

CHAPTER TWO

GOALS AND OBJECTIVES



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'VISION STATEMENT', GOALS, OBJECTIVES AND INDICATORS

2.1 INTRODUCTION

The most fundamental task in preparing a plan is to write a 'Vision Statement', goals, objectives and indicators.

The 'Vision Statement' is a short and simple statement of the central purpose of the entire exercise. We then state one 'goal' for each of the plan's themes. A goal is a 'high order' objective. An 'objective' specifies what should be done in practical terms in order to achieve the goal. It is the difference between what to do and how to do it. There are several objectives for each goal.

An 'indicator' is a statistic which measures or 'indicates' how far the objective is being achieved. There might be several indicators for each objective. The plan managers should then create a database, (possibly including a 'geographical information system') which is regularly updated. They could then 'audit' the plan; (i.e. prepare frequent progress reports.)

2.2 A 'VISION STATEMENT'

This statement gives an intensive focus and eliminates detail. We try to come to the 'heart' of the matter.

The region will attract maximum inward investment (and local investment,) so as to create the largest achievable number of jobs of the highest quality. This will be done in a sustainable way, tackling the obstacles to such investment, and making the region as competitive as possible.

2.3 GOALS AND OBJECTIVES

2.3.1 Introduction

This section describes a goal and several objectives for each theme of the plan. We have chosen seven themes, as follows.

- Settlement Pattern and Market Scale
- Land

- Access
- Physical Infrastructure
- Social Infrastructure
- Environment
- Economic Development

2.3.2 Theme: Market Scale and Settlement Pattern

Goal 1

To maximize the scale of the regional market by bringing the greatest population into maximum mutual accessibility. This will be subject to the conditions that (a) spatial balance is sufficient to allow economic assets in remote areas to be optimally exploited; and (b) the management of the environment is sustainably pursued.

Objectives

1A. Develop an integrated Urban Region

Create a polycentric urban region, (comprising various cities, towns and villages,) which is integrated with regard to (a) accessibility by road and public transport; (b) electronic means of communication and (c) coordination of key institutions in all sectors.

1B. Develop the remote Rural Hinterland so as to bring the population and the economy into balance.

Rationalize the pattern of villages, rural roads and communal services with respect to exploitable economic resources, so that population reduces whilst wealth grows to a balance point, where quality of life is comparable to the urban region and the population of the remote area stops declining.

2.3.3 Theme: Land

Goal 2

To legitimate land ownership. To concentrate building into defined areas, at a density which permits viable provision of infrastructure and access for all buildings. To prevent all development on land which is either (a) economically necessary for other purposes or (b) vulnerable or sensitive in environmental respects.

Objectives

2A. Define planned building zones and non-building zones.

In relationship to land demand, define building zone boundaries on the regional plan and local plans. Similarly define non-building zones and clarify the reasons for the restriction.

2B. The Regional Plan should contain guidance for preparation of Local Plans

Ensure that Local Plans provide development layouts which define (a) public 'Rights of Way' for roads and infrastructure; (b) land reserves for business and public uses (such as schools, parks etc.); (c) boundaries of plots for disposal; and (d) simple development regulations, stating permitted land use, height of buildings and set back distances. Also ensure that phasing is clarified so that it is practically possible to coordinate the time of public investment (in roads and infrastructure) with the time of private investment (in building)

2C. Convey Property Rights

Ensure that every plot has a legal owner, and this is documented. The owner may be an individual, a company or a society, (such as a cooperative) and there may be several types of ownership, including leases.

2D. Define the Need for Permission (Enforcement)

The plan should indicate areas in which permission to build is not needed; ('automatic permission'.) In the other areas, a permit will be needed for each case. Development without permission (or without 'automatic' permission) should be demolished.

2.3.4 Theme: Access

Goal 3

To ensure interconnectedness of economic and other activity by (a) managing the pattern of origins and destinations in space; (b) enhancing movement channels (such as roads) in ratio to this pattern of activity.

Objectives

3A. Maintain the character of each type of road and create a complete road hierarchy.

Ensure that major roads have widely spaced junctions and no frontage access. Use secondary roads to distribute traffic within a district and local roads to access plots. Compliance cannot be enforced without a plan, obviously, and all levels in the hierarchy must be built. If not, developers will use strategic roads for local functions, and their purpose will be frustrated.

3B. Develop a coordinated multi-modal system

Develop (and induce as many people as possible to use) rapid rail transit, buses, minibuses, maxi-taxis, bicycles and walking. Focus major destinations, (such as business areas) as close to stations as possible and build new stations.

3C. Establish local roads as 'Public Rights of Way' on plan, and ensure all development plots have access from a road frontage.

The regional plan should give principles, although Local Plans will define the layouts in detail. Even if the roads are not yet built, the definition of Rights of Way will allow them to be 'protected', (i.e. not built upon.)

3D. In remote rural areas, correlate (a) zones of economic resources with (b) a pattern of villages (of various functions) and (c) a pattern of road maintenance.

Roads to villages with no economic future will be abandoned. Village function will vary: (a) economic node; (b) service node; (c) supporting village. The linkages to each should be differently defined, and maintenance policy fixed accordingly.

2.3.5 Theme: Physical Infrastructure

Goal 4

Ensure that all buildings are provided with suitable, functioning infrastructure to an agreed service standard before (or shortly after) they are occupied. This should be based on sound finance and management principles.

Objectives

4A. Provide all 'Development Zones' with primary (and, if necessary, secondary) systems up to their boundaries.

The Regional Plan should indicate (at least symbolically) all primary and secondary systems.

4B. Ensure Local Plans define 'Public Rights of Way' (containing local roads, water mains, sewers, power lines etc.) and indicate direct connections from a RoW into each individual plot.

All rights of way should be public property. There should be no private rights of way: (i.e. no plot should be served across another plot.) All plots should be capable of individual inspection and metering. The regional plan should contain clear rules, criteria and standards for the preparation of local plans in this respect.

4C. Establish and sustain a workable institutional and financial framework for infrastructure.

The Regional Plan must include this in outline. There is likely to be a primary entity for each system, managing primary (and possibly secondary) systems. A delivery entity will supply each consumer. It will issue bills and collect payments. The primary entity will be paid by the delivery entity.

5D. Establish Affordability as part of an Infrastructure Business Plan

The capital cost of local infrastructure and local road provision must be apportioned *pro rata* to land occupied, (i.e. reflecting density.) The capital cost will be lower if you occupy less land. This must be defined by targets in the Regional Plan and with precision in the Local Plan.

2.3.6 Theme: Social Infrastructure

Goal 5

Ensure that all residential communities are provided with educational health and social facilities; that the location (and accessibility) is convenient; and that target standards are consistent.

Objectives

5A. Local Plans should identify all necessary plots for social infrastructure, as well as associated roads and physical infrastructure

The land should be transferred to public ownership. The phasing of local plans should take care to develop the catchment of each facility as quickly as possible, (before progressing to start developing another catchment.)

5B. The income from the disposal of plots of land should contribute to the finance of social infrastructure.

The principle is similar to the funding of tertiary infrastructure by income from land disposal, although major funds from taxation and beneficiary charges will also be needed.

2.3.7 Theme : Environment

Goal 6

To ensure that development does not damage the environment, and that development is not unduly exposed to risks of an environmental origin. To ameliorate such damage where it has already arisen. To enhance environmental qualities where they would add sustainably to the quality of life or the competitiveness of the region.

Objectives

6A. Reduce the risk of damage to development caused by environmental factors.

Define land areas where development would be vulnerable to risks such as earthquakes, floods, ground instability, etc: Prevent development on such areas. Or enforce policies in those areas so as to control risks; (e.g. structural design codes.)

6B. Reduce risk of damage to the environment caused by development.

Define areas of environmental vulnerability where development could cause damage, (such as erosion, deforestation, groundwater pollution, loss of ecological, cultural or visual assets.) Prevent development in those zones. Or adopt

- policies designed to manage the risk, (such as density control or sanitation technology.)
- 6C. To improve the environment where degradation has already taken place, and in particular to recycle 'brownfield' land.**

This area, like much of Albania and the world as a whole, contains polluted and wasted land. It is foolish to put 'greenfield' land under development, when 'brownfield' land could be cleaned up and used. The Regional Plan can be a big help by creating the possibility of land asset enhancement sufficient to finance the 'cleaning-up operation'. But even so, an external subsidy may be needed in really 'dirty' areas.

- 6D. Enhance the attractiveness of the urban environment, 'cultural landscapes' and areas of natural beauty, where this would add to the quality of life of the population and the economic competitiveness of the region.**

The Regional Plan should identify, (without going into detail,) the main opportunities with respect to the attraction of investors and the 'lifestyle' variables of the region.

2.3.8 Theme: Economic Development

Goal 7

To create a competitive region. To establish the circumstances necessary to attract investors in buildings and in business activity and to facilitate such investment, so as to reduce unemployment and improve the quality of jobs.

Objectives

- 7A. To ensure that land, buildings, capital, skills and other inputs are readily available to support the activity of entrepreneurs.**

Focus this on sectors with relatively low entry costs at first, particularly fields which substitute for imports and fields which add value to base resources such as food and timber.

- 7B. Prevent building on land which is valuable for economic activity, particularly agriculture. Do not fragment land holdings if this reduces the viability of businesses.**

A particular problem is the consumption of valuable agricultural land (for building) in an inefficient and wasteful way. This is allied to non-viable pattern of land holding, which needs consolidation. The regional plan must show how land management will serve the interests of economic development.

- 7C. Identify the key economic sectors and their preferred locations. Direct efforts to focus first on them. Ensure that land for business is always available, fully provided with infrastructure and legal title. Undertake effective marketing.**

Identify the proven economic growth sectors and the locations (if any) which are apparently most favoured. Phase the sectors and locations, so that those with lowest costs and least obstacles are tackled first.

3 INDICATORS

3.1 INTRODUCTION

In a practical sense, the effort to define 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 suggest that organisations 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.

We propose eight interlinked data-basis, 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

3.2 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 (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 or foreign inward etc.) Loans by lender and business sectors

3.3 Audit (or 'Monitoring') System

For each 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?

Obviously, 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.

As regards this project, we give more detail in Chapter 11, which concerns 'Finance and Implementation'. An appendix is separately submitted on the 'Plan Monitoring System'.