

A full-page background image of a sunset over the ocean. The sun is a bright, glowing orb on the horizon, casting a long, horizontal band of intense yellow and orange light across the sky. The sky is filled with soft, wispy clouds that catch the low light. Below the horizon, the ocean is dark, with white-capped waves rolling in towards the shore. In the foreground, the sandy beach is visible, with the wet sand reflecting the golden light from the sky. The overall mood is serene and powerful.

## **CHAPTER ELEVEN**

### **REGIONAL PLAN AND ITS IMPLEMENTATION**

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### THE REGIONAL PLAN AND ITS IMPLEMENTATION

#### 11.1 INTRODUCTION: SYNTHESISING STRATEGY AND TACTICS

This document has stated Goals and Objectives (Chapter 2) and summarized the concept of the plan, (Chapter 3.) It then worked out the details topic by topic, covering Serviced Land Delivery for urban growth (Chapter 6;) Strategic Infrastructure (meaning Water, Sewerage, Power, Major Roads and Public Transport) (Chapter 7;) Economic Development (Chapter 8;) Environment (Chapter 9;) and Remote Area Development (Chapter 10.) Each of these chapters identified specific projects, with phased budget costs, and presented a drawing of the proposals in that particular chapter.

The aim of this chapter is to synthesise the overall plan from its component parts, and to draw together the means and the ends: in other words to discuss institutions, funding, and management of the plan. The component plan maps from Chapters 6 to 10 are synthesized in Figure 11.1.

#### 11.2 INSTITUTIONAL DEVELOPMENT

##### 11.2.1 A Single Regional Planning Authority for North Albania

Shkoder and Lezhe regions are established in the framework of Albanian government, obviously, but they are not regions in the more general European mould, nor do they relate well to the NUTS<sup>1</sup> system. The present regional plan should eventually be expanded to become a 'North Albania Regional Plan', within the framework of a 'National Spatial Plan'. It seems that from the standpoint of Regional Planning, both Shkoder and Lezhe are too small to function optimally. There are perhaps four realistic regions in Albania, of which North Albania is one. This should include not only Shkoder and Lezhe, but also Kukes region at least. It should be governed as a single region, and such a reform will doubtless happen in due course. Until that time, we recommend that the three authorities constitute a single planning authority on an interim basis in order to manage and implement a regional plan, using the 2000 Local Government law and its provisions for delegation to joint entities.

<sup>1</sup> Nomenclature of Territorial Units for Statistics (or Nomenclature des Unites Territorielles Statistiques.)

##### 11.2.2 Cross-Border Committee for Development of North Albania, Kosovo and Montenegro

This plan also takes a cross-border perspective, covering Kosovo and Montenegro, (including the 'PodShkod' concept of a polycentric urban region.) At this stage, it is suggested that a joint committee is established by the three governments, meeting perhaps every three months.

##### 11.2.3 Local Planning Authorities or Development Agencies

Local Planning Authorities would prepare the seven local plans in detail (see Chapter 6) and also enforce the law. The boundaries of municipalities and communes are arguably too small to (a) cover the territory of the urban and rural local plans proposed here and (b) support sufficiently large entities in terms of staff and operational budgets. We suggest here too that communes and municipalities collaborate to set up fewer, larger planning authorities. In Table 11.1 we have scheduled the plans themselves, (which have been described in earlier chapters,) and shown the names of the communes and municipalities which would collaborate in this way to prepare and manage the plans.

We have envisaged that Shkoder City, Velipoje and Bushat plans are covered by one authority; Lezhe City, Shengjin and Vau Dejes are covered by another; and that the Koplik-Shkoder Corridor is covered by a third. The remote rural 'groups', (mentioned in Table 11.2) would be the responsibility of three other authorities, making six in all. See paragraph 11.2.6 below.

Development Agency or L.P.A.	Local Plans	Municipalities and Communes
Shkoder	Shkoder City (Fig 6.1) Bushat (Fig 6.6) Velipoje (Fig 6.5)	Shkoder, Vau Dejes, Bushat, Barbullush, Velipoje, Ana e Malit, Berdice, Dajc, Guri i Zi, Hajmel, Rrethinat.
Lezhe	Lezhe City (Fig 6.3) Vau Dejes (Fig 6.7) Shengjin (Fig 6.4)	Lezhe, Shengjin, Baldren, Zejmen, Shenkoll, Kallmet, Blinisht, Dajc.
Malesi e Madhe	Koplik-Shkoder Corridor (See Fig 6.2)	Koplik, Bajze, Qender, Gruemire, Kastrat.

**Table 11.1. Development Agencies in the Urban Areas**

### 11.2.4 Land Ownership Consortia and Development Trusts

Land owners within each local plan boundary would constitute a consortium, with shares pro rata to the area of their land, (not the value of the land at the start or the finish.)

A 'Trust' would do two main things. It would (a) dispose of development plots, but not more than one plot per household (although households could 'trade up' by buying a new plot and selling the original one); (b) let tenders to contractors for the construction of local physical infrastructure (and perhaps social infrastructure too.) The income flow would be used to finance the investment, and the income net of expenditure would be *returned to the land owners pro rata to their share. If ownership of some of the land was subject to dispute, then the trust would hold the sales income as a fiduciary trustee until the courts of law had resolved the matter finally, and would then pay the money out.*

The Trust should also itself be able to act as a social landlord, building dwellings and letting them to poor or incompetent families, using (say) up to 20% of the asset value to do this.

### 11.2.5 Institutional Structure of the Water Supply and Sewerage Infrastructure Sector

Relative to underdeveloped and developing countries, water supply and sewerage systems are fairly

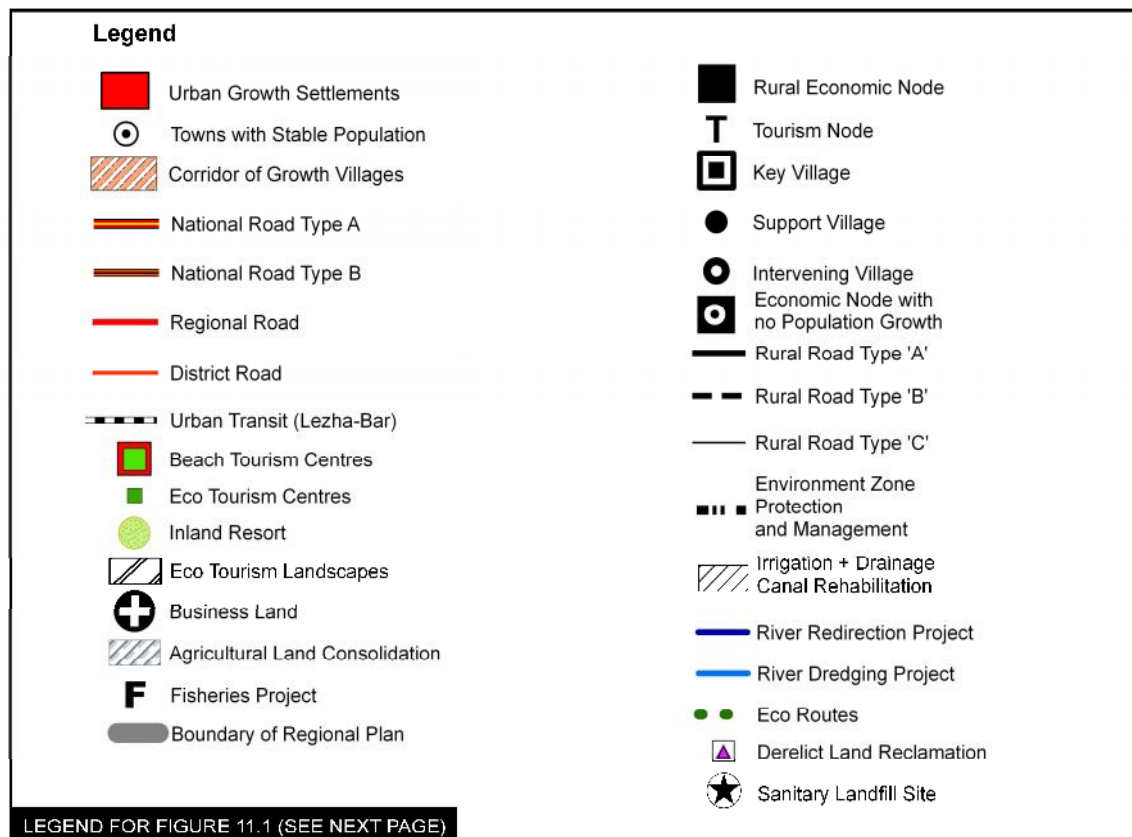
localized operational entities under the direct control of local government.

In one aspect, this is normally a positive characteristic, since it creates institutional accountability "close to the customer" or end user. However, since water supply and sewerage systems are capital intensive, and require a relatively highly qualified level of human resources, with varying skills to manage, operate and maintain them, there is a definite cost impact when economies of scale are considered.

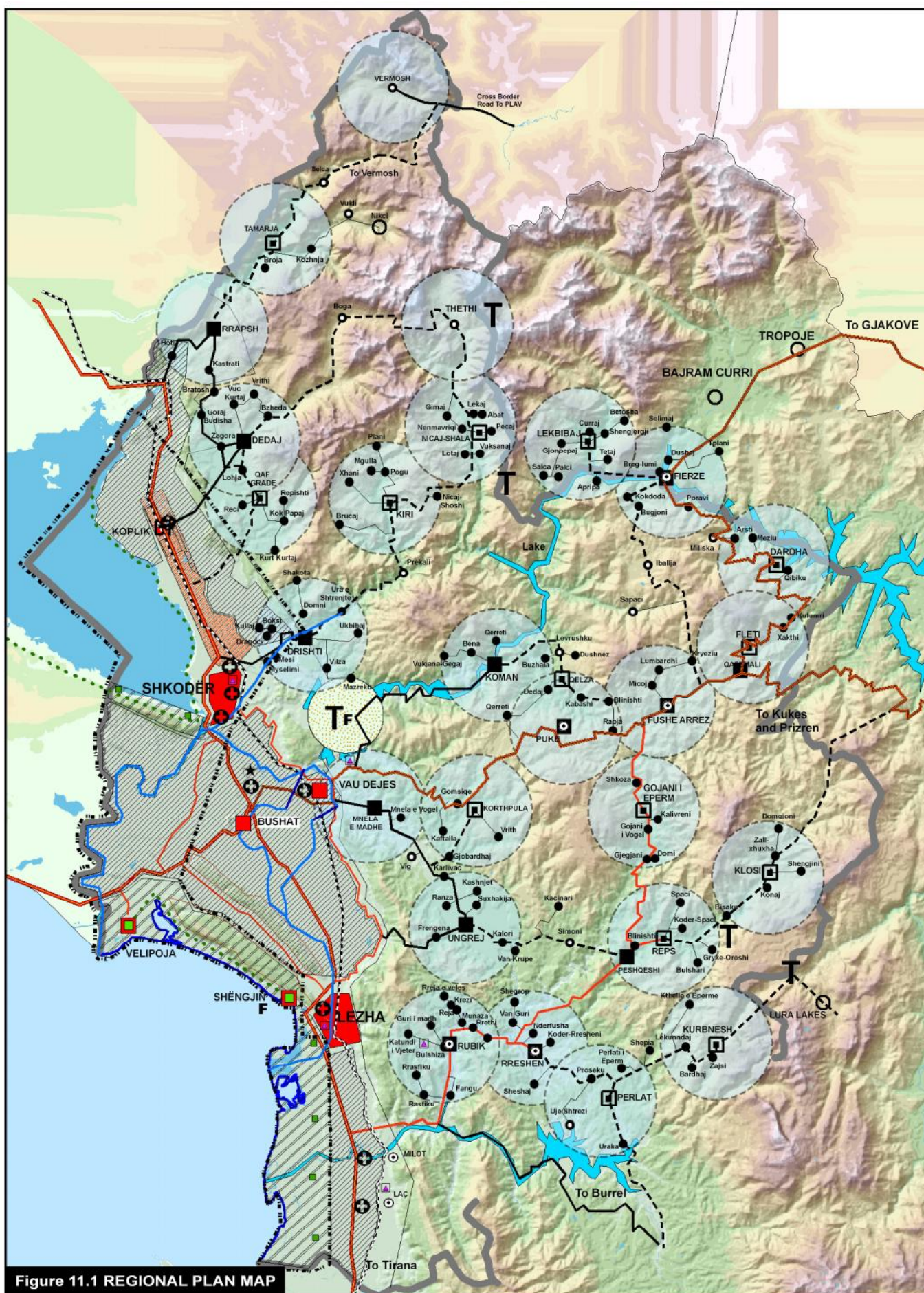
All of the systems which are currently assets of the State, are scheduled to be transferred to local government, either by transfer of company shares, or by transfer of specific assets. The transfer period is an optimal time for the local governments in the development corridor of the planning area to consider more regionalized forms of water supply and sewerage service delivery.

It would be realistic to consider forming three regional institutions for the delivery of water supply and sewerage services within the development corridor of the planning area. Three companies are suggested: Shkoder, Lezhe, and Malesi e Madhe. The constituent communes would be same as those for development agencies: see Table 11.1.

The Supervisory Council of these utilities would consist of representation from each of the local units







of government that would be recognized as being a part of the defined service area.

### 11.2.6 Development Agencies for Remote Areas

We envisage that rural communes would group together in order to implement the remote areas strategy (see Chapter 10) as shown in Table 11.2.

### 11.2.7 Enforcement and Planning

Probably the biggest single issue (and the most problematic one) is enforcing plans in Albania. This is a matter for national policy, and falls outside the scope of a regional plan. We restrict ourselves to commenting on the matter of 'administrative discretion', because this affects the style and content of the present plan.

The implementation system for planning should minimize the scope for the exercise of opinion or judgement by administrators or politicians, because that creates opportunities for corruption. A plan or similar 'official' document should (*as far possible*) say what is either

Agencies	Group Plans	Communes and Municipalities
North Area Rural Dev. Agency	Hot-Vermosh Shale-Theth (See Fig 10.1)	Kelmend, Shkrel, Shale, Pult, Shosh, Postribe.
Central Area Rural Dev. Agency	Koman-Ungrej Fierze-Qafe Mali (See Fig 10.2)	Temal, Shllak, Fierze, Iballe, Qelez, Qerrat, Blerim, Fush-Arrez, Qafe Mali, Rrape, Puke, Vig-Mnele, Ungrej.
East Area Rural Dev. Agency	Fan Miredita (See Fig 10.3)	Rubik, Rreshen, Kthjelle, Selite, Orosh, Fan, Gjegjan.

**Table 11. 2 Development Agencies for Remote Areas**

- **automatically permitted**, (so that no permit or authority from government is needed provided that clear rules are followed;) or
- **universally forbidden**, (so that no permit would be legally valid, even if it were 'issued'.)

This is probably not 100% possible, but the quantity of such necessary permits should be minimized. All such

cases of administrative discretion should be handled by official, public tribunals not by individual or small groups. Both applications and decisions should be published in newspapers and by notice on the sites themselves. The policy documents, (including all plans,) should be published in a completely open and accessible way.

Concretely a local plan should therefore include maps which define with no ambiguity or imprecision.

- Building Zones, including building plots and public roads and rights of way, and
- 'No Build' Areas, (although of course land on which building was not automatically permitted would be automatically illegal.)

Conditions attached to plans should be simple and clear, so that no argument could arise. For example, land use for a particular plot could be defined as purely residential or a excluding any residential type. Height could be defined as a maximum number of storeys, and minimum distance from the plot boundary could be fixed in metres, (as part of the local plan.)

This approach is often called the 'police powers' basis, (associated with U.S. policy,) and can be contrasted with the 'administrative discretion' basis, (associated with the UK planning tradition). In Albania, this will obviously not work due to corruption.

In which areas will administrative discretion be unavoidable? There may be two such areas.

- Rural Areas: here it will be necessary to permit farmers' houses, barns, silos and animal stalls. This should not be used as an excuse to build homes for those living on the urban economy. If more than one house for every 10 hectare is allowed, then something has gone wrong.
- Existing Urban Areas: here urban regeneration should not be stopped. For example, ruined sites and buildings must be replaced. In Western Europe, urban renewal plans will be prepared to control this, but it will be difficult to do this here, and in reality a looser approach is unavoidable.



			Phase / Budget € million			
Code	Project	Priority	I	II	III	Total
H-1	Shkoder City Land	A	1.20	1.20	1.20	3.60
H-2	Koplik-Shkoder Corridor Land	A	1.24	1.24	1.24	3.72
H-3	Lezhe City Land	A	2.12	2.12	2.12	6.36
H-4	Shengjin Land	A	0.66	0.66	0.66	1.98
H-5	Velipoje Land	A	0.68	0.68	0.68	2.04
H-6	Bushat Land	A	0.64	0.64	0.64	1.92
H-7	Vau Dejes Land	A	0.18	0.18	0.18	0.54
H-8	Village Land (various)	A	0.54	0.54	0.54	1.62
	<b>Subtotal</b>		<b>7.24</b>	<b>7.24</b>	<b>7.24</b>	<b>21.72</b>
I-1	Shkoder Water Supply	A	7.1	7.1	7.1	21.3
I-2	Lezhe and Shengjin Water Supply	A	2.4	2.4	2.4	7.2
I-3	Vau Dejes Water Supply	B	0.7	0.7	0.7	2.1
I-4	Malesi e Madhe Water Supply	B	0.6	0.6	0.6	1.8
I-5	Bushat Water Supply	B	0.6	0.6	0.6	1.8
I-6	Velipoja Water Supply	A	0.8	0.8	0.8	2.4
	<b>Subtotal</b>		<b>12.2</b>	<b>12.2</b>	<b>12.2</b>	<b>36.6</b>
I-7	Shkoder Sewerage	A	3.7	3.7	3.7	11.1
I-8	Lezhe and Shengjin Sewerage	A	1.4	1.4	1.4	4.2
I-9	Vau Dejes Sewerage	B	0.7	0.7	0.7	2.1
I-10	Malesi e Madhe Sewerage	B	1.4	1.4	1.4	4.2
I-11	Velipoje Sewerage	A	1.3	1.3	1.3	3.9
	<b>Subtotal</b>		<b>8.5</b>	<b>8.5</b>	<b>8.5</b>	<b>25.5</b>
R-1	Shkoder West By-Pass (New)	A	3.7	-	-	3.7
R-2	Shkoder-Hani Hotit (Upgrade)	A	8.0	-	-	8.0
R-3	Shkoder North Link (New)	B	0.7	-	-	0.7
R-4	Lezhe West By-Pass (New)	B	-	-	3.1	3.1
R-5	Lezhe Tunnel (New)	B	-	-	5.0	5.0
R-6	Vau Dejes By Pass (New)	B	-	3.6	-	3.6
R-7	Vau Dejes-Bushat (Upgrade)	A	-	1.1	-	1.1
R-8	Bushat Bypass (New)	A	2.9	-	-	2.9
R-9	Bushat-Velipoje (Mixed)	A	3.3	-	-	3.3
R-10	Buna bridge	A	4.0	-	-	4.0
R-11	Vau i Dejes-Qafe Mali-Border (Upgrade)	B	-	7.2	-	7.2
R-12	Qafe Mali-Fierze (Upgrade)	C	-	5.7	-	5.7
R-13	Milot- Qafe Mali (Upgrade)	B	-	6.7	-	6.7
R-14	Shengjin District (Mixed)	A	1.3	-	-	1.3
R-15	Shkoder -Vau i Dejes (Upgrade)	C	1.4	-	-	1.4
R-16	Lezhe- Vau i Dejes (Upgrade)	C	2.0	-	-	2.0
R-17	Lezhe- Velipoje (Upgrade)	C	1.3	-	-	1.30
R-18	Shkoder-Velipoje (Upgrade)	C	1.2	-	-	1.2
R-19	Shkoder-Lagjia Iliria Bridge	C	2.0	-	-	2.0
R-20	Shiroke-Zogaj road (Upgrade)	B	0.8	-	-	0.8
R-21	Lezhe North By Pass (New)	A	2.8	-	-	2.8
R-22	Lezhe South By Pass (New)	A	2.7	-	-	2.7
	<b>Subtotal</b>		<b>38.1</b>	<b>24.3</b>	<b>8.1</b>	<b>70.5</b>

Table 11.3 Consolidated Schedule of Projects (Page One)

PT-1	Track, signaling and safety	A	-	-	0.8	0.8
PT-2	Rolling stock (three sets)	A	-	-	1.2	1.2
PT-3	Stations (sixteen)	A	-	-	1.6	1.6
PT-4	Rapid Coach Vehicles	A	-	-	0.4	0.4
PT-5	Coach Stations	A	-	-	0.2	0.2
PT-6	Studies	A	-	0.4	-	0.4
	<b>Subtotal</b>		<b>-</b>	<b>0.4</b>	<b>4.2</b>	<b>4.6</b>
Econ-1	Agriculture/Forestry Land Consolidation	A	0.5	0.25	-	0.75
Econ-2	Development Institutions	A	0.5	0.25	0.10	0.85
Econ-3	Risk Capital/Grant Fund	A	0.75	1.50	0.75	3.0
Econ-4	Tourism Centres, Routes and Environmental Improvements	B	0.5	0.75	0.5	1.75
Econ-5	Fisheries Project	B	-	0.5	0.5	1.0
Econ-6	Business Land Delivery	A	2.1	2.1	-	4.20
	<b>Subtotal</b>		<b>4.35</b>	<b>5.35</b>	<b>1.85</b>	<b>11.55</b>
E-1	Redirecting Drin and Gjader Rivers	A	-	7.00	6.00	13.0
E-2	River Dredging, Interception, etc	A	10.00	5.00	5.00	20.0
E-3	Sanitary Land Fill (Phase One) etc	A	4.00	2.00	-	6.0
E-4	Rehabilitation of Canals and Pumps	A	3.00	0.50	-	3.5
E-5	Protected Zone Management and Investment	B	3.0	1.50	-	4.5
E-6	Environmental Forestry	B	1.0	0.5	-	1.5
E-7	Derelict Land Reclamation Programme	B	2.0	3.0	0.5	5.5
E-8	Various Technical Design Studies	A	2.0	-	-	2.0
	<b>Subtotal</b>		<b>25.0</b>	<b>19.5</b>	<b>11.5</b>	<b>56.5</b>
RD-1	Vermosh-Hot-Dedaj Group	A	0.28	0.49	0.37	1.14
RD-2	Shosh-Shale-Theth Group	A	0.31	0.48	0.15	0.94
RD-3	Ungrej-Koman Group	A	0.21	0.31	0.22	0.75
RD-4	Qafe Mali-Fierze Group	A	0.19	0.6	0.37	1.17
RD-5	Fan Group	A	0.06	0.48	0.22	0.76
RD-6	Miredite Group	A	0.3	0.39	0.9	1.59
	<b>Subtotal</b>		<b>1.36</b>	<b>2.76</b>	<b>1.44</b>	<b>5.56</b>

**Table 11.3 Consolidated Schedule of Projects (Page Two )**

This is probably not 100% possible, but the quantity of such necessary permits should be minimized. All such cases of administrative discretion should be handled by official, public tribunals not by individual or small groups. Both applications and decisions should be published in newspapers and by notice on the sites themselves. The policy documents, (including all plans,) should be published in a completely open and accessible way.

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- Existing Urban Areas: here urban regeneration should not be stopped. For example, ruined sites and buildings must be replaced. In Western Europe, urban renewal plans will be prepared to control this, but it will be difficult to do this here, and in reality a looser approach is unavoidable.
- *Technical work* to prepare plans, designs and contract documents, as well as site supervision and related project management activity; and
- *Operating of institutions*, (including salaries and office expenses,) such as those discussed above, including agencies for planning, infrastructure and economic development etc.
- *Cost of Loans* (including the administration of grants) which are made to finance (a) construction contracts prior to the disposal of plots; (b) loans to purchasers of plots; (c) economic development loans (to new business etc.)

### 11.2.8 A Project Management Office

**A Project Management Office**; a regional plan requires a small but powerful central unit to work out the detail and manage the whole process comprehensively. It would be a mistake to allow the plan implementation process to disintegrate into a set of separate projects for this or that, each one tied to individualistic entities (i.e. client, beneficiary, funder, and executive agencies for separate 'projects'.) It will be in the interests of North Albania to create a single competent regional plan implementation office.

### 11.2.9 Other proposed organizations

There may be a need for other forms of organization in order to carry out this plan, such as the following:

- 'PodShkod' Public Transport Executive
- North Albania Economic Development Agency
- Economic Development Bank (i.e. Grant Fund)
- North Albania Tourism Board
- Agriculture and Forestry Development Brand
- Business and Technical Advice Service
- Product Marketing Agency

### 11.3 CONSOLIDATED LIST OF PROJECT BUDGETS

The preceding chapters included schedules of projects with budgets divided by phases. We now present below a consolidated list: see Table 11.2.

### 11.3 FUNDING THE IMPLEMENTATION PROCESS

The budget costs given in this report are capital investment estimates. But we should not forget that the implementation of the plan also has a financial cost in three ways:

At this stage, it is difficult to envisage this in detail.

We envisaged a self-financing process to provide serviced land for building. However, this 'self-financing' process will need a kick-start to get it moving. As described in chapter 6, detailed local plans and infrastructure contract documents will be needed, plus initial financing for the construction. We envisage payback within, say, 5 years. The costs will therefore include two elements: (a) capital for a housing bank and a business premises bank using the plots as collateral for short-term loans; (b) grants to implementing institutions to allow their salaries, fees and administrative costs to be covered; and (c) infrastructure loans to fund contracts which will be repaid by the flow of payments from families and businesses

### 11.4 MONITORING PROGRESS BY A DATABASE OF INDICATORS

#### 11.5.1 Introduction

In a practical sense, the effort to define performance criteria (i.e. goals and objectives) would be meaningless, unless we could audit (i.e. measure) how far they are being fulfilled. This is the task of 'Indicators'. We should set up a system which allows us to gather data at frequent intervals, so that we know if we are on course to success (or failure.)

Such a system of data-gathering always works best if it is done by a consistent, repetitive routine. We should identify various organisations to regularly gather and present this data, and submit it to a central agency, which should have the task of reporting on the achievement of plan. In the preceding section, we called for a central 'Project Management Office' to manage the plan as a whole. We see this as the central agency for monitoring.



We propose eight interlinked data-bases, namely those about:

- (a) Immovable Property Rights
- (b) Population
- (c) Development Land
- (d) Access
- (e) Physical Infrastructure
- (f) Social Infrastructure
- (g) Environment
- (h) Economic Development

### 11.5.2 Eight Interlinked Databases

#### **(A) Immovable Property Database**

Property owned, leased, disputed and unknown

#### **(B) Population Database**

Population within the urban region (cities, towns, villages) and within the remote hinterland (specifically rural economic nodes, key villages, supporting villages and declining areas.)

#### **(C) Development Land Database**

- (a) Land areas allocated for growth and laid-out (by 'local plans')
- (b) Illegal development sites (in non-development zones) and enforcement action taken.
- (c) Other legal developments for purposes of urban regeneration and agricultural support.

#### **(D) Access Database**

- (a) Primary and secondary roads designated; target/current condition; construction/maintenance executed.
- (b) Tertiary or access roads designated in Planned Growth Areas; construction executed; number of plots accessed.

#### **(E) Physical Infrastructure Database: (Water, Sewerage/Drainage, Power.)**

- (a) Primary and secondary projects proposed and executed
- (b) Tertiary systems in Public Rights of Way planned and constructed. Connections to plots.

(c) Business Plan performance by infrastructure entities (income/expenditure.)

#### **(F) Social Infrastructure Database**

- (a) Schools: existing facilities, catchments, patronage. Planned projects and delivery.
- (b) Health Facilities: existing facilities, catchments, patronage. Planned projects and delivery.

#### **(G) Environment Database**

- (a) Projects for environmental recovery: progress to completion
- (b) Illegal or non-compliant building (or other development) within vulnerable zones. Enforcement action taken.

#### **(H) Economic Development Database**

- (a) Location of businesses by size (employees) and Standard Industrial Classification (SIC); rates of birth (and death); tax payments
- (b) Source and type of finance, (local foreign inward etc.) Loans by lender and business sectors

### 11.5.3 Audit (or 'Monitoring') System

For any strategic, spatial plan, there should be an established team to gather and update information. It should prepare a report every year, auditing (i.e. monitoring) the success of the plan. There should be a national system. There will be (we recommend) a National Spatial Plan and four Regional Spatial Plans, with an annual audit report covering all five in a single report. This report should also contain a policy appraisal, which updates the five plans to the extent needed each year.

Who should be responsible for this system? Logically, the *policy leadership* must rest with the Ministry responsible for spatial planning, (or as it is called in Albania, 'Territorial Adjustment'). The technical leadership should rest with the agency responsible for managing data, (namely INSTAT), under the direction of the policy leader.