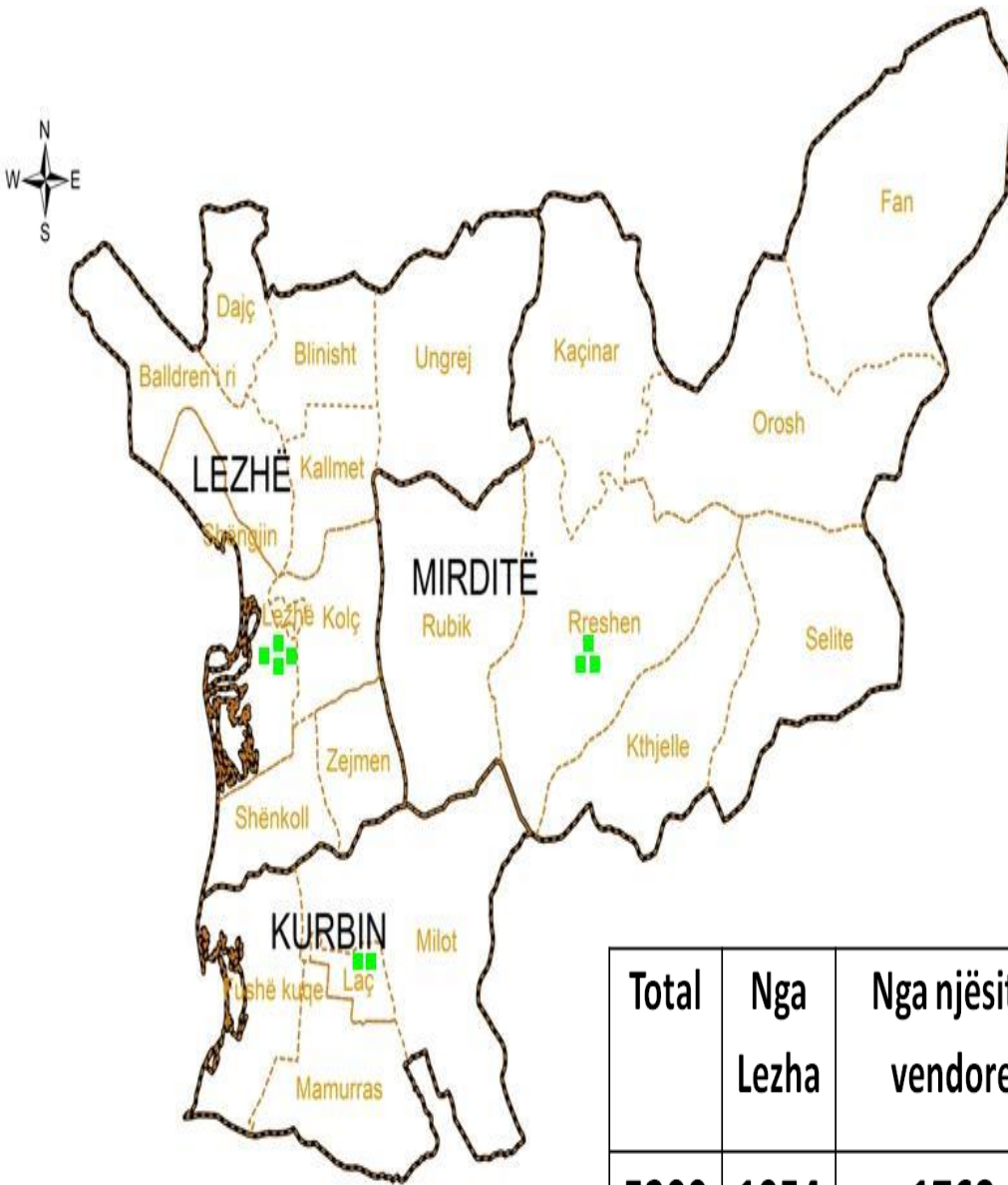




Interaction maps – Education



Interaction maps – Health Services



Total	Nga Lezha	Nga njësitë vendore	Nga rrethet
<b>5200</b>	<b>1954</b>	<b>1768</b>	<b>1478</b>

## **Annex 6: Shkodër Region**

Shkodër region, due to its big surface and distinct variable topography displays features of all the three models. While Pukë and Malësi e Madhe districts are mostly concentric oriented models, Shkodër district is rather a polycentric model with a functional area across the regional border with Lezha region.

### **Pukë and Malësi e Madhe districts<sup>14</sup>:**

**The main version.** Two Functional areas were identified matching the respective district borders. The FA centers are the towns of Pukë and Koplík.

**Determinant interactions:** Consumption patterns and access to services (more important for the Puka FA).

**Other possible solutions:** The following solutions were identified and discussed:

- 1) The district of Pukë could be organized around two functional areas one around Pukë and another one around Fushë Arrëz town for its surrounding communes. Fushë Arrëz due to the mines location and factories is a relatively important employment center but not a service or traditional center.
- 2) A cross border area with the communes of Kastrat and Kelmend can be identified in the Malësi e Madhe area with an interaction with Montenegro that could be intensified due to new border crossings that will be opened and infrastructure investments in the pipeline.

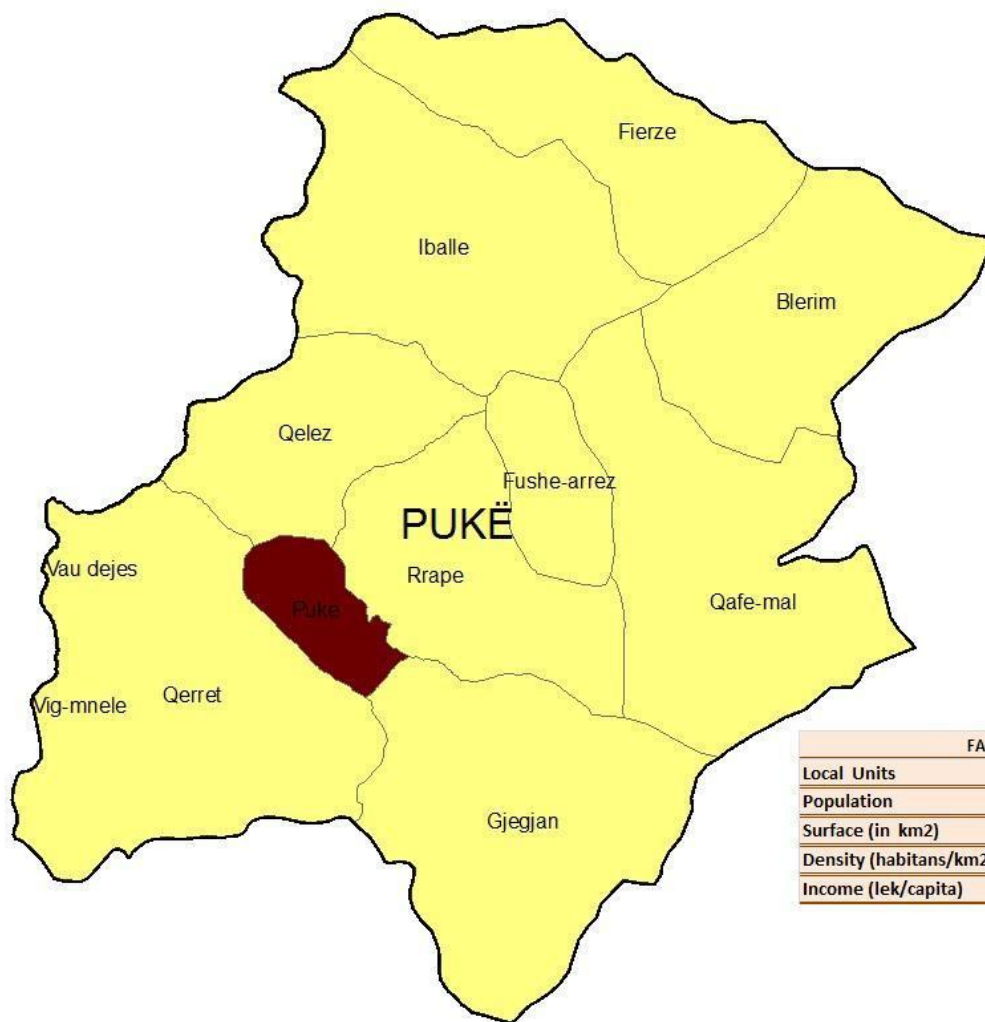
Maps and data for the functional areas of the region can be found below.

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<sup>14</sup> Shkodër district is discussed separately in the following pages.

## Functional area Pukë

### District of Puke Functional Area



FA - PUKE	
Local Units	10
Population	18,474
Surface (in km2)	1040
Density (habitans/km2)	18
Income (lek/capita)	2152



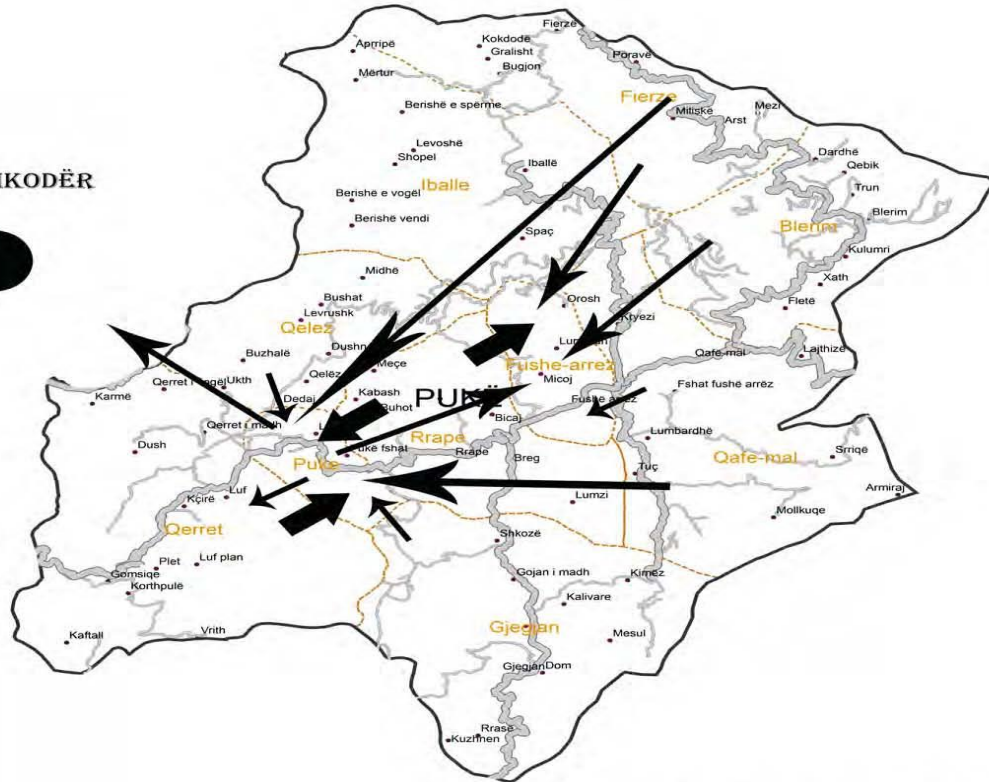
# Interaction Maps – Employment



## FUNCTIONAL AREA PUKË, FUSHË ARRËZ WHERE DO PEOPLE GO TO WORK

MAP 2.2

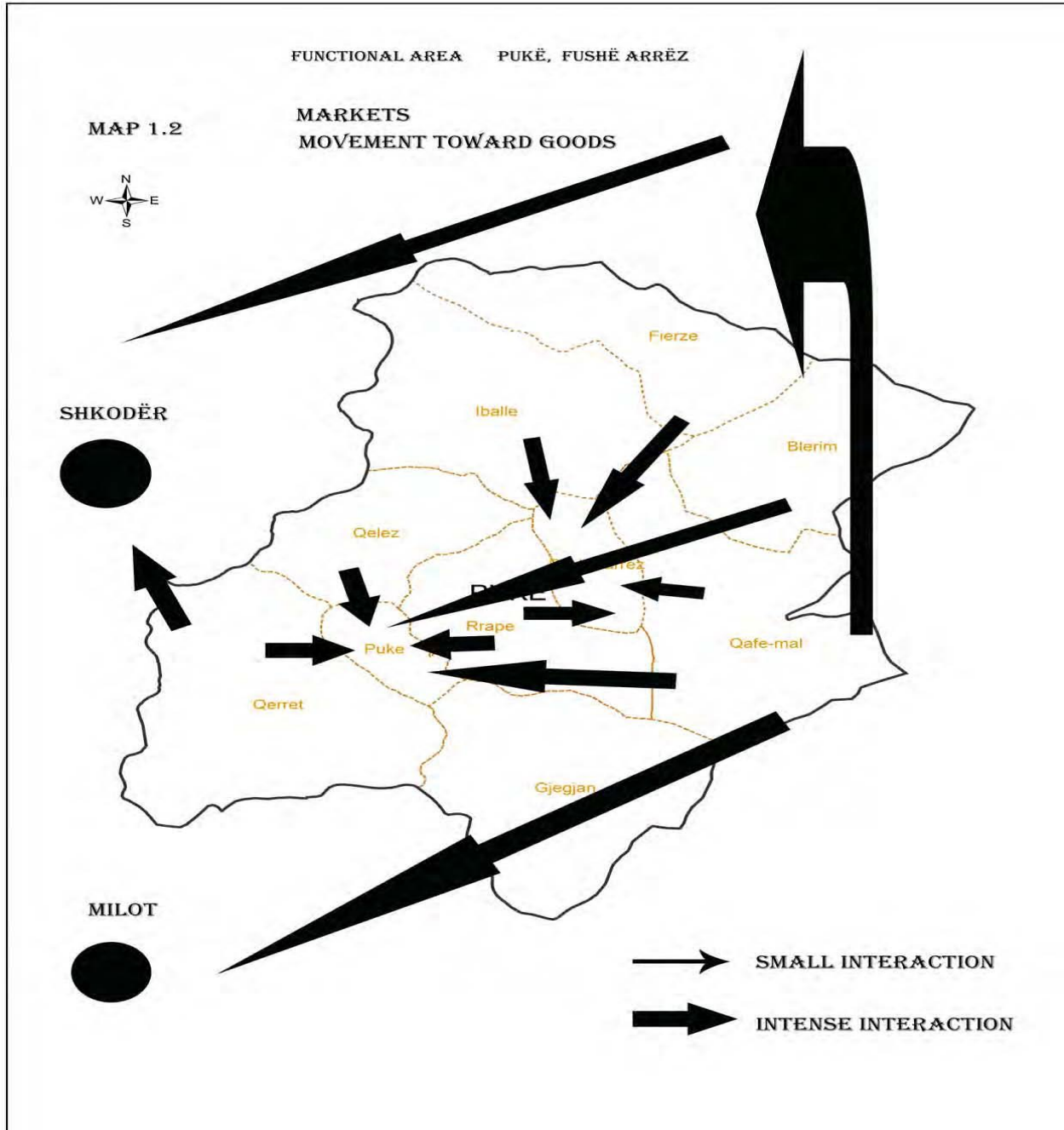


SHKODËR

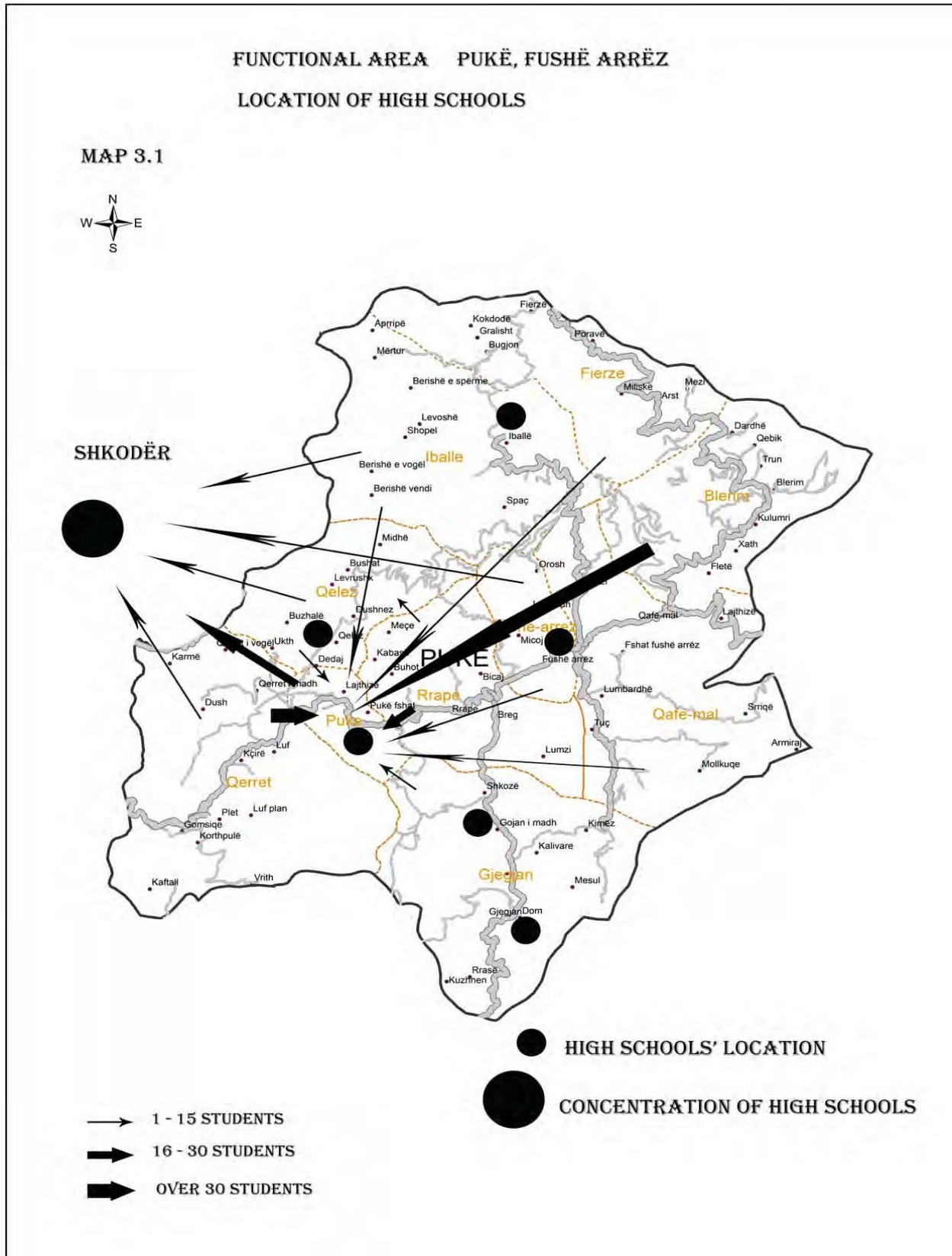


-  SMALL INTERACTION
-  INTENSE INTERACTION

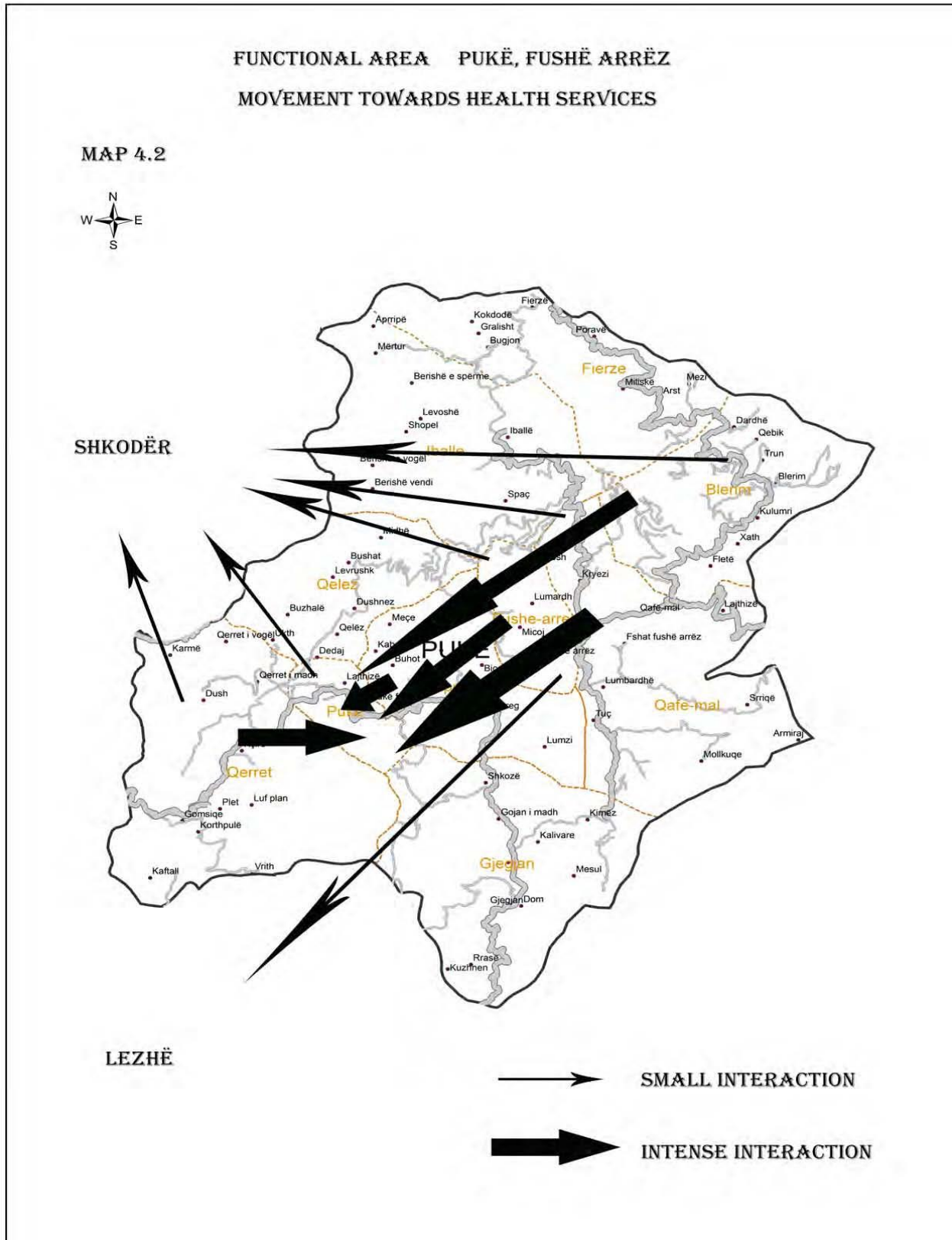
Interaction Maps – Consumption



Interaction maps – education – movement towards high schools



Interaction Maps – movement towards health services





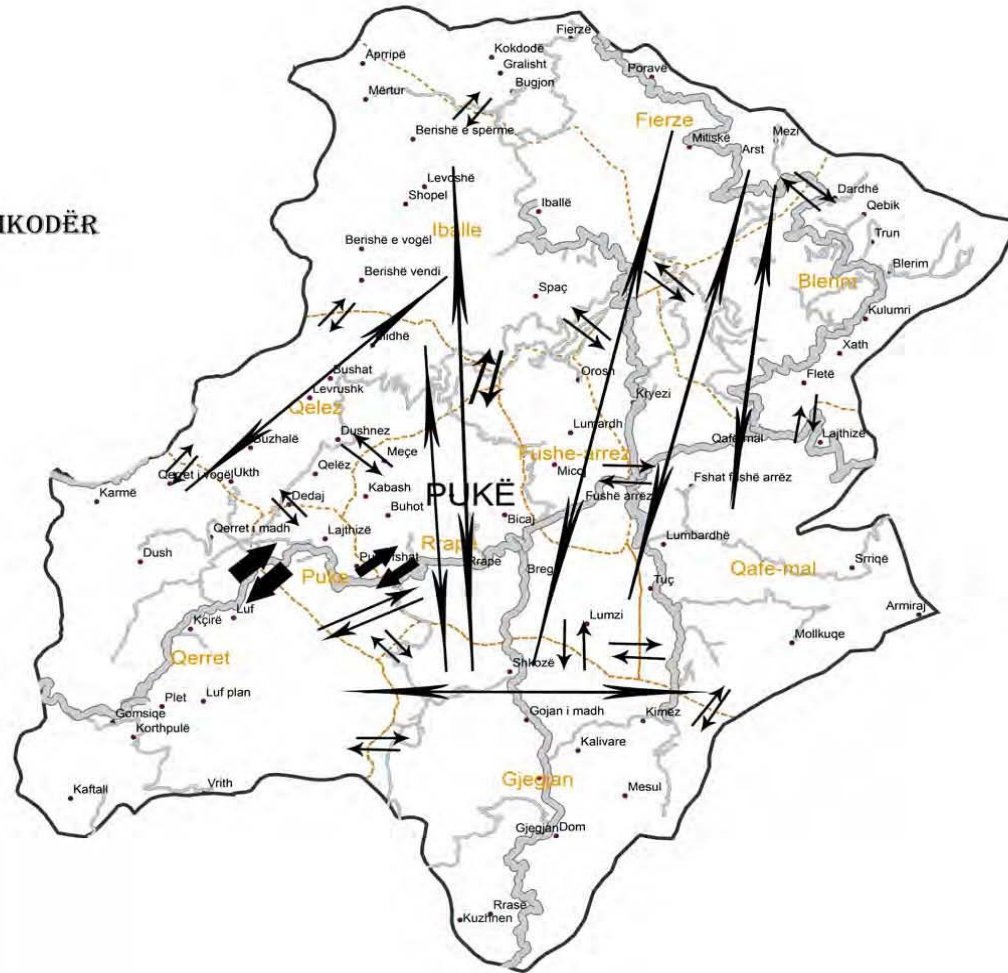
Interaction Maps – InterLGU cooperation

FUNCTIONAL AREA PUKË, FUSHË ARRËZ  
INTER LGU COOPERATION

MAP 6.1



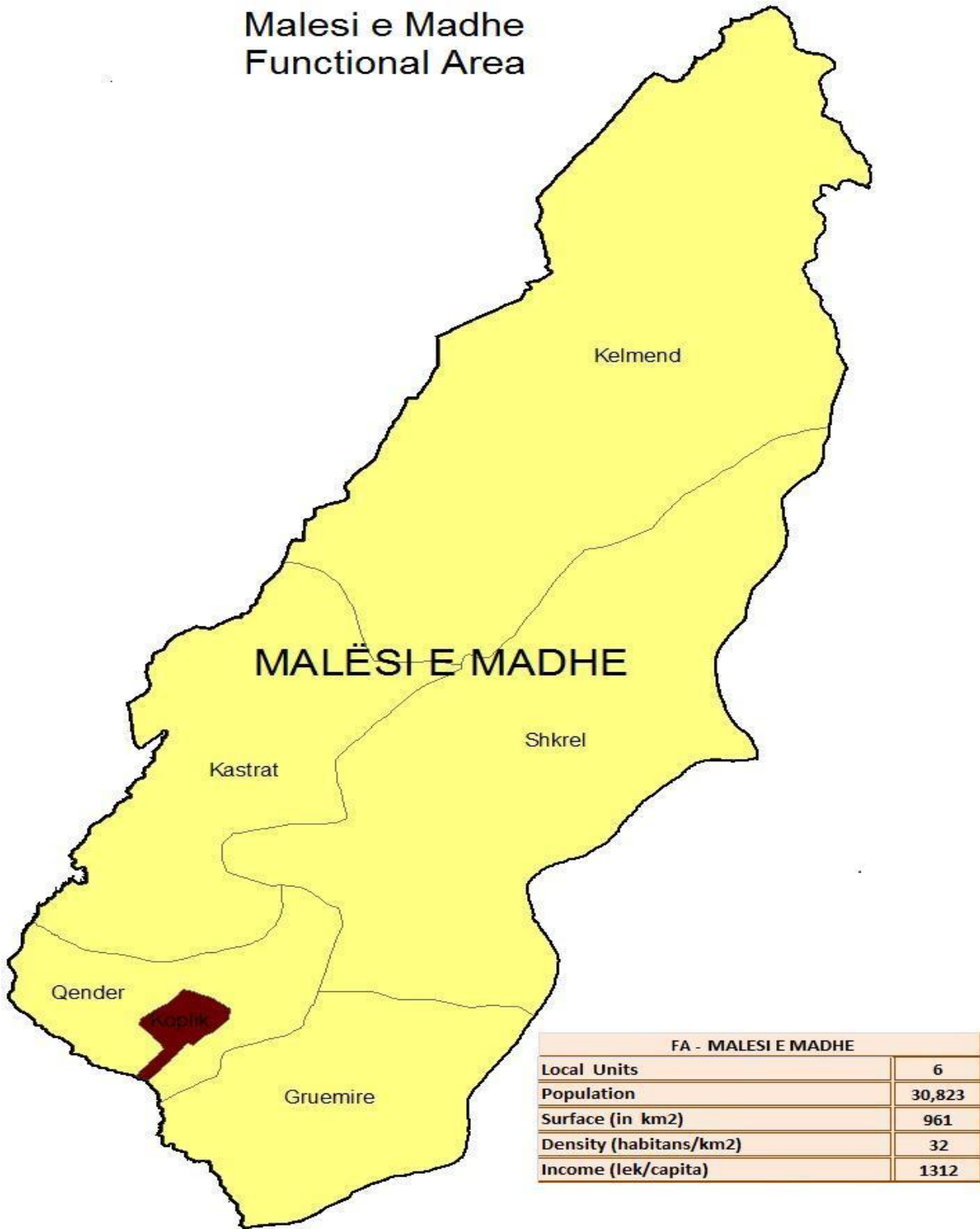
SHKODËR



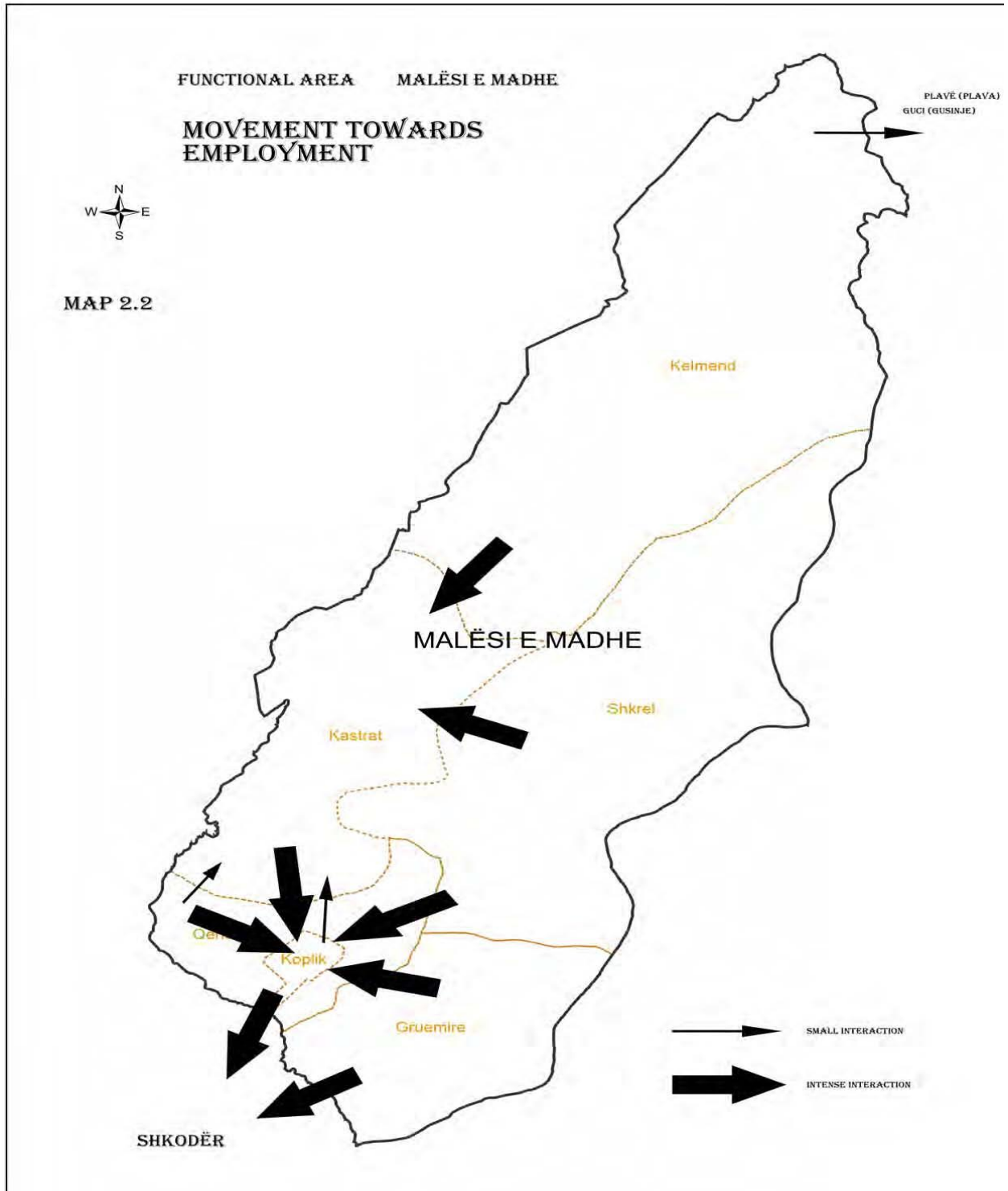
- 1 COOPERATION
- ➔ 2 COOPERATIONS
- ➡ MORE THAN 2 COOPERATION

Functional area Malësi e Madhe

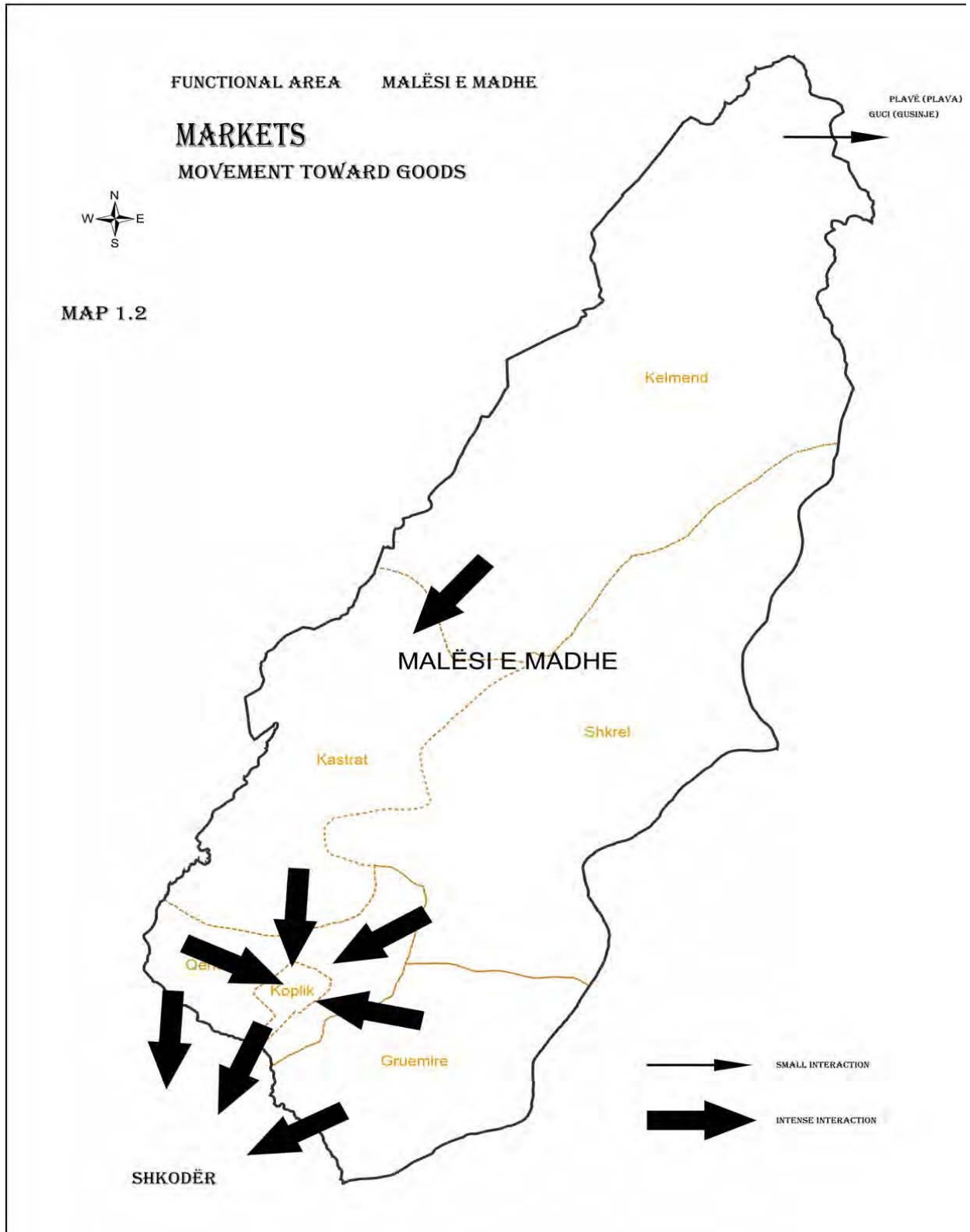
Malesi e Madhe  
Functional Area



Interaction maps- Employment

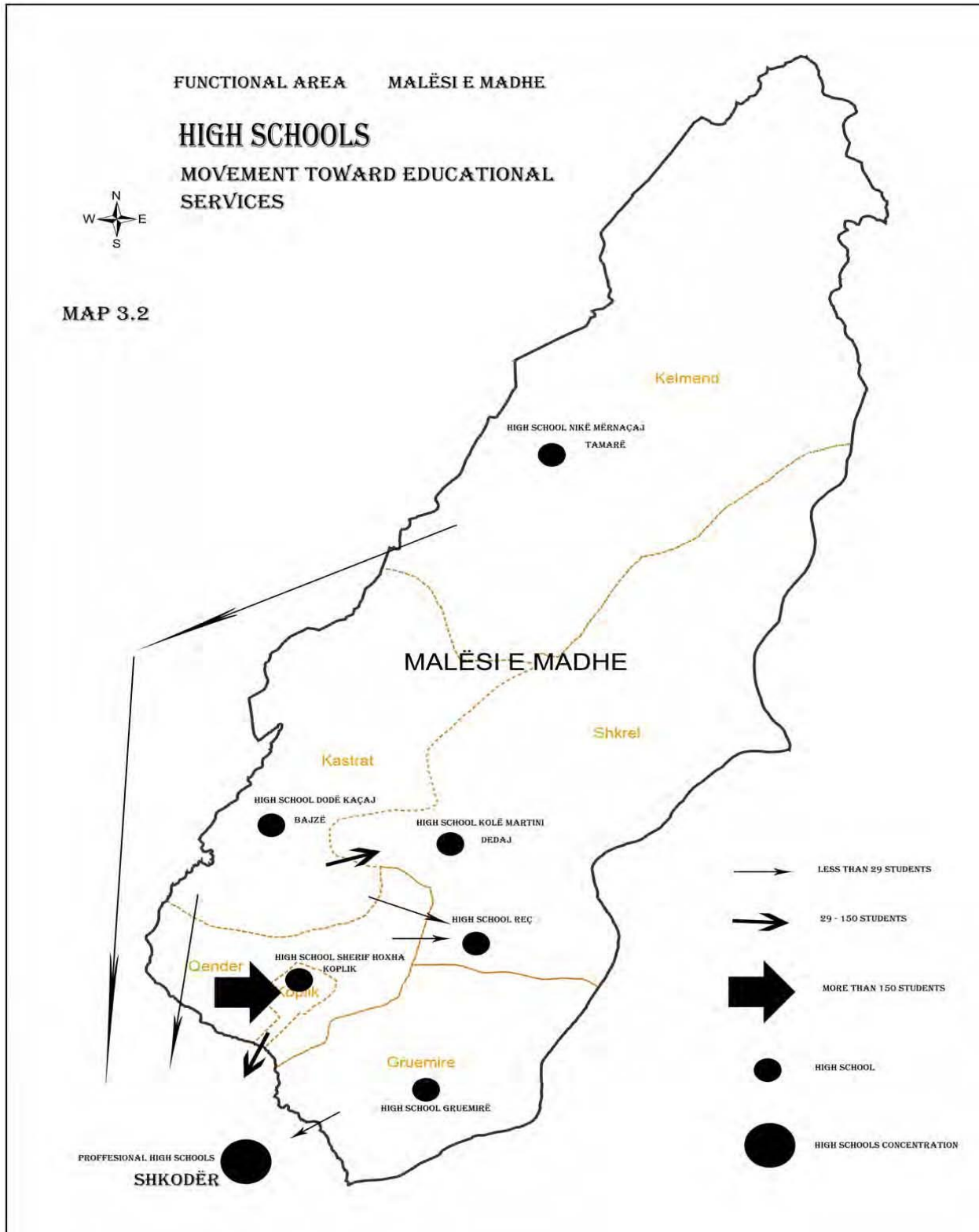


Interaction map- Consumption

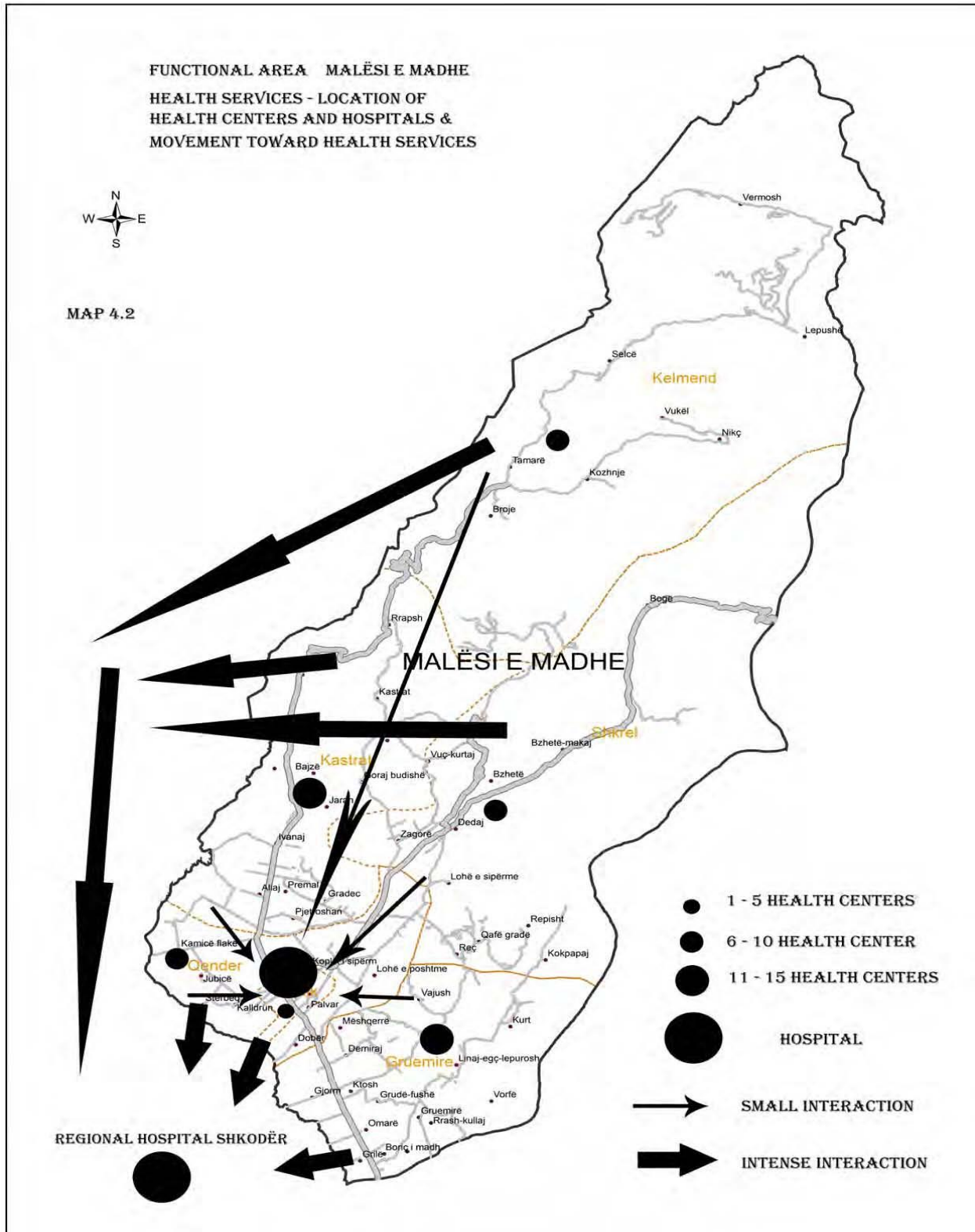




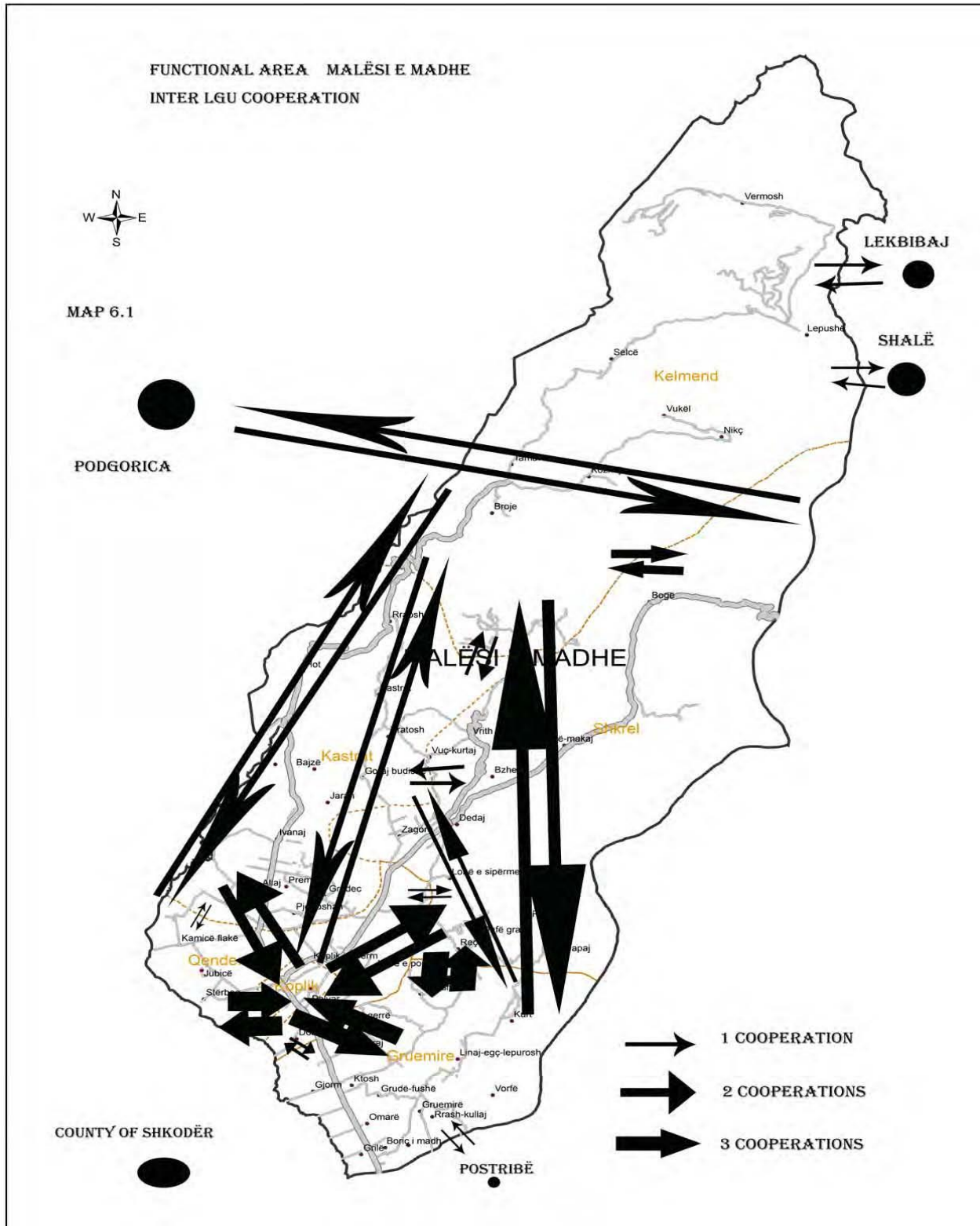
Interaction map- education



# Interaction map- health services



Interaction map- Inter LGU cooperation



### **Shkodër district:**

**The main version.** Shkodër district is a clear polycentric model as well with the communes around Shkodra interacting closely with Shkodra city and each-other. The District has also a large sparsely populated area (Dukagjin) almost cut off from a functional area. The district is a very complex area, hence several combinations are possible. Four FA are proposed:

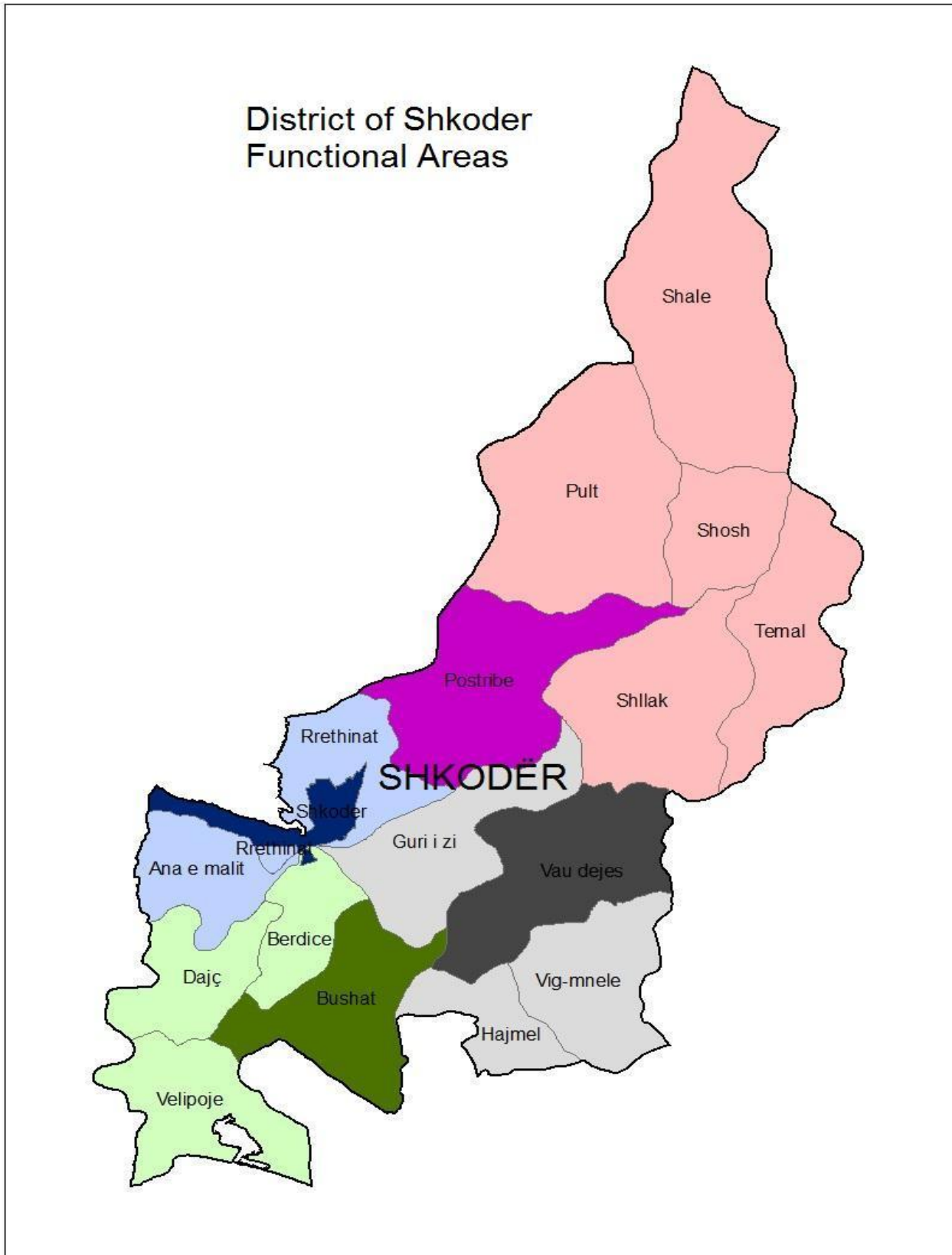
- 1) Shkodër (Shkodër municipality and communes of Rrethina and Ana e Malit)
- 2) Nënshkodër (Bushat, Bërdicë, Dajç, Velipojë) with Bushat as the center.
- 3) Zadrimë (Vau I Dejës, Guri i zi , Hajmel and Vig Mnelë from Shkodër plus Dajç and Blinisht form Lezhë regions) with Vau i dejës as a center.
- 4) Postribë-Dukagjin. (Postribë, Kir, Shllak, SHohs, Shalë, Temal) with Postribë as a center.

**Determinant interactions:** Access to services, InterLGU cooperation, tradition and development scenarios to a lesser extent.

**Other possible solutions:** The following other solutions were identified and discussed:

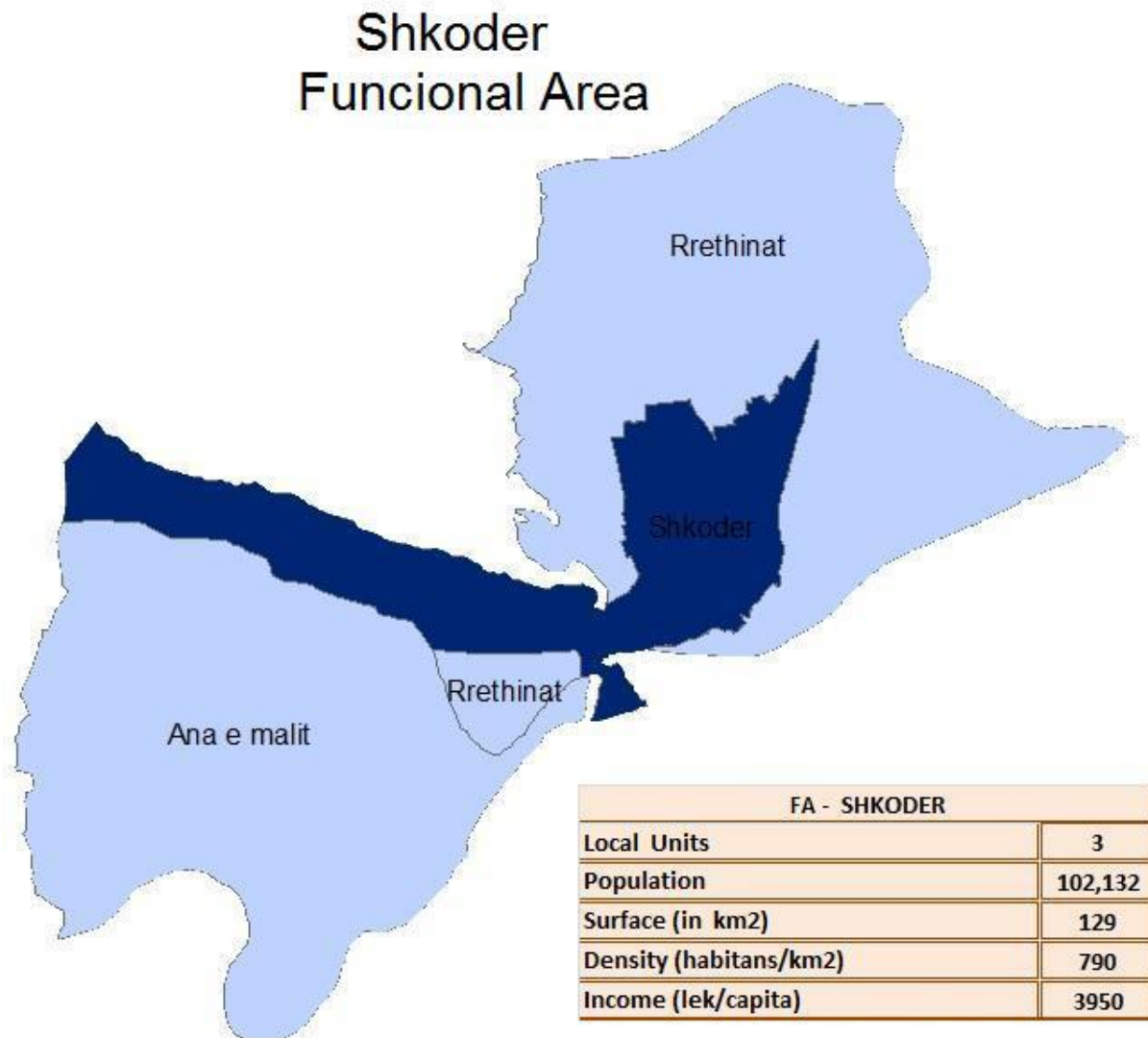
- 1) Shkodër could also possibly include Gur i Zi, Bërdicë and perhaps Postribë commune as well.
- 2) Zadrima area can be centered around Bushat-Vau i Dejës axes, in this case Bushat would be the center, while Velipoja (with its development potential) can be a center for the NënShkodra (Velipojë-Dajç-Bërdicë) possibly with Anë e Malit to include the whole Buna river hinterland in one unit.
- 3) Dukagjini communes have mostly a subsistence economy with few interactions due also to harsh weather conditions and poor infrastructure. A careful solution has to be discussed. Traditionally they form one area (different from Postribë) but defining a center will be very difficult. Here, access to services is an important dimension.

Functional areas in the Shkodër District



## Shkodër District Functional Areas- Maps and main Data

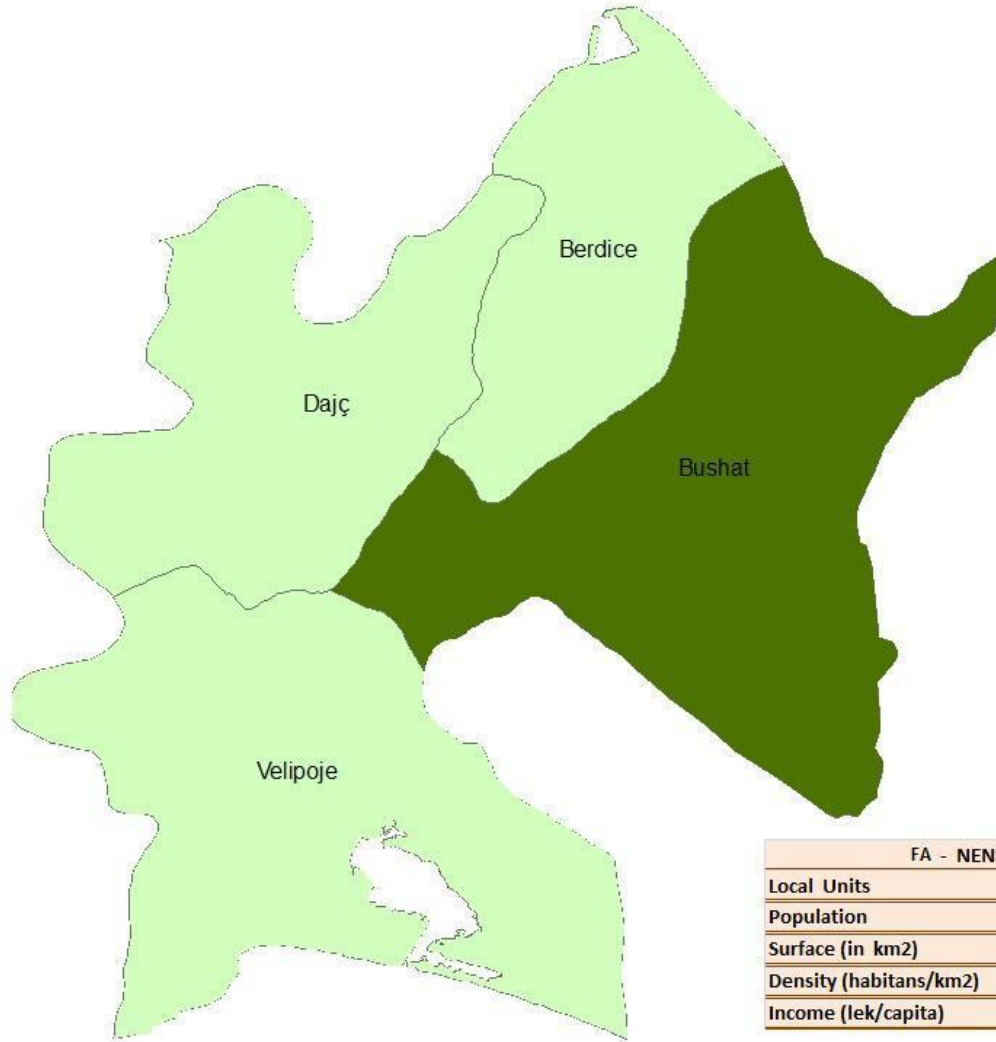
### Functional Area Shkodër





## Functional Area Nënshkodër

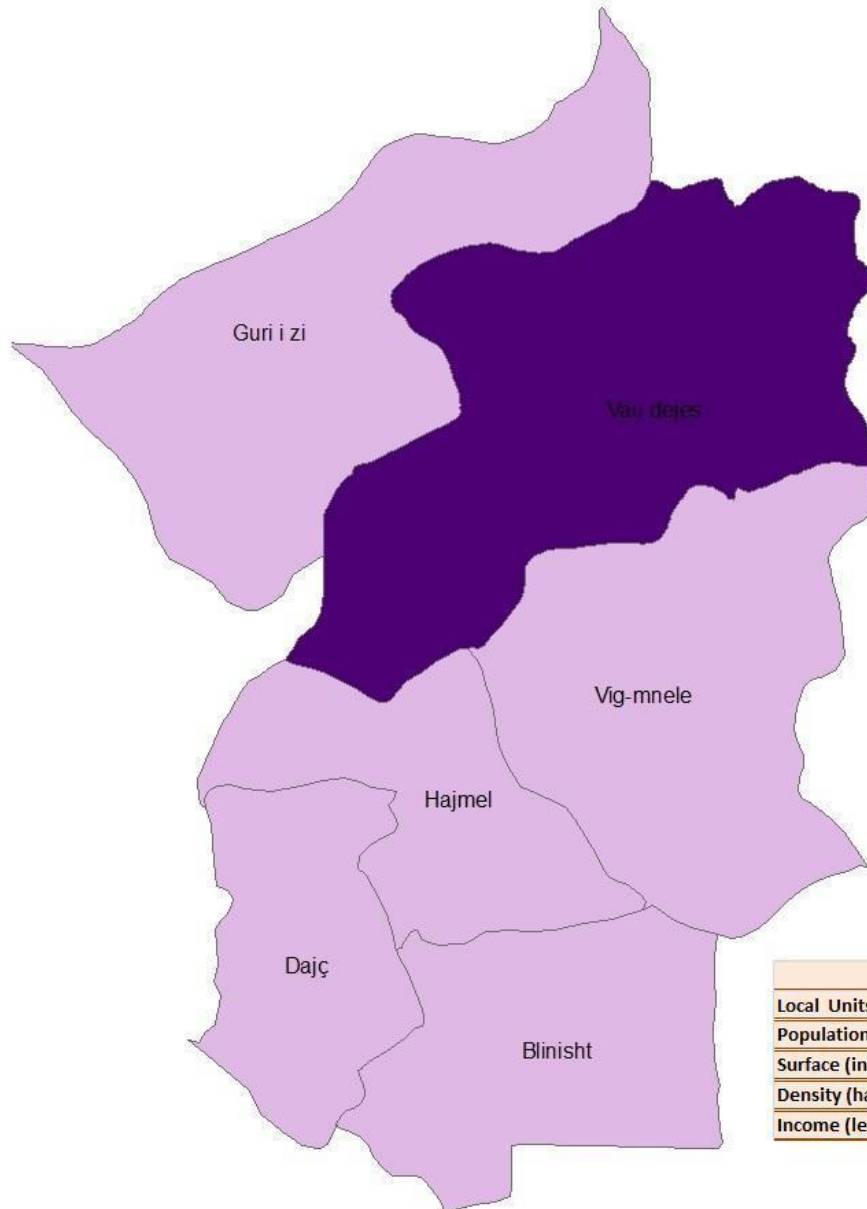
### Nenshkodra Functional Area



FA - NENSHKODER	
Local Units	4
Population	28,838
Surface (in km2)	219
Density (habitans/km2)	131
Income (lek/capita)	4703

## Functional Area Zadrinë

### Zadrina Functional Area

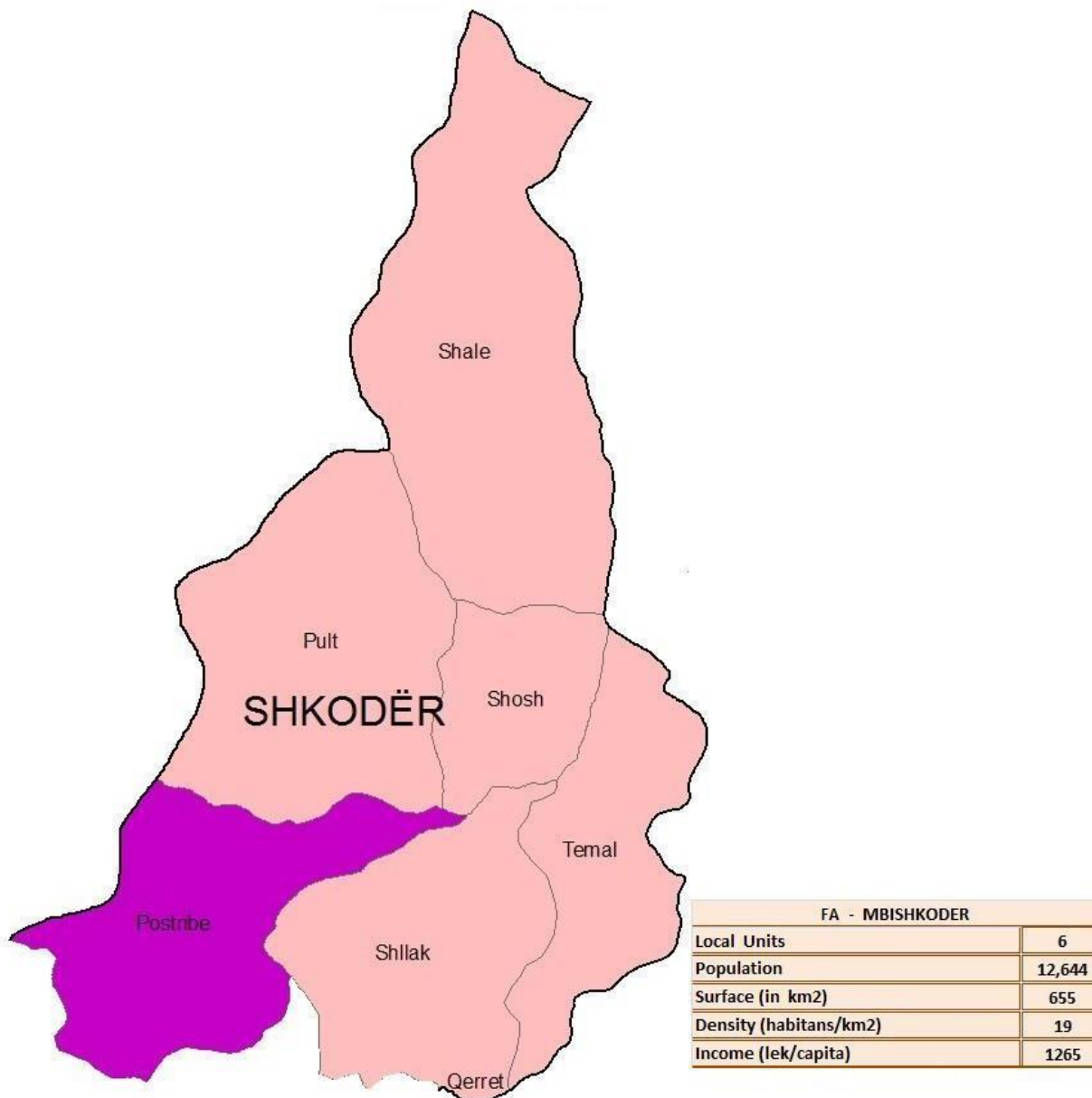


FA - ZADRIMA	
Local Units	6
Population	20,517
Surface (in km <sup>2</sup> )	1042
Density (habitans/km <sup>2</sup> )	78
Income (lek/capita)	1890

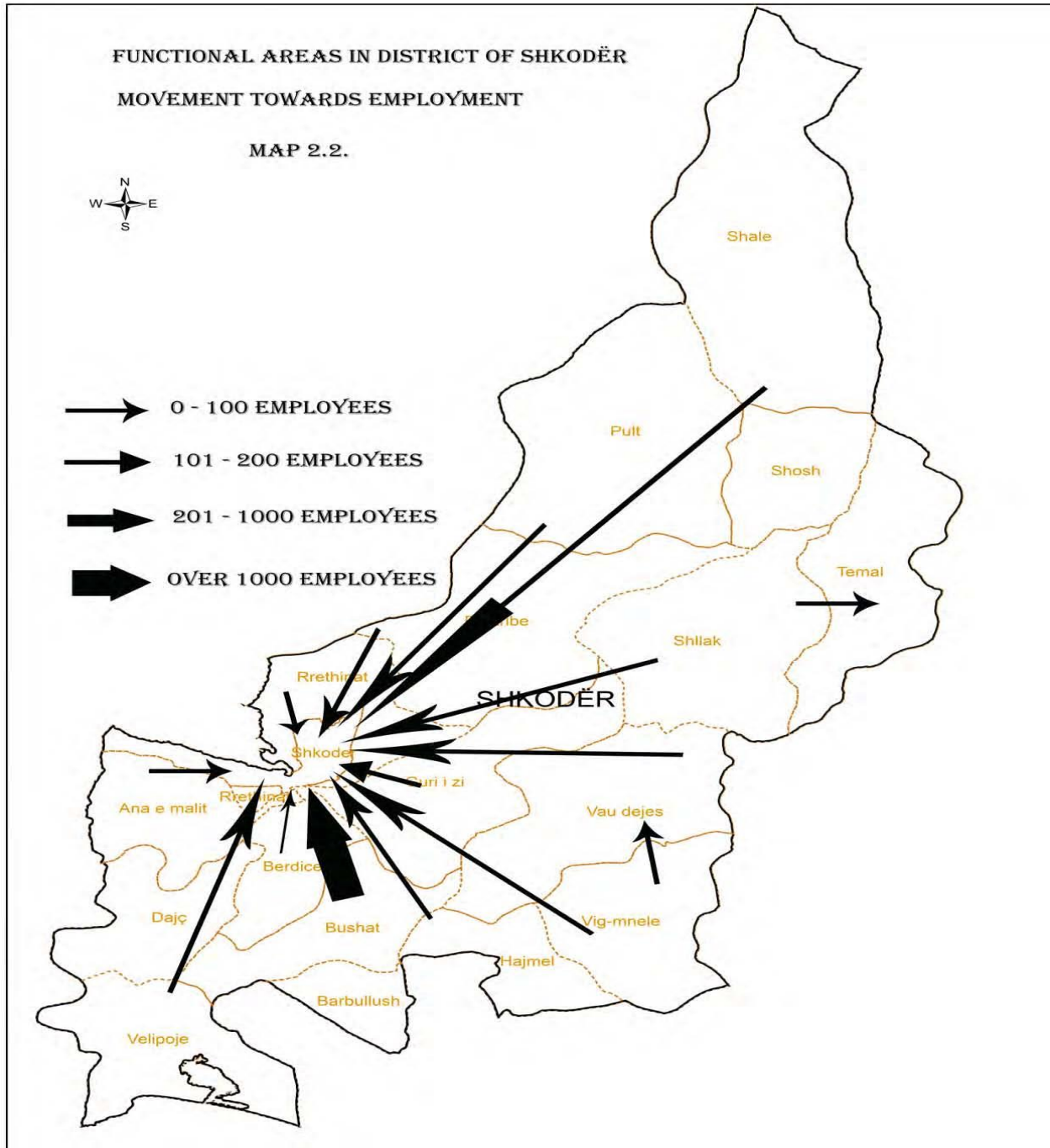


## Functional area Postribë-Dukagjin

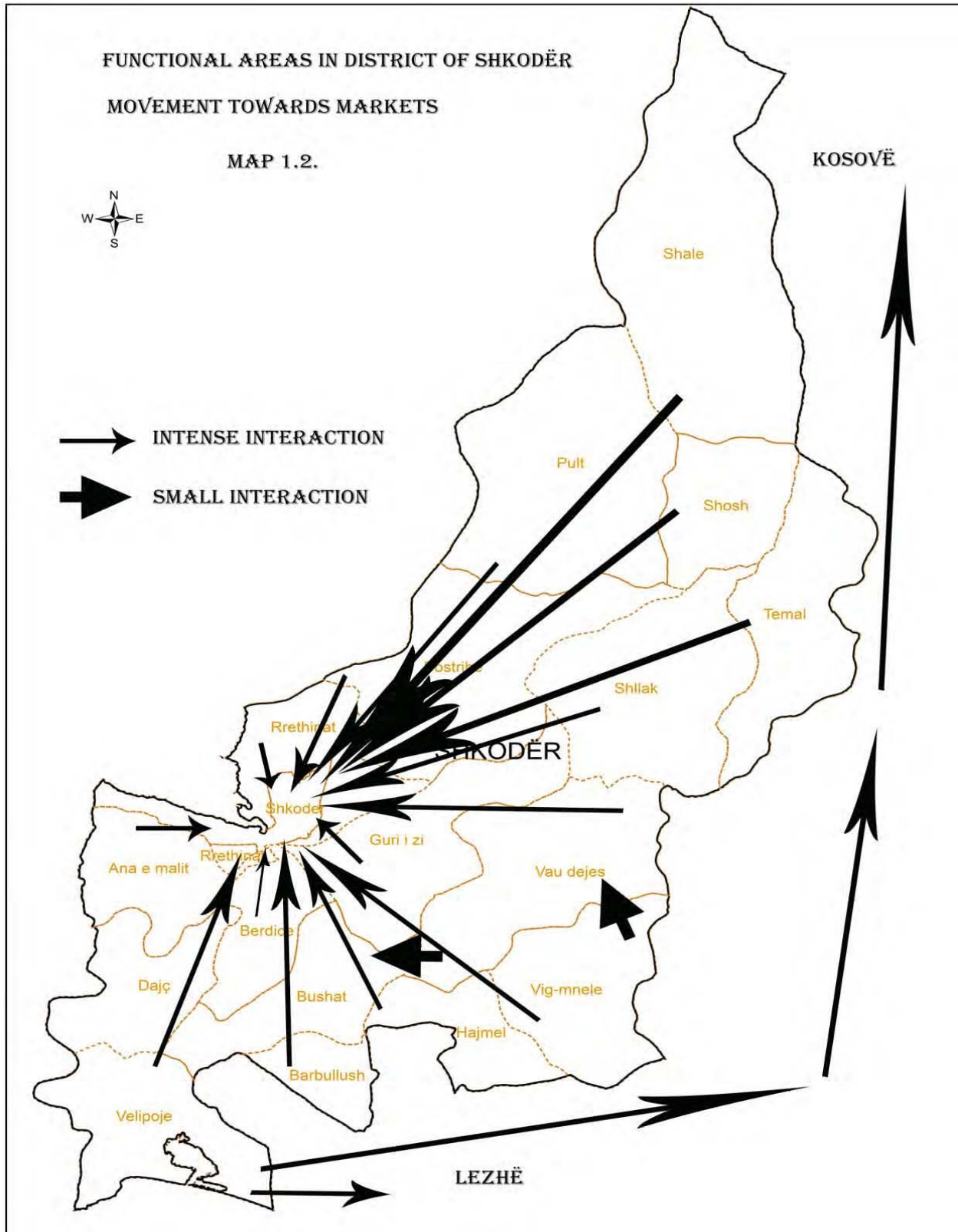
### Functional Area



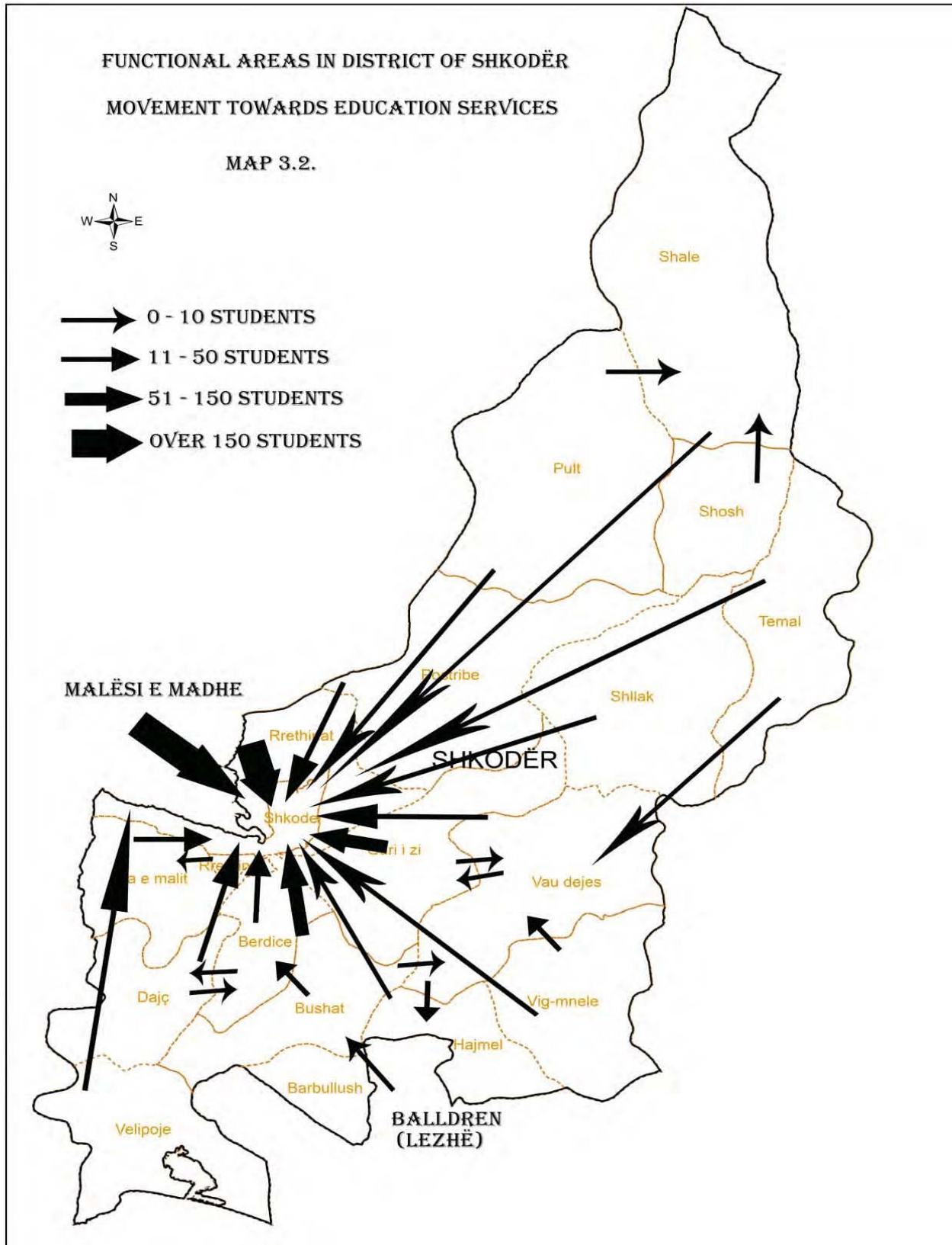
# Interaction map – Employment



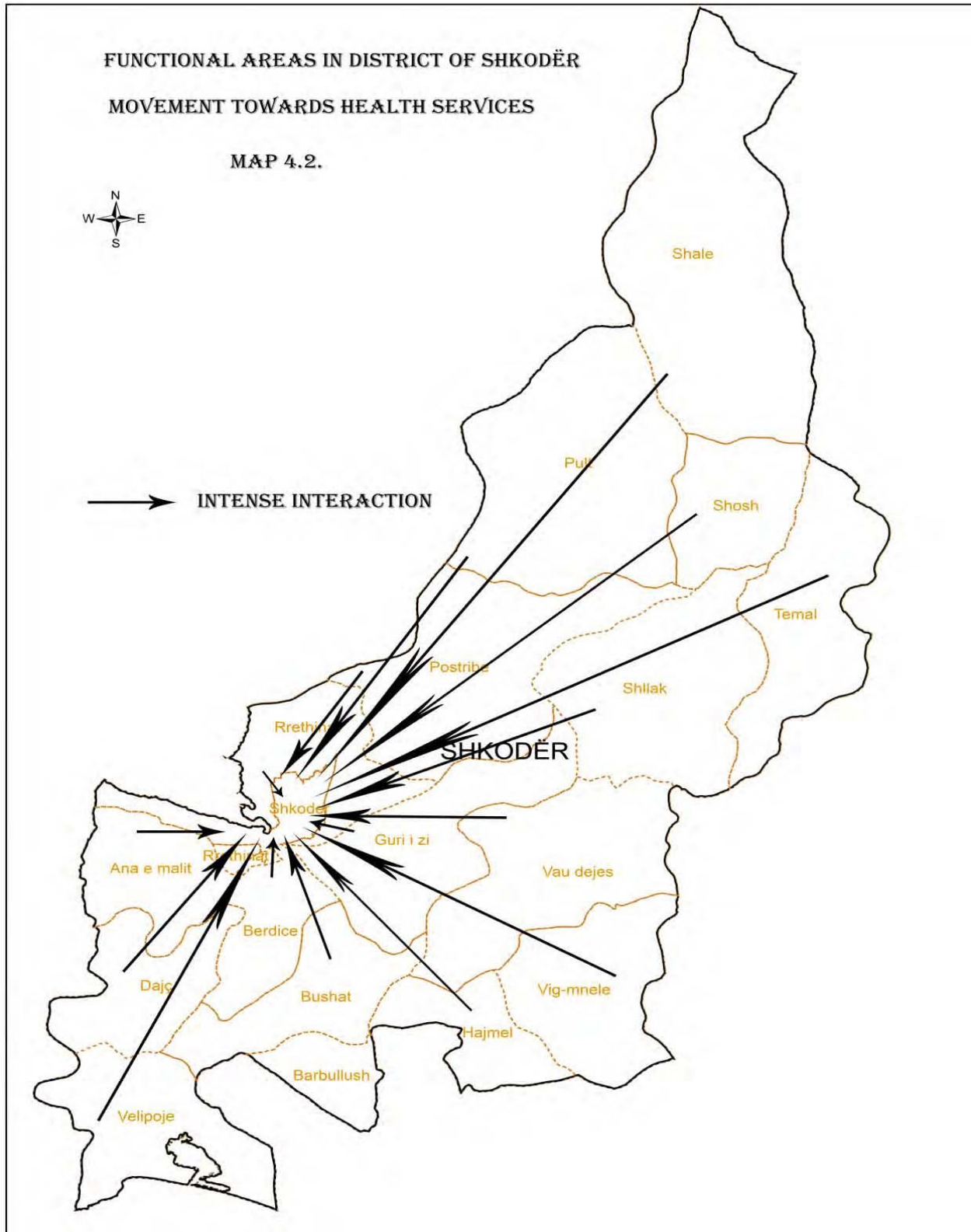
Interaction map – Consumption



Interaction map – education



Interaction map – health







## **Methodological annexes:**

- Annex 1:** Data requested from Instat
- Annex 2:** Data requested from the Ministry of Finance
- Annex 3:** Guidelines on the deskwork
- Annex 4:** Questionnaire on the Functional Areas
- Annex 5:** Guidelines for the preparation of the local workshops
- Annex 6:** Template of the final report

## **Annex 1 : Data requested from INSTAT<sup>15</sup>.**

The following data are requested on 1<sup>st</sup> level LGUS basis (i.e. communes and municipalities)

- Area (km<sup>2</sup>)
- Av. Altitude
- Population of the LGU-s in 2001 and 2011 according to the census, population forecast
- Population structure
  - Per age groups
  - Per level of education
- Economic activity (% per ec. sector)
- Number of businesses (2001 – 2011)
- Employed – employed outside the agriculture
- Number of commuters
- Number of vehicles
- Settlement structure (persons per home, quality of settlements)
- Number of unemployed
- Poverty per LGU (as head count – current and in the past).

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<sup>15</sup> When the research was carried out it was not possible to collect all these data from Instat



## **Annex 2: Data requested from the Ministry of Finance**

The following data are requested on 1<sup>st</sup> level LGUS basis (i.e. communes and municipalities)

- Total of revenues – Revenues per capita
- Own revenues – own revenues per capita
- Annual share of capital investment (during the last 5 years) – as a % of total expenditures.
- Annual budget existing (yes/no)
- Annual financial report existing (yes/no)
- MTBP existing (yes/no) ; if yes is it 1) a simple two page – revenues and expenses  
or 2) a complete document with policy objectives and prioritized activities.

### **Annex 3: Guidelines on the desk work:**

Deskwork and data collection will serve us to create a preliminary map of the functional areas in the region we are working. For this reason, an intensive review of existing work in terms of economic development, inter – LGU activity and distribution of services is needed.

#### 1. Review existing literature, documentation.

- Collect Maps with clear existing boundaries of the LGUs and the road network
- The last versions of Regional Development Strategies or profiles; last versions of sub-reg. development strategies and profiles.
- Profiles; strategies, Budget documents of the biggest LGUs.
- WebPages of the regional councils, main district and regional centers.
- Revise statistics per each LGU provided by the Ministry of Finance and Instat<sup>16</sup>.

#### 2. Data collection (mapping of the services)

Education – Location of the Secondary and Professional High Schools, where do students go? Meeting; Interview with the regional education directorate. (Collect data)

Health- Location of the Hospitals in the regions. Where do people usually go for treatment, beyond primary health care (ambulances etc.). Interview with the Primary health care directorate – collect other data if existent.

Water supply utilities – Coverage of the main water supply utilities – LGU cooperation in their boards – plans for the future reorganization – Interview with water supply utility directors ; map of the service areas

Waste management – Indicate regional; sub-regional cooperation in the areas of cooperation.

Economy – Location of the main markets of the region

Employment – List of the companies (clusters) with the highest number of employees – per each region/district. Understanding the trends – where are workers coming from

Transport – Number of Cars per LGU (Instat Data) - Public transport lines (regional Council offices)

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<sup>16</sup> Data requested from Instat and Ministry of Finance attached.

**Annex 4: Semi structured field interview template with LGU representatives**

---

Date and place of interview

Name and position of interviewee

Contact details of interviewee

Name of interviewer

---

1. Name and data of LGU

- a. How big is the population according to the Civil Register?
- b. How big is the population according to Census 2011?
- c. Which are the main reasons for discrepancy between the two figures?
- d. From your data what is the demographical trend in your LGU, population increasing, decreasing, remains the same?

2. How far is it from the LGU center to the center of the district or closest national road?

- a. in km
- b. in hours

3. Which are the 5 biggest employers located in the LGU and how many jobs does each employer offer?

Name of company	Sector	Jobs offered
(1)		
(2)		
(3)		
(4)		
(5)		

4. How many and in which sectors do SMEs operate in the LGU?

- a. Number of SME
- b. Three most important sectors

- Agro-sector
- Commerce
- Construction
- Industrial production, please specify

Tourism

Energy production or supply

Mining

Other, please specify

5. In which places (LGUs) do out-going commuters go for work? Please, identify two max. three most important LGUs. How many persons (as number and %) are commuters?
  - a.
  - b.
  - c.
  
6. In which places do people go for shopping in case of daily consumption like food and in case of durable goods like cloths, household machines etc.?
  - a. daily goods:
    - In most cases, they do it in the LGU where they live.
    - In most cases, they make their purchases of daily goods outside. They go to this place/these places:
      - 
      - 
      -
  - b. durable goods
    - In most cases, they do it in the LGU where they live.
    - In most cases, they make their purchases of daily goods outside. They go to this place/these places:
      - 
      - 
      -
  
7. Where do people usually go to the hospital?
  - In most cases, they go to the hospital in the LGU where they live.

- In most cases, they go to the hospital in this/these place(s):
  - 
  -

8. Where do people usually attend secondary education (vocational and general)?

- In most cases, they attend secondary education in the LGU where they live.
- In some cases, (number, %) they attend secondary education in this/these place(s):
  - 
  -

9. Where do people sell their products?

\_\_\_\_\_

10. In case, people go away for shopping, work, secondary education, hospital, how far is it to

- a. go there? a. closest place in km \_\_\_\_\_, in hours \_\_\_\_\_?
- b. most distant place in km \_\_\_\_\_, in hours \_\_\_\_\_?
  - If shortest center is more than 1 hour away, do realistic plans exist for a new road to this/these center(s)?

11. In which policy areas do you cooperate with neighboring LGUs?

- Waste
- Water supply
- Irrigation
- Tourism
- Economic development
- Other, please specify

12. Do you currently cooperate with donor projects on the territory of your LGU?

13. yes            or            no

If yes, please specify:

Name of Donor

Type of Project

14. How many employees work for the LGU?

- a. Number
- b. How many of them have a university degree ore are hired from outside in case of need?

- c. How many are female?
15. How many public buildings belong to the LGU and in which condition are they?
- a. Number of public buildings constructed after 1990
  - b. Number of public buildings constructed before 1990 and rehabilitated
  - c. Number of public buildings constructed before 1990 and not rehabilitated
16. Where do you see the opportunities of your LGU?
17. What are the biggest challenges of your LGU?

## **Annex 5: Guidelines for the preparation of the local workshops**

Objective of the workshop: The objective of the workshop is to collect information from local actors for the existence and frequency of the social and economic interaction in the potential functional areas

### **Background**

After the first step of the preparation of the first delineation of the functional areas, the experts should prepare one workshop per each proposed functional area. During the workshop we try to collect as much as possible information on the frequency of interaction between the LGU-s.

### **Agenda:**

- 5-10 mins. Presentation of the purpose of the meeting
- 25-30 mins. Presentation of the findings so far and general discussion on the dynamics of the area
- 25-30 mins. Discussion on the economic interactions and employment in the area.
- 10-15 mins. Discussion on health and educational services
- 10-15 mins. Discussion on Inter LGU cooperation in different areas : (water, waste management, economic development and promotion, irrigation, public transport).
- 5-10 mins. Discussion on leisure. Where do people spend their free time?
- 20-30 mins. General discussion on potential functional areas borders and opportunities/challenges of the area/region.
- 10-15 mins. Closure; information on next steps-discussions.

The meeting should not last longer than 2,5 hours.



## **Methodology:**

The local expert will act as a facilitator of the discussion in the workshop session. He/She will work through large scale local maps as a starting point. Through the generation of discussion, a colleague of the local expert will draw the interaction line directly on the map: different colors will be used for different sectors. (i.e red – for the employment – green for the economy etc.). Depending on the logistical arrangements, several large scale maps will be used. The interaction lines must show both the intensity and direction of the interaction.

## **Participants in the workshop:**

- Representatives from all the LGU-s of the area (if not feasible, at least the biggest LGU-s).
- Representatives from the de-concentrated institutions: Loc./reg/ education directorates; Public Health care; Water supply utilities, irrigation boards; prefecture/sub prefecture; tax departments, employment agencies.
- Local business associations; chambers of commerce ; local/regional economic development agencies
- Civil society organizations with activity/branches across the functional area.

No more than 15 participants per workshop.

## **Logistics:**

The local experts will invite the participants about a week ahead of the meeting and confirm their participation. It is important for the participants to know ahead what the workshop is going to be about. No more than 15 people should participate in one workshop, to keep the interaction workable. Time and venue are normally up to the expert, optimized so most of the invited people will attend. The **Items Needed** include: printed maps of the functional area / region, camera, attendance list, flipchart paper, training box (fresh markers, tape, scissors, pens, extra paper, paperclips, eraser, CDs or memory sticks, batteries, film, extension cord etc.)

## **Reporting:**

A short two page report with the minutes of the discussion with the attached maps (pictures of the maps) resulting from the discussions will be prepared per each workshop.

## **Annex 6: Final Reporting template– Small Guide**

This is the crucial step of the research for the functional area. Most of the information will be collected in this step and will deliver the core product of the whole research – the functional areas proposal.

The reporting template below summarizes the data collected for the research purposes and systemizes different sections in order to produce a proposal for the functional area. In this research we, basically want to understand two main things:

- 1) How do people interact across the administrative boundaries?
- 2) How do LGUs interact in order to fulfill their functions?

In Section 0, we explain what we have done so far, combing both phases of the projects, listing the desk review materials, contacts, interviews and workshops conducted within this timeframe.

Per each section (1 to 7) we must specify the sources of information used and we will list in an annex people interviewed, participants in the workshops (and the respective contacts – so we are methodologically correct and can track the source of information). The key issue is that we need to be sure about the information that we are displaying, so please cross-check information especially if we have contradictory data.

Sections 1 to 6 ask for text and maps<sup>17</sup> responding questions related to consumption, employment, movement patterns and inter-LGU cooperation.

Section 7 adds other aspects not covered by the methodology, important to the outcome.

Section 8 is the product of one or different scenarios/proposals for the functional areas.

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<sup>17</sup> You can work with printed maps, handwriting across and circles on them, when we have final draft we can produce G.i.S maps with the interactions.

## **Reporting template for the second delineation of the functional areas.**

### **Section 0. Background**

The background section must contain data on the research conducted, methodology followed and timeline of the research so far. (Not more than 1 pg.). Annexes attached.

## **Section 1 : Where do people buy**

### ***Text.***

One or two pages discussing the location and importance of the markets identified as well as the movement patterns for the people in the functional area.

### ***Maps.***

- Map 1.1 Map of the functional area with the location of the main markets and type of markets: Bigger size circles biggest markets (for durable goods); smaller markets (for daily goods etc.) and temporary markets

#### **The legend of the map:**

Big Markets – Bigger circle

Small Markets – Smaller circle

Temporary markets (1-2 times per week)

- Map 1.2 Map of the functional area with the people movements towards goods. The map presents arrows where people go to buy. Thin lines for few interactions – Thicker Lines for more interactions

#### **The legend of the map:**

Thin arrow – Small interaction

Thick arrow – Intense interaction (i.e. daily bases lots of people) <sup>18</sup>

Two arrows: for interactions in both directions (should that be the case)

***Source of Information:*** Interviews with the 1) Local Government officials; 2) Economic Profiles; local and regional development strategies 3) Cross check with local communities/and or other information sources.

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<sup>18</sup> Local experts decide on an appropriate scale for the frequency of interactions depending on the specifics of each region/functional area therefore visualizing it through the thickness of the arrow line.

## **Section 2: Employment**

One- Two pages, listing the biggest employers in the functional area, description of their location focusing especially on the movement patterns of people, where do people go to work .

### **Maps.**

- Map 1.1 Map with the location of the biggest employers in the functional area. Bigger size circles bigger employers.

#### **The legend of the map:**

- Bigger employers - Bigger circle
- Medium size employers- Smaller circles

- Map 1.2 Where do people go to work Map of the functional area with the commuter movements as perceived from the interviewees. The map presents arrows where people go to work.

#### **The legend of the map:**

Thin arrow – Small interaction<sup>19</sup>

Thick arrow – Intense interaction

Two arrows: for interactions in both directions (If that will be the case)

**Source of Information:** 1) Business databases for the tax offices; 2) Interviews with five to ten biggest employers in the region; 3) interviews Local Government officials; 4) Data from Instat on commuters (if available).

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<sup>19</sup> Local experts decide on an appropriate scale for the frequency of interactions depending on the specifics of each region/functional area therefore visualizing it through the thickness of the arrow line. You can decide to neglect it if very few people are employed outside of their LGU, design thick lines and thin lines accordingly. **Whenever possible collect numbers.**

### **Section 3. Services (Education services)**

One or two pages, explanation of the location of the high schools and vocational schools. Description of the location and respective number of students. Explain from where do students go to each of these schools, focusing especially on schools that are used by people from other LGUs different from the ones. Please do also explain the location of big health centers and hospitals and what people use in terms of health services.

#### **Maps.**

- Map 3.1 Map with the location of the schools; big health centers and hospitals

#### **The legend of the map:**

- Insert bigger circles where education buildings are concentrated
  - Insert smaller circles where there is at least one general/vocational high school.
- 
- Map 3.2 What services people actually use? Map of the functional area with the movements of people towards education services

#### **The legend of the map:**

Thin arrow<sup>20</sup> – Small interaction

Thick arrow – Intense interaction

Two arrows: for interactions in both directions (If that will be the case)

**Source of Information: 1)** Interviews with the Regional, Local School directorates 2) Interviews with the LGUs. 3) Crosscheck with written sources, contacts with school directors etc.

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<sup>20</sup> Local experts decide on an appropriate scale for the frequency of interactions depending on the specifics of each region/functional area therefore visualizing it through the thickness of the arrow line. You can decide to neglect it if very few people are using school outside of their LGU, design thick lines and thin lines accordingly. **Whenever possible collect numbers.**

## **Section 4. Health services**

One or two pages, explanation of the location of big health centers and hospitals and a description of the services they offer. Also please describe what facilities people use in terms of health services.

### **Maps.**

- Map 4.1 Map with the location big health centers and hospitals

#### **The legend of the map:**

- Bigger circles for hospitals
- Smaller circles for health centers
  
- Map 4.2 What services people actually use? Map of the functional area with the movements of people towards health services

#### **The legend of the map:**

Thin arrow<sup>21</sup> – Small interaction

Thick arrow – Intense interaction

Two arrows: for interactions in both directions (If that will be the case)

**Source of Information: 1)** Interviews with the Regional, Local public health care offices 2) Interviews with the LGU officials 3) Interview with the directors; doctors in the regional hospitals.

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<sup>21</sup> Local experts decide on an appropriate scale for the frequency of interactions depending on the specifics of each region/functional area therefore visualizing it through the thickness of the arrow line. You can decide to neglect it if very few people are using health services outside of their LGU, design thick lines and thin lines accordingly.

***Whenever possible collect numbers.***



## **Section 4. Transport lines**

One or two pages description of the main public transport lines within the functional area (and outside if important). Two important topics:

- Where do people go?
- What is the intensity of people movement with the public transportation; how many buses, minibuses/day etc.?

**Table.** Prepare a table with the public transport itineraries in the functional area.

### **Maps.**

Map 5.1 Map of the functional area with the main public transport lines (use the map with the national and regional roads.)

#### **The legend of the map:**

Thin line<sup>22</sup> – Small traffic

Thick Line – Intense traffic

***Source of Information:*** 1) Interviews with the Local Government Units; 2) Interview with the regional Government Units 3) Interviews with the traffic police departments; random crosscheck with bus lines, drivers.

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<sup>22</sup> Local experts decide on an appropriate scale for the frequency of interactions depending on the specifics of each region/functional area therefore visualizing it through the thickness of the line. You can decide to neglect say two-three minibuses/day, design thick lines and thin lines accordingly. You can decide to use different colors.

***Whenever possible collect numbers.*** (Public transport traffic etc.)

## **Section 6. Inter-LGU cooperation**

One or two pages describing the Inter-LGU cooperation initiatives. Specify the areas of cooperation; the LGUs involved in it and whether the cooperation is only project based or a continuous one in service provision. Please also explain future potential cooperation and failed/difficult cooperation.

### **Maps.**

Map 6.1 Map of the functional area with the main public transport lines (use the map with the national and regional roads.)

#### **The legend of the map:**

Thin line<sup>23</sup> – 1 cooperation

Thicker line – 1-2 cooperations

Thicker line – More than 2 cooperations

**Source of Information:** 1) Interviews with the Local Government Units. 2) Interviews with the regional Government Departments. 3) Interviews; data from the water supply utilities management; irrigation boards etc. 3) Consultation with profiles, strategies, reports <sup>24</sup>

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<sup>23</sup> Local experts decide on an appropriate scale for the frequency of interactions depending on the specifics of each region/functional area therefore visualizing it through the thickness of the line. ***Put in the legend the corresponding number to the thickness of the line.***

<sup>24</sup> The preliminary survey findings of the CoE has a list of the concrete inter LGU cooperations in a number of LGUs. <http://www.coe.al/userFiles/File/BNK-%20Raporti%20i%20vleresimit-KiE%20-%20shqip.pdf>; The Baseline survey of DLDP 2 also has surveyed on the number and typology of intercommunal cooperations in Shkoder and Lezha regions.

## **Section 7. Other aspects.**

You can insert here whatever other information you deem is relevant for the functional areas purpose and not captured through the sections above. Those should include at least the following:

- Development plans, potentials. Ongoing or new public or private investments, plans that could change substantially the social/economic interactions in the area.
- Environment – shared natural resources and geography. Favorable natural conditions and/or barriers.
- Cultural aspects and traditions. The proposed functional area vs. the cultural identity.

## **Section 8. The proposal for the functional areas.**

A short description of the rationale (basically a summary of the above) for the proposed functional areas. Identification of the functional area center and a description of them (i.e. population; surface; distance etc.)

Discuss if relevant different scenarios and proposals and accompany them with the relevant maps.