

# **Changing Planning Cultures- The Case of Albania**

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## **Abstract**

**The main focus of the research is on the Albanian Planning Culture. As of 2009 Law 10119 on Territorial Planning was introduced in Albania which requires a cultural change from 'urban design' to a more spatial planning approach. Hence the current situation in the country has been the object of the analysis, otherwise known as a critical juncture. From the Historical Institutionalism theory, this is quite a crucial moment for institutions as the path taken now will set the institution in a pattern which would be difficult to shake. In addition to this the attitudes of the agents toward change are very important. The study also provides a literature review on planning culture and the way that they can change.**

**The main aim of this thesis is to identify the challenges, including the different types of agent and to provide some plausible recommendations that can enable a gradual institutionalization of the changes. In order to meet the aim the researcher has chosen a case study methodology which frames the Albanian Planning Culture and the changes brought by the new legislation. In addition, analyses of the critical juncture and the different agents operating in Albania have helped the author to provide some recommendations that might enable the culture change in Albania.**

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## **List of Abbreviations**

**EU- European Union**

**CoM- Council of Ministers**

**DCTA-District Council of Territorial Adjustment**

**CTA- Council of Territorial Adjustment**

**NPI- National Planning Institute**

**NTC- National Territory Council**

**NTPA- National Territorial Planning Agency**

# Chapter 1: Introduction

## 1.1 Introduction to Albania

Albania is a small country situated in South East Europe, bordering to Montenegro and Kosovo in the North and North West, FYROM in the North-East and East, and Greece in the South. On the west the Adriatic and the Ionian Sea form the Albanian coast line and divide the country from Italy. The country is geographically advantageously situated and has been regarded since the antiquity as a bridge between the west and the east for transport, trade and culture (Hall D, 1999). Albania has a population of just under three million people spread over an area of 28,748 square kilometres, where the central western plain has the greatest density with the capital Tirana being the most populated city in the country (INSTAT, 2011). The country has a Mediterranean climate with warm summers and mild winters which offers good conditions for agriculture and tourism, especially the latter, as the fascinating landscape of the country offers opportunities for marine as well as mountainous activities.

Map 1: Central and South Eastern Europe (Source: Mele 2011)



Albania was ruled by the Ottoman Empire for almost five centuries, until 1912, which left the country severely underdeveloped and mostly focused on agriculture, bypassing the industrial revolution (Aliaj B. et al 2009). Following that the country went through numerous struggles to form a stable governing system, going through different phases from a republic to a self-proclaimed monarchy. However, Albania during this time remained still underdeveloped and mostly agricultural. After the WWII the country went through one of the toughest communist dictatorships in the region (Rugg, 1994). The fall of the communist regime in 1990 was followed by a transitional period associated with several problems. However, despite its many efforts Albania has not yet been able to accomplish one of its greatest aspirations, join the European Union, due to insufficient political stability, corruption, as well as a slow progress on the institutional adaptation to the European standards which has come as a consequence of the transition period and the path dependency from the communist era (Johnson A. M, 2010). One of the turning points of the Albanian transition was the signing of the *Stabilisation and Association Agreement (SAA)* with the EU in 2008 as administrative reforms have taken priority (O'Brennan and Gassie 2009).

## **1.2 Introduction to the Research**

Urban design was a strong component of the Albanian planning culture with roots to be found since the monarchy period, although it was developed further during the communist era (Aliaj et al 2009). The Albanian planning system seems to be similar to the 'urbanism family' (Farinos and Dasi, 2007) seen in most of the southern European countries. Planning in most countries is quite a dynamic field, going through changes constantly in search of better practices and a better management of the territory. However, in Albania this field has been quite static (Aliaj et al 2009). After the 1990s, due to the high political instability in the country, the uncontrolled movement of people, especially towards the capital Tirana, led to a corruption of the system. The legislation in planning proved to be somewhat inefficient during the transitional period (Niented P. 1998) and it has been under much debate for a shift towards decentralization and finding new ways of territorial governance.

The signing of 'Law 10119 on Territorial Planning' marks a turning point for the Albanian planning system, and it is the inspiration or the starting point for this research. As mentioned above, planning in Albania has been rather static due to the difficulties faced by the Albanian Government in adapting to the free market economy and the democratic system (Shutina D, Gjika A 2010). The new planning system is considered by some as being similar to what can be seen in the Western European Countries, and to some points even exceeding them (Toto R and Cobo E, 2010). The legislation was drawn with the support of some projects undertaken by the USAID, World Bank and

the Albanian government, where different best practices, whose origin is difficult to be identified, were taken into consideration and used to design the new system (ibid). One of the many innovations that this law has brought, is the requirement for taking a more spatial and strategic approach in planning (Keshilli I ministrave 2009). Before 2009, Albanian planning was mostly related to urban design or urban 'planning' at best, focused on functionalist paradigms with a very strong land use component (Co-Plan 2011). Therefore, the introduction of Law 10119 has not just created a new legislative framework, but it has also created a new system where spatial planning is central. Therefore, this also requires a cultural change from the 'urban design' approach to new practices which will form the centre of the research.

Theory shows (Roland G, 2004) that legislation can change quite quickly, even overnight, whereas culture undergoes a very slow progress of change. One of the reasons for such a slow change is the fact that culture is learned, not inherited. It derives from one's social environment, not from one's genes (Hofstede, 1991), therefore when considering some of the characteristics of the Albanian planning that were mentioned above, it becomes an interesting research topic to study. The stage in which the Albanian Planning System is now can be considered quite important and it is often referred to a 'critical juncture', which is a situation in which the structural (that is economic, cultural, ideological, organizational) influences on political action are significantly relaxed for a relatively short period (Cappocia and Kelemen, 2007, p3). In addition following the historical institutionalism theory, it can be said that the actions or decisions taken at the initial stages of a change process the path taken by the institutions will last for a relative long time period as it will narrow the possibilities of development, notion known as path dependency (Mahoney and Thelen 2010).

Therefore, the rest of this paper will concentrate in analysing the changes that have occurred and are occurring in the Albanian system. Firstly the major change will be analysed, the change in legislation. The way that the new law was designed and the changes with the previous one are crucial as the outcome of this process will affect the second one, that of cultural change. In addition to this the main aim of the research will be to identify some possible recommendations that could help the cultural change to become institutionalised. Research on Planning Culture shows that planning cannot change just as a practice, the whole mentality, values and other attributes of those involved in planning need to change (Shaw 2006). Therefore, in order to meet the aim the concept of the gradual change will be used. This is dependent on agents (Mahoney and Thelen 2010) hence in order to achieve this Historical Institutionalism will be used as a theoretical framework, which will allow the researcher to build the argument about institutional change, analyse the roles that the actors play and the ways that they can affect the process.

Therefore, the cultural change of the Albanian system forms the crux of this thesis which leads to the following research questions, aims and objectives.

### **1.3 Research Questions, Aims and Objectives**

The starting point of this research as mentioned earlier is 'Law 10119- On Territorial Planning' signed in 2009 which marks start of the reform in the Albanian Planning. The main focus of the thesis is on the challenges that the new system will face and the ways it can become institutionalized.

Hence the main aim of this thesis is to identify the challenges, including the different types of agent and to provide some plausible solutions or strategies that can enable a gradual institutionalization of the changes. Therefore, this leads to the main research question:

*'How can the new planning culture in Albania become institutionalized?'*

In order to answer the main research question some sub-research questions and objectives have been set.

- *'What is the Albanian Planning Culture?'*
- *'What changes have been introduced by the new legislation?'*

The objective of these two sub-questions is to provide an insight on the planning culture in Albania and its development through history, including the changes by the new law. Hence the main objective is to define the Albanian Planning Culture. These two sub-questions are very important in giving the researcher the necessary insight in order to analyse the Albanian planning environment and to compare the new system with the old one.

- *What measures have been taken so far in Albania to enable the change and what are the main challenges facing the new System in Albania?*

The objective of the third sub-question is to analyse the critical juncture period and from there to deduct evaluate some possible strategies that can be used to put the new system in the desired direction of gradual change. This question is very important, in order to answer the question for plausible solutions and how the new system can become institutionalised as well as to help with the cultural change of planning in Albania. Its main objective is to identify the main challenges facing the Albanian institutions as well as the main agents that might affect change.

In addition the researcher has set some personal objectives such as to acquire a better understanding of the Albanian planning system, which is also his home country system and will benefit for the future professional development.

#### **1.4 Societal Relevance**

The Balkan Peninsula shows a very interesting case of development for the European Continent. The similar post-communist challenges that these countries encounter in their institutional development are gaining increasing attention from policy makers and academics (Mele, 2011). Likewise the planning systems of these countries are still under evolution and face some similar challenges in changing their planning systems (Shutina 2009), hence some of the lessons learned from Albania can also be relevant for the other countries in the Balkan region. In addition, Albania is not a well-studied case for most academics especially in planning, so this thesis can add some insights on this 'unknown' part of the European Continent.

The transition period has had some significant impacts on the Albanian built environment; due to the developments chaos in the early days of post communism, hence planning, should and can play a great role in facilitating a better development. The thesis also analyses some of the challenges that the planning system faces, the cultural adaptation and the change in planning practices that is necessary to incorporate the 'acquis communautaire' in the different levels of governance in Albania.

#### **1.5 Structure of the Thesis**

The first chapter has served as a general introduction to the thesis, the research questions and the some of the relevant issues that will be treated. The rest of the research will be divided into five other subsequent chapters.

The second chapter includes a literature review of the available articles and books that will be used in order to achieve the aim of the thesis. The chapter is divided into three parts, the first related to literature about Albania, the second to the different spheres of institutionalism theory and the third it is mostly related to planning and cultural change.

Chapter three is spread over two sections where the first section forms the theoretical framework which will guide the research. The second section of this chapter focuses on the methodology that has been used in order to answer the research questions and meet the objectives. A detailed explanation of the data collection is included.

Following this chapter, the fourth one, forms the case study on the Albanian Planning. A chronological description of the main changes is given in order to draw some insights on the Albanian Planning Culture. Attention is also paid to the education system and the way planning is treated in Albanian Universities and the implications that this has on planning in practice.

The fifth chapter forms the 'discussion', where the link between the theory and the case study is made. The main challenges facing the new Albanian planning system are analysed and some possible recommendations given. In this chapter the main findings from the theory are linked with the empirical findings and hence an answer to the main research question is given.

The last chapter (6<sup>th</sup>) forms the conclusion. The main findings of the thesis will be included, referring back to the research questions. In addition some general recommendations are given as well as implications for future research. In the end an evaluation of the whole thesis process is done and whether the personal objectives of the researcher were met.

## Chapter 2: Literature Review



## 2.1 Albania

Aliaj et al (2009) argue that the roots of the Albanian planning culture have been formed since the 1920s as a consequence of the influence from the good relationships between the Albanian and Italian Monarchies. With the end of the war in 1945 Albania experienced one of the toughest totalitarian regimes in Europe for a period of over forty years (Danemark 1991). The regime was characterized by a heavily centralized economy, centrally planned and with the absence of private property (Rugg 1994).

“Under communist rule land reforms were implemented, enterprises were nationalized and governments moved to control all aspects of economic and social life through programmes of nationalisation” (Turnock, 1989 p15)

Due to the highly centralized nature of the Albanian state it was not necessary to develop planners hence the country continued to follow the ‘urban design’ tradition (Shutina 2009). The work was done by architects who were seen mostly as urban technicians and engineers.

In 1990 the change of the regime to a democratic one however did not change the planning tradition in Albania as it continued to follow similar rules (Niented 1998). The inability of the planning institutions to change to the new conditions corrupted the system and lead to an uncontrolled development of the territory (Aliaj et al 2009). One of the reasons for such an uncontrolled development was due to the fact that similarly to other post-communist countries the concept of private property rights has been understood as an individual right rather than the individual duties towards society (World Bank 2007).

However this has not just been the case for planning but in most of the administration has found difficulties due to the fact that social upheavals and political rivalries have played an important part (O’Brenan and Gassie 2009). Although, Albanian Parties have had as their main objective to become a member of the EU in their political platforms, its slow economic development and the low institutional capacities are the challenges that have been conditioning the process (Johnson A. M, 2010). As a consequence of this administrative reforms have started in the country with the main aim to increase institutional capacities (O’Brenan and Gassie 2009). Although Planning is not a one of the requirements for integration, the government saw the opportunity and started the reform in 2006 and a new law on planning was drafted in 2009. According to Toto and Cobo (2009) this law requires a change from the traditional ‘urban design’ practices towards a more spatial approach and to see the territory and its development as a whole.

## 2.2 New Institutionalism

In the 80s there the strand of new institutionalism started to emerge with its various improvements of the traditional institutionalism. According to Peters (2010, p1), 'the many aspects of the old one are however leading the study of politics toward a number of new theoretical and empirical directions'. The 'new institutionalism' can be divided in several strands and Peters presents eight of them, however this seems though too elaborated, as the author itself argues that many of these strands do overlap with each other and their distinction can be blurry. On the other hand, authors such as Thelen (1999), Hall (1997, 2010) and Mahoney (2000) distinguish between three main spheres of new institutionalism such as historical institutionalism, rational choice institutionalism and sociological institutionalism. Although there is some convergence between these three spheres, they contrast each other in the way they define institutions, explain institutional creation and justify institutional change. Therefore it is worthy for the purpose of this research to give a quick description of each of these spheres before arguing for the choice of one of them to be used for the theoretical framework in analysing the Albanian Planning System.

Rational choice institutionalists define 'institutions as rules used by individuals for determining who and what are included in decision situations, how information is structured, what actions can be taken and in what sequence' (Kiser and Ostron 1982). In addition, rational choice institutionalism places most of its focus on the utility-maximising decisions of individuals, hence the individual is always at the centre of attention and when trying to explain change, the theory does not appear very well developed. Change is conceptualised here as a discrete event, and it is said that it may occur when the current institutional setting fails to meet the needs, hence not as a continuous process of learning and adjustment. Whereas *rational choice institutionalism* has a more economist approach, the other sphere of new institutionalism, the sociological one, places a different focus on explaining institutions through sociology, a discipline which is argued to be better equipped for that (Peters G, 2010). One of the definitions of institutions from this sphere is: 'socially constructed, routine reproduced... program or rule systems... operating as relative fixtures of constraining environments and ... accompanied by taken for granted accounts (Jepperson 1991). This sphere of institutionalism places a lot of focus on institutionalization, and it tries through this concept to explain institutional change.

Historical Institutionalism is another sphere of new institutionalism which needs to be taken into consideration for the purpose of this research. The notion of 'path dependency' has a central attention in this strand of institutionalism and the idea is that 'policy choices made when an institution is formed, or when a policy is initiated, will have a continuing and a largely determinate

influence over the policy far into the future' (Peters 2010, p 69). This strand of institutionalism seems quite simple and it has been criticised in the past for its problems in trying to explain change and the somewhat vague link it formulates between agency and institutions. However, in recent works of Thelen and Mahoney (2010) a greater focus has been placed on agency within the strand of institutionalism, which has developed the theory further for explaining gradual changes. In addition, given the scope of this research, which sees as one of its objectives to define the Albanian Planning Culture, where history and path dependency play an important role, makes this type of theory quite attractive and suitable. The next chapter, in the theoretical framework section, gives a more detailed explanation on the theory and the way it will be used in order to meet the aims and to answer the research question. However in principle, there are four main elements of the Historical Institutionalism that will be used to analyse some of the change processes in Albania such as major change, path dependency, critical juncture and the notion of gradual change.

## **2.3 Planning**

### *2.3.1 Planning Categorisations*

Planning has been in the attention of many academics, researchers and government officials for several decades as it is a tool which allows for the management of the territory and especially in the last two decades it has received attention due to the sustainable development issues (Pike A. et al 2006). As such it is an integral part of any governance puzzle for the management of their territory, economic, social and environmental development OPDM (2005).

However, the concept of 'spatial planning' is used in different ways depending on the context and purpose hence it is worthy to make the distinction of the two main ways in which it is conceptualised such:

- "the name of the governance system for managing spatial development and/or physical land use in a particular place (the national or regional planning system)

and

- as a specific term to describe 'the spatial planning approach', a particular idea or definition of spatial planning that has arisen through debate at the European level" (Duhr et al 2010, p26)

For the purpose of this study, and to put it into the Albanian context, the term 'planning' will be used instead of spatial planning, as this approach is not used in Albania.

A complex mixture of factors such as historical and cultural conditions, geography, constitutional and administrative arrangements, levels of urban and economic development as well as political and ideological aspirations had led to a large variety of systems with different objectives, instruments and techniques for planning spaces. (Duhr et al 2010)

The first attempts of categorizing planning systems in Europe started by using as a framework the legal and administrative families in five northern European countries such as Denmark, England, France, the Netherlands and West Germany (Davies et al 1989). The result was a broad distinction between the planning system in England which provided a high degree of discretion due to the legal framework of the English common law and the legal certainty that is provided by the other countries which have Napoleonic or Scandinavian legal system.

Using a similar approach Newman and Thornley (1996) of the legal and administrative families to categorise planning systems in Europe, they reached a similar conclusion with a division of five main families. The British family which included Great Britain, the Germanic family formed by Germany, Austria and Switzerland, the Napoleonic family with Belgium, France, Greece, Italy, Portugal, Spain and the Netherlands, the Scandinavian one by Denmark, Sweden and Norway, and the East European Family.

Using the legal and administrative families to categorise planning systems is a good start, however to conceptualize the whole planning culture on these basis, it is oversimplified and hence, it is not sufficient. This concern was expressed by the EU compendium of spatial planning (CEC 1997) which used a more elaborated and wider set of criteria to distinguish between four different types of traditions of planning. The legal framework was still one of the criteria used however, other issues such as the scope of the system, the type of planning at national and regional level, the power balances between national and local authorities, the roles of public and private sectors, the maturity of the system were among some of the criteria introduced to categorise the four ideal types of planning systems. These four major traditions of spatial planning were 'comprehensive and integrated approach', 'land use planning tradition', 'regional economic planning approach', 'urbanism tradition'.

The 'urbanism' family is evident in the southern European countries where a great focus is placed on architecture and urban design. Regulation is done via rigid zoning and codes, however these systems have lacked general public support and not commanded a great political priority therefore they have been less effective in controlling development. (CEC 1997)

In addition, the ESPON project 2.3.2 (Farinos D (ed) 2007) made some improvements to the Compendium of Planning and in a way it was an update to the previous. Here it was given more emphasis on the distribution of powers between the different levels of government and some of the changes that the countries were taking up in their planning systems were described. Nadin and Stead (2008) looked into the categorisation of planning systems as well, however using a different criterion, basing it on previous studies of the categorisation of the social models in Europe. The results were quite similar to the previous attempts and similar ideal types of planning system categories were seen.

These categorisations of planning systems are quite useful as they set some ideal types against which reality can be compared, however what is noted from all this studies is that there is a whole array and variations of planning systems of the different countries depending on the criteria which is used for their categorisation. In addition it is difficult to 'clear-cut' categorise these planning systems due to the fact that aspects of different traditions are intertwined in each of them. In addition, studies by Duhr et al (2007 and 2010), Nadin and Stead (2008) as well as the ESPON 2.3.2 project show that there is a convergence of planning systems mostly due to the Europeanization processes. However the importance of this section is that it will allow the researcher to identify and compare the Albanian Planning Culture. Hence, the affinity at least in principle with the countries of the same family offers the opportunity to view how changes have occurred and the way that these countries have evolved their planning systems so that they can be related back to Albania. This leads to the next sections of this chapter, that, of planning cultures and the change in the planning culture.

### *2.3.2 Planning Culture*

Before going deeper into the planning culture, first it is worthy to give some definitions of the concept of culture with regard to planning. According to Hofstede (1991), 'culture is learned, not inherited, it derives from one's social environment, not from one's genes'. With regard to planning Faludi (1999) defines it as the collective ethos and dominant attitudes of planners regarding the appropriate role of the state, market forces and civil society in influencing outcomes whereas Friedmann (2005, p184) defines it as 'the ways, both formal and informal, that spatial planning in a given multi-national region, country or city is conceived, institutionalised and enacted'. As it can be seen from these definitions, 'culture' is an integral part of planning systems as it reflects accumulated attitudes, values, rules, standards and beliefs that are shared by planners and other actors. The accumulation of the above has come to date through different historical processes, hence cannot be separated from the whole countries background, hence 'culture is manufactured and acquired by definition' as argued by Knieling and Othengrafen (2009 p4). Culture plays an

important role in the way that a people perceive reality, and this reality becomes culturally rooted, hence becomes a type of social construction (ibid). This is also shown by the following graphic representation:

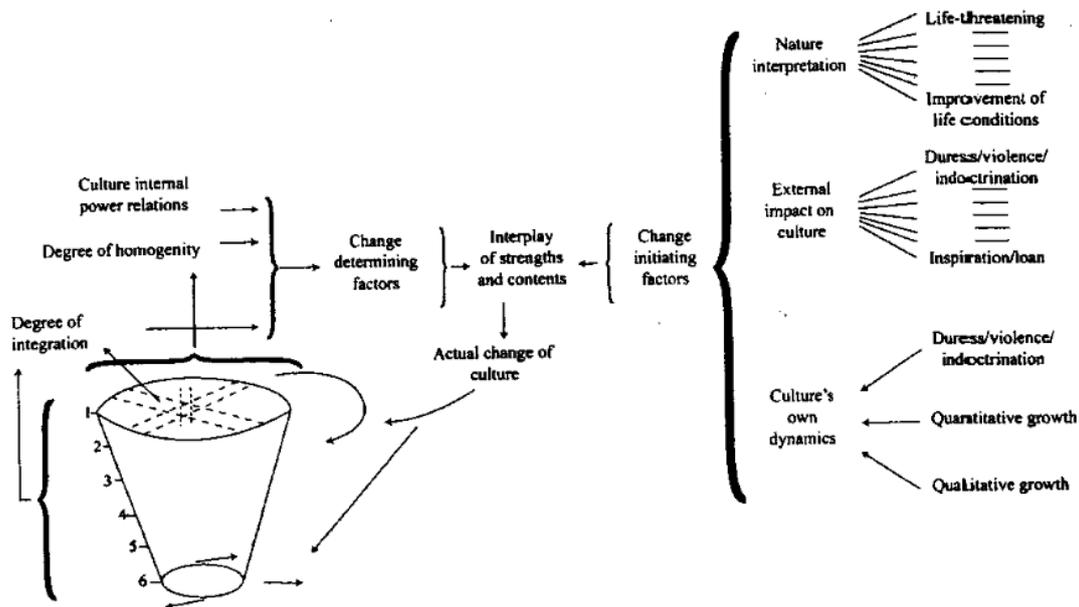


Fig 2.1: General Dynamics Culture Model (source Gullestrup 2006, p153)

What the above means is that a planning culture can never be static. It undergoes continuous change as the domestic and foreign situations change. The later can be set to be affected mostly by processes of Europeanization and Globalization (Friedmann 2005, Duhr et al 2007). It is here from deductable, that the cultural change of a country is a slow process, contrary to the legal change which can occur quite quickly, even overnight.

### 2.3.3 Changing Planning Cultures

Globalisation, the 1970s economic crisis, de-industrialisation, as well as the environmental concerns that were starting to grow are some of the main pressures nation states that played a big role in shifts in governance. New ways of governance started to emerge associated a shift from the Keynesian and the welfare state towards a retreat of the state and opening up to discussion and influences from the market and the civil society (Tallon 2010).

These also required a change in planning, from a more plan led, which was common of land-use planning in most EU member states, towards strategic planning. According to Albrechts (2004) strategic planning is "a public-sector-led sociospatial process through which a vision, actions and means of implementation are produced that shape and frame what a place is and may become". As

it can be seen from this definition, the strategic approach has some of the main qualities that were required at the time to move from the inflexible land-use planning. Firstly, strategic planning is more inclusive and allows for the involvement of different stake-holders into account. Secondly it uses a strong evidence base and takes into account the different strengths, weaknesses, opportunities and challenges, it allows for inclusion of different trends and external forces that may influence the area. In addition, it makes use of images, visions and maps which allow for a better understanding of the area, as well it develops long term strategies and perspectives at different levels (Albrechts 2004). Also, it has a focus on decisions and implementation and allows for monitoring, feedback and revisions. To sum up, strategic spatial planning is an open process, very close to the problem and it is continuous, it makes use of different tools and approaches which allow for long term-strategies and visions.

Due to the different events that were occurring in the early 1990s such as the signing of the Single European Act, the fall of the iron curtain and the continuous expansion of the EU, attention started to be paid to planning, although the EU does not have direct competences on this issue (Duhr et al 2010). This can be seen through the different initiatives such as the ESDP, the INTERREG programs as well as some of the projects that were mentioned above. As mentioned above the developments over the last two decades have had major spatial impacts and hence, this is a hint that it would have also spurred some changes into the planning professions in different countries. What is meant by this is that planners and policy makers nowadays do not only have to take into consideration the directives coming from their own country but also from the EU(in the case of Europe), as well as deal with the external pressures from the market and the civil society. Also, a greater cooperation is now required between nation states, which increases the need for knowing the planning cultures and systems of other countries.

Hence research in planning has enjoyed growth over recent years and especially the one in comparative planning. This is also supported by Masser (1984, p139) who argues that *“cross-national comparative research has become increasingly attractive, because of the opportunities that it provides for analysts to test emerging theories and for practitioners to consider the lessons from other people’s experience”*. This type of research is also supported by the EU who has engaged in the comparative planning research with the creation of the European Compendium of Planning.

The publishing of the ESDP, the Territorial Cohesion Agenda as well as other policies with spatial impacts can be helped to be implemented through a greater knowledge of planning systems in different countries. Similarly, when looking at the Law 10119 ‘On Territorial Planning’ in Albania, Toto and Cobo (2009) argue that some of the concepts used in the law have been taken from

international best practices and the law tries to be one step closer to these and sometimes even exceeds them. Hence it becomes important to review and to also understand some of the main documents and processes that might have affected the new system in the country. Although Albania is not part of the EU, its objective for joining the union could be an indirect effect as to the reasons why this type of law has been introduced although it is difficult to understand considering the Albanian background.

A good example of this change in the culture of planning and the influence that these projects have had is the case of Italy. The Italian planning culture, according to the EU Compendium has been categorised under the 'urbanism' family which is characteristic of most South European countries (CEC 1997). This has been associated with a strong architectural influence especially on urban design and rigid zoning. Another characteristic of the Italian system is the fact its legislative system is based on the Napoleonic Code, hence the country has a constitution, thing which also affects the way planning is dealt with. (Rivolin and Faludi 2005)

However in the early 2000s Italian traditional planning has gone under several changes, also inspired by the ESPD, towards a more strategic planning approach (Sartorio 2005). This means that there is a move away from the rigid land-use plan to strategic and visionary plans for cities and regions. This is also supported by Mazza (2001) who argues that the rigid zoning plans with the passing of time became very inflexible and changes would require high political costs and require a lot of time.

As it can be seen from this example the start of the change in the Italian Planning Culture was caused by two types of 'shocks', an endogenous one where the Italian professionals had come to the conclusion that the rigid zoning plans were becoming ineffective as well as due to the exogenous one coming from the Europeanization processes. According to Rivolin (2003) the changes were triggered by the common European agenda as well as by the fact that it was clear for Italian professionals that they could not work anymore with the same practices. The way the change happened was by adding new knowledge to the previously acquired ones and by evolving the old practices. This was helped by firstly, the authorities understanding that the process of change was required which then created the right environment for greater collaboration (ibid). The case of Italy can be a good example for Albania due to the similarities in culture, 'urbanism', as well as due to the great affinity and the good relations between the two countries.

Shaw and Lord (2007, p63) argue that 'culture change in spatial planning must be seen as part of a wider process of change in the nature, function and organization of local public services'. In a similar manner Shaw (2006) says that planning cannot change just by changing the required practices, it is

part of wider process and therefore it is necessary to change it as a whole. However, the required change cannot come without the acceptance and the understanding the new what the new system tries to deliver (ibid). Hence, it should not just become change of behavioural compliance which means that people do things differently but only because they are told so, meaning that their values and attitudes are the same (Shaw and Lord 2007).

Going back to the European talk about planning, the achievements of these projects and studies was the spread of common terminology and best practices across Europe. However, as presented by Faludi (2001, 2003), it became clear that most of the terminology in the end was down to interpretation due to the different cultures. One important factor that played a big role in the interpretation of terminology and other policies was knowledge. Firstly it is important to make the recognition that are different types of knowledge from different sources, such as 'tacit' (*experienced*) and 'explicit' (*learned*) (Hoetjes 2010). Secondly, the distinction between knowledge and information, and that not any claim can be a knowledge claim.

In cases of low institutional capacities, such as the case of Albania, the knowledge factor plays a big part in accepting changes as well as the interpretations of new notions and practices. Especially, when considering that the new law in Albania has an important focus in the collaboration and coordination between authorities, hence build on some of the concepts from multi-level governance. As argued by Heritier (2002), one of the weaknesses of this type of governance is that it requires high institutional capacities in order to function. Therefore, it is essential to increase the knowledge base. The main argument of is for a pragmatic approach to knowledge, focus should not only be placed on learned knowledge but also on the experienced one, thus it becomes necessary to have a balance between the two. In addition it is also important to that the distinction between knowledge and information it is clear, therefore it is recommended to focus on '*creating arenas for the testing and recognition of knowledge*' (Rydin 2007, p53). However, Shaw and Lord (2007 p.66) make also clear how important it is to have a clear strategy before starting a process of change as 'uncontrolled and uncoordinated efforts lead to mixed messages coming from the centre which makes it difficult to understand the real aspirations of the culture change initiative'.

**Chapter 3**  
**Theoretical Framework and Methodology**

### 3.1 Historical Institutionalism

Historical institutionalism was the first version of the new institutionalism to emerge in this discipline of political science. The simple idea behind this version is based on the presumption that choices made when an institution is being formed, or when a policy is initiated will have a continuing and determinate influence far into the future (Peters 2012). This is also known as 'path dependency' and in other words means that once an institution or organization takes a path it will continue following that due to the inertia created (David A Paul, 1994).

According to Hall (1997, p7) an institution can be defined from a historical institutionalism point of view as 'the formal rules, compliance procedures and standard operating procedures that structure the relationships between people in various units of the polity and economy'. Others have tried to define institutions by using examples of institutions such as government arrangements, constitutions or even more informal or intermediate sets by including more sociological aspects (Thelen 1999). As it was seen in the previous chapter, a planning culture has a very similar definition to the way an institution is defined from the Historical Institutionalism theory, and hence the concepts used on analysing an institutional change will also be applied to the planning culture change. In addition, culture was said to be something which is built through years, hence the path dependency concept which is, as argued from above, central to the historical institutionalism theory (Boas T. 2007) will play an important part. Firstly by analysing how the past event in Albania such as main change in regime in 1990 has effected planning in Albania, and secondly as to the way it will condition the new system which was introduced in 2009.

Peters (2012) argues that Historical Institutionalism has been in the centre of criticism for its lack of potential, for explaining institutional change. It is said that this strand of new institutionalism is more adequate to explain continuity rather than change (Mahoney 2000). One of the ways in which change is explained in Historical Institutionalism is by using the notion of critical junctures which Mahoney and Thelen (2010, p7) argue that are 'periods of contingency during which the usual constraints on action are lifted or eased'. In addition Capoccia and Kelemen (2007, p3) define critical junctures as a situation in which the structural (that is economic, cultural, ideological, organizational) influences on political action are significantly relaxed for a relatively short period'. This relatively short period is considered very important for the continuity of the institution as the decisions taken during this time will last far in the future, hence open a new path that the institution might embark. Likewise Peters 2012 argues that although there may change and evolution still in the future however the range of possibilities would have decreased due to the decisions taken at the formative period, in other words during the critical juncture period. The notion of a 'critical juncture' fits in

well with the current situation of the Albanian Planning, as the law was introduced only in 2009. This means that institutions are still in a transitory phase, adapting to the new requirements and practices, therefore it is very important to analyse it precisely for the reason that once embarked on a certain path it will be difficult change as explained above. Hence this part of the theory is very useful to the researcher, and it serves as the framework for answering the third sub-research questions “What measures have been taken so far in Albania to enable the change and what are the challenges facing the new System in Albania”. Analysing the way that the process of the ‘critical juncture’ has been handled it will enable the author to also provide some possible future recommendation.

Peters (2012) distinguishes between two types of change, major and gradual change. The first is based on the notion of punctuated equilibrium, and as the term shows it means that institutions usually follow certain equilibrium up to a certain point, when there is a drastic change. Similarly to this Roland (2004) makes a distinction between fast moving institutions and slow moving institutions. The fast moving institutions can be said to be similar to legislations which can change quite quickly, almost overnight, and to some extent can be linked with the major change that Peters talks about. These mainly happen due to exogenous shocks or due to the previous configurations not being efficient anymore, hence there is a strong endogenous move for change. Therefore, according to this the legal change in Albania, from Law no 8045 on ‘Urban Planning’ to Law no 10119 on ‘Territorial Planning’ will be considered as a major change. It is important for this research to understand the reasons behind the change in legislation, whether they were endogenous, exogenous shock or a combination of both, as this may have effects on the process of cultural change. Therefore, the attitudes towards the new law and the way it came it was installed will be quite important when analysing the cultural change, as the first can have important effects on the latter.

The slow moving institutions according to Roland (2004) can include things such as culture which require a greater time to change. Similarly they can be linked with the notion of gradual change of institutions by Streeck and Thelen (2005) as a response to the critique of Historical Institutionalism for explaining change that only happened on large scales. Hence, taking the example of a slow moving institutional change such as that of culture, it can be argued, that in order to explain this change one would have to wait until it has occurred, therefore the importance of gradual change to this thesis is essential.

According to Mahoney and Thelen (2010) gradual changes are of great significance in their own right, as their unfolding can have huge consequences on other outcomes. In order to understand the

role that different actors play on change it is important to note that institutions are over fraught with tensions because they raise resource considerations and therefore have distributional consequences. Hence the 'losers and winners' of a certain decision will respond differently to change and inevitably there will be some sort of resistance to it. In addition, interpretation can have important implications due to the fact that rules are not always applied and enforced by their designers. It is also worth noting that there will always be some ambiguity and they can never be as clearly stated in order to include every scenario possible, therefore interpretation plays an important part and an emphasis on compliance is essential. As it was noted in the previous chapter, but also above, where it was stated that planning culture will be studied as an institution, here it is made the second distinction as planning culture will be considered as a slow moving institution.

Mahoney and Thelen (2010) distinguish between four different types of gradual change such as layering, displacement, drift and conversion. *Displacement* as the word suggests means that an institution is drastically changed from the old one. This change is usually introduced by the losers of the old type and may be associated with a rebellious or revolutionary atmosphere. *Layering* opposed to displacement occurs when new rules are attached to the old ones, hence it does not introduce completely new institutions but it rather amends, revises or adds to the existing ones thereby changing the ways in which behaviour is structured.

*Drift* occurs when rules do not change, however, their impact varies due to the change in external conditions. When actors chose not to act but their inaction can cause change in the institution. In the end *conversion* occurs when the rules do not change but they are interpreted and enacted in different ways. According to Mahoney and Thelen (2010) this gap is not produced by neglect, but rather by actors trying to exploit the ambiguities of the formal rules. In addition to this, administrative capacities play an important role for the last two types of change, because low capacities can create gaps and ambiguities which become quite attractive to those who oppose the change.

These four types of categorizations of institutional change are very important for the Albanian case as it they allow the researcher to firstly benchmark the previous changes that have occurred in planning culture, and to deduct whether there could be a similar scenario for the new one. As mentioned above a cultural change usually can be analysed once it has occurred, however for the Albanian case the way that these types of change will be applied as closely linked with the 'critical juncture' phase. The idea is that they can serve as possible scenarios against the desired type of cultural change, which in this case would be layering. Therefore, the way that the 'critical juncture' phase will finish, will undoubtedly affect the gradual change and will set it into a new path way.

Hence, this is the reason that it is important to be aware of the different scenarios of gradual change.

These types of changes are also associated with different agents who drive these strategies. In order to define these actors Mahoney and Thelen (2010, p.23) ask two basic questions:

- 1) "Does the actor seek to preserve the existing institutional rules?"
- 2) Does the actor abide by the institutional rules? "

The answers to these two questions provide four different types of agents such as *insurrectionaries*, *ymbionts*, *subversives*, *opportunists*. *Insurrectionaries* are the ones who always try to eliminate existing institutions. They are likely to emerge when in disadvantaged positions compared to other individuals in institutions that reinforce each other. *Subversives* are the ones who seek to displace an institution, but they do so without breaking the rules of the institutions. They follow institutions expectations and work within the system, although they may seem as supporters of the institution, they wait for the right moment for adding new rules to the old ones, hence mostly associated with *layering*.

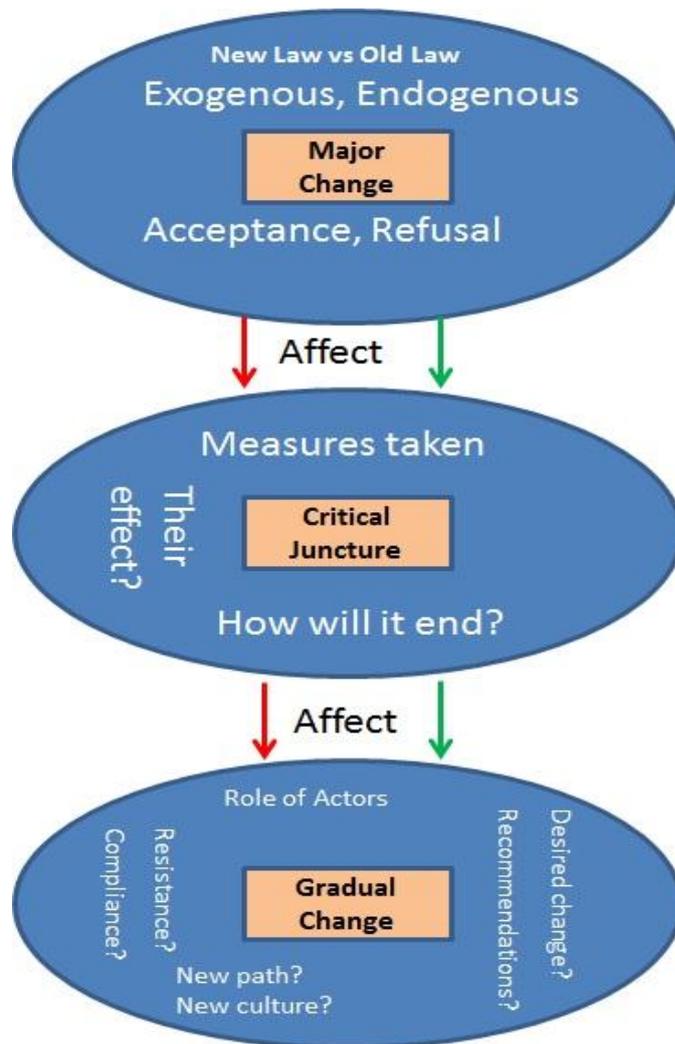
*Opportunists* are agents who have ambiguous preferences, they do not want to preserve institutions neither do they want to change them, and hence they exploit any existing possibilities that are within the existing system. Due to the high costs of supporting institutional change, they become institutional supporters and therefore a big weight for institutional inertia.

In the end *ymbionts* can be divided into two categories, *parasitic* and *mutualistic*. The parasitic variety exploits the institution for their personal gain although they are dependent on the existence and efficacy of this institution for their gains. These types of actors usually flourish in places where institutional expectations towards conformity are high however the capacities for enforcing them are low. Mutualistic *ymbionts* are the opposite of parasites, as they do not violate the rules of the institutions for personal gain, but rather to support and sustain the institution. They continuously contribute in making institutions more robust, by expanding coalitions Mahoney and Thelen (2010).

As said above the way that the different types of change occur, are dependent on the actors involved in these institutions and change. Therefore, these four (five) categories will be used to analyse the actors involved in the Albanian planning. Their analysis is important, as by creating a general overview of the most frequent type of agent that acts in Albania, one can make a prediction as to the way that the cultural change might evolve. In addition by bearing this in mind, the researcher has the chance to better design recommendation or strategies that can support the

desired change. To sum everything up, the following is a graphical representation of what will form the rationale of the theoretical framework:

Fig 3.1 Theoretical Framework (Author)



### 3.2 Methodology

One of the objectives of this research is to understand the Albanian Planning system and to define the Albanian Planning Culture, therefore it is important not only to understand the way the system is organized but also to subjective meanings of actions motivating social actors (in this case mostly planners) to in order to understand culture. Therefore, it becomes necessary for the researcher to take a subjective stance and to focus upon the values that these actors give to their work as well. By looking at a subjective meaning of different social phenomena in Albania, makes him to some extent part of what is being researched. As planning is such a complex field of study and taking in consideration that Albania is a different milieu from what the researcher has been studying so far, it is important to keep an open mind. Hence a socio-constructivist philosophy will be applied by the researcher, meaning: *"it is necessary to explore the subjective meanings motivating the actions of social actors in order for the researcher to be able to understand these actions"* (Saunders et al. 2009, p 111).

As mentioned previously during the literature review, the absence of sufficient literature on the Albanian Planning Culture requires the researcher to use a combined research approach of deduction and induction, and as argued by Sanders et al (2007) it is often advantageous to do so.

This study takes the form of an exploratory research which according to Sanders et al (2007 p. 139) is 'a valuable means of finding out 'what is happening; to seek new insights; to ask questions and to assess phenomena in a new light'. In addition, with reference to this research the focus is also to explore the challenges presented by the Law 10119- On Territorial Planning in Albania and the required cultural change, with the aim of finding some solutions to the challenges in the end. In order to gain a better insight on the development of the Albanian Planning system a case study approach has been taken. According to Flyvbjerg (2011, p301) "case studies stress 'developmental factors' meaning that a case typically evolves in time, often as a string of concrete and interrelated events occur 'at such a time, in such a place' and that constitute a case when seen as a whole". Therefore for the purpose of this thesis the Albanian Planning System will form the case study. Firstly a chronological study of the Albanian Planning System will be made from the pre-communist regime to date. The main aim of the case study is to frame the Albanian Planning Culture, meaning the legal framework, the practices, concepts, education. Therefore it is developed in four main timeframes, the pre-communist, the totalitarian regime, the period from 1990 to 2009, and the post 2009 period. These four periods mark also the main 'changes' that have occurred in Albania, hence it is important as it also allows to analyse the path dependency from the first to the next. The case study will focus on two main areas of the planning scene in Albania, public administration and the

education. Hence the reason as to why section has been reserved for the development of planning in schools, the way it is taught and the concepts used as this is where the new professionals come from, so essential in analysing a culture change. In the end as a conclusion of the case study, the Albanian Planning Culture will be defined, which is also the answer to the first sub-research question. In addition, it is worth to say that this thesis is not aiming to evaluate the new Albanian Planning System, but to analyse the way planning culture and the planning practice are changing, therefore the evaluation will only form a small part mostly as a deduction for possible attitudes towards the system.

This type of strategy fits well with the exploratory research as argued by Sanders et al (2009) and also it is argued to have an 'ability' to provide answers for questions 'Why? What? How?', that are the main questions of this research. Although the case study as a method of research has been argued to be weak in the sense that it does not allow for generalization, for the purpose of this thesis it can be said that, it is an appropriate way of gaining more knowledge on the phenomena in hand. The thesis is concerned with one specific case, the Albanian Planning Culture therefore it is not the main aim of the thesis to arrive at generalization. However, countries in the West Balkans such as Montenegro, Bosnia and Herzegovina, Serbia, Kosovo and FYROM have a similar development path to that of Albania (Shutina 2009), which means that some of the challenges that the planning systems meet in these countries are to a similar stance with the case in hand, therefore one can argue that to some extent the findings of this thesis can be generalized, and if not it still provides some new insights and approaches that could be useful to the above countries.

### **3.3 Data collection**

For the purpose of this study the data collection and analyses will be conducted via a mono-method, that of qualitative research, with in semi-structured interviews of a small sample of professionals as well as observations, methods which fits in well with the research philosophy and strategy of the author.

#### *3.3.1 Semi- Structured Interviews*

Primary data were collected via semi-structured interviews, which can typically be referred to as '*a context in which the interviewer has a series of questions that are in the general for of an interview schedule, but it is able to vary the sequence of questions.*' (Bryman 2008 p.437)

The interviews have been conducted in the 'traditional' way, in person, where the interviewer sits/stands in front of the respondent asking questions and recording the answers (Bryman 2008). For the purpose of this study open questions have been used, meaning that respondents have the

freedom to answer the questions the way they wish, without being restricted by the interviewer. This is important when considering the socio-constructionist philosophy of the research where the concern is on understanding the meaning of different phenomena to the respondents (Sanders 2007) Two of the main advantages of open questions, are that they allow for unusual responses to be derived, as well as exploring new areas or ones in which the researcher has limited knowledge (Bryman 2008). The researcher had formulated a 'pool' of questions relevant to the study and for each interview 5-6 main questions, appropriately chosen for the respondents, by taking in consideration their position, in order to gain the best out of their expertise. In addition depending on the answer the interviewer formulated questions to seek explanation of the respondents answer in the process of the interview. The interviews lasted between 30-45 minutes and they were conducted in Albanian, mother-tongue language of both parties.

In principle, in order to gain a better insight on the topic the sampling of the interviewees should be done with care, as not everyone can do for an interview (Bryman 2008). Therefore, the researcher decided conduct interviews with two different experts from academia and two of the employees of the National Planning Authorities, institutions where the author conducted the observations as well. One of the interviewees works at the National Territorial Planning Agency in Albania, which has been close to development of the planning system in Albania as it is also the institution in charge for training the planners with the new system. The second interviewee, from the administrative sphere, is part of the Department of Planning and Housing Policies at the Ministry of Public Works and Transport, therefore directly involved in applying the new system. On the other hand, from the academic sphere, one of the interviews was a double interview, conducted with two of the lecturers at the Polytechnic University of Tirana, the public school which has traditionally educated the new planning professionals in Albania. In addition to this, the second interview, from the academic sphere was conducted with someone who is part of a private university specialized in Architecture and Planning, Polis University that is attempting to insert contemporary ideas and spatial planning in the Albanian education.

For ethical issues each interviewee will be kept anonymous unless differently stated in the consent form signed before the start of the interview (See Appendix A.2). In addition, beforehand, each interviewee was sent a document which described the purpose of the research as well as some general points of guidance about the questions that would be asked, in order to allow them for some preparation. In the end a copy of the script of the interview was sent to the respondent via email, in order to avoid any misunderstandings. As mentioned above the interviewees will be kept anonymous for ethical issues, hence they will be referred on text with the corresponding codes as

shown in the below table.

Tab. 3.1 Interviewee Codes (See Appendix A4)

Code	Interviewee
DINT1-A DINT1-B	Double interview with lecturers at the Tirana Polytechnic University
INT2	Employee of NTPA
INT3	Lecturer at Polis University
INT4	Employee at the Ministry of Public Affairs and Transport

The codes above will be used for referring to the interviews in text, hence when directly quoting the interviewee will be referenced to the same as literature, so for example “quote” (DINT-A, 2012).

### 3.3.2 Observation

The other source of collecting primary data was through a two week placement in two government institutions related to planning in Albania. The first week was spent at the department of Planning and Development Control at the National Territory Planning Agency in Albania. Afterwards the second week was spent at the Department of Planning and Housing Policies at the Ministry of Public Works and Transport. As it was seen from the theoretical framework actors play an important part on institutional change, hence the reason why these two institutions were chosen by the researcher. Also, they play an important role as some of the findings from the first observation with the institution which is also in charge of training professionals, could be compared to the institution where these trainings had been applied to and the way they had affected the process of planning. In addition, the week spent at the NTPA was important as the researcher managed to gain access to one of the ‘coaching/training’ sessions organized by the institution for some local authorities. Therefore, the researcher had the opportunity to observe another important process that is helping the institutional and cultural change in the Albanian Planning. For the purpose of this research, the observer in this case took the stance of a ‘participant observation’ which according from Sanders et al (2007, p 288) is qualitative and ‘its emphasis is on discovering the meaning that people attach to their actions’. In addition, due to the time limitation and the fact that the NTPA was aware of the position of the observer as a researcher as he had previous contact with them in the stage of the preliminary research, the most suited role was that of the participant as observer, hence it was made clear to both institutions that the observer is also in the position of doing research. According

to Delbridge and Kirkpatrick (1994) there are three types of data collection forms within observations. However, it is argued that the most appropriate way of using these three types of data collection is by keeping a diary, where primary, secondary and experiential data are noted at the end of each day, or while important events occur (Sanders et al 2007) and thus this was the way chosen by the researcher.

### **3.4 Limitations**

This study is confined by a few limitations. The first one regards the availability of the literature on the Albanian Planning as seen from the literature review is quite. However, in order to overcome the literature challenge the interviews conducted should supply the necessary information in order to build the case study on the Albanian Planning Culture.

The literature being in two different languages is also an issue, as sometimes the message can be transformed in translation. The issue of translation as a limitation is valid for the literature as well as for the interviews which were conducted in Albanian. However, this challenge is also a good opportunity for the researcher to increase his skills as well as train his vocabulary which would be beneficial for future experiences.

In addition to this participant observation period, was short in both institutions, which do not allow the researcher to make a greater in-depth analysis but it is still important to understand the values of these actors and employees. Also, the fact that the institutions are aware of the researchers' position it could have some effects to actors in behaving differently from the usual.

The theory could also pose a limitation as it is mostly based on more developed countries when compared to Albania. This is also confirmed by Mele (2011) who argues that theory of political sciences is not always applicable in Albania, however for the purpose of this research it provides a good theoretical framework.

### **3.5 Conclusion**

This chapter has served to show the theoretical framework and the methodology of the research. The theory will be based on Historical Institutionalism in order to analyse the changes occurring in the Albanian Planning System. Planning Culture has been defined as a slow moving institution and the theory has layered the ground for the framing the research and the way the Albanian Planning system will be analysed.

## ***Chapter 4***

### ***Case Study -Albanian Planning***



#### **4.1 Planning 1922-1945**

Prior to 1922 there is little or no reference to planning in Albania, hence why this case study will focus mostly from the above period onwards. The period between 1922 and 1990 can be divided in two main sections, the monarchy era and the totalitarian regime era. As mentioned previously during the monarchy period, the Albanian state had good relationships with the neighbouring Italy, which can also be seen in planning. From what is documented it was in this period that the Albanian planning tradition has its roots (Aliaj et al 2009). At the time it was established the necessity to produce plans for a better development of the cities. The influences from Italy lead to a development of 'urban design' which was considered to be the solution to the problems that the cities were facing. The architect came to the centre of attention, as it was seen as a 'superhero' that would protect the public goods and public interest through the production of local plans (Aliaj et al 2009). One of the main common features was the application of the 'yellow line' concept. This is the boarder where construction can occur, or in other words the border of the urban territory (Co-Plan 2011). The plans were quite simple in context, they were mostly graphic representations of the 'cities', and mainly planning was concerned with the design of new roads, new boulevards and the development of housing around them. However, due to the rural characteristics of the country and the low institutional capacities these plans were quite limited and were only a few were produced.

#### **4.2 Planning 1945-1990**

The second period of planning in Albania can be considered the period from 1945-1990, in other words the totalitarian regime. During this time everything was centrally planned and hence the same can be said for 'urban planning' (Shutina 2009). The centrality of planning can also be seen by the fact that there were no local authorities, they were purely executive bodies, they just executed orders from the central government (DINT1-A, 2012). The state was in charge of everything, and it determined where development would occur, how it would occur and who would live there therefore it was not necessary to develop planners as a professional. The role of the planner again followed the same ideology, that of 'urban design'. This is also confirmed by one of the interviewees:

“Our profession before 1990 has had completely different objectives, the duties that were given to an architect or an 'urban planner' before the 90s were completely different to what you have to take into consideration today ... he had to do everything from the first to the last, from A to Z, but without having to take into consideration if it is possible to populate or not that city...” (DINT1, 2012)

This occurred due to one of the main features of the communist period that there was no free movement of people. Therefore, when a planner had to take in consideration population increase for the expansion of a city, it was only the natural increase as a concern, as the mechanic one was controlled and predefined by the state as argued by DINT1-B (2012). This idea can be linked with the argument by Danermark (1993) during this period is the fact that the state had established an urban-rural equilibrium at around 35% urban and as mentioned earlier this was easily controlled through the granting of work permits.

In addition to this, at the time a land use allocation was the main focus of the plans as argued by Shutina (2009) and the architect or the 'urban planner' was purely seen as technician or engineers of the urban environment. This argument is supported by the fact that 'traditionally, planning has been considered as a duty of the architect' (Baar K, Pojani D 2004). Planning was seen mainly as urban design therefore, the concern or the duty of the planner was to DINT1-A (2012):

“...to create the life condition, the physical and natural conditions of life, so that the citizen could live in comfortable condition so... the parks, the environment, the infrastructure, the sunlight, housing, the quality of the construction ...”

In addition to this, the concept of the 'yellow line' which was established in a previous period, continued to be part of the local general plans. Hence as it can be seen, planning did not change much between the periods of the monarchy and the totalitarian regime at least in principle. Planning was further developed as urban design.

In addition, another characteristic of the totalitarian regime at the time was the strong 'nationalistic' paradigm and the obsession of the leader for not being occupied again by another foreign country (Shutina 2009). Hence many resources and efforts were spent in military and planning the defence of the country which saw bunkers being developed through the whole territory of Albania (Rug 1994). Also the isolation of the country from the other parts of the world, had some strong effects on the Albanian professionals due to the fact that they were outside of any international discourses on the matter as argued by DINT1 (2012).

### **4.3 Planning 1990-2009**

In 1990 the regime changed in Albania similarly to most eastern and central European countries, from the totalitarian regime to a democratic one. With regard to planning, the democratic era can be divided into three main sub-periods which are determined by the respective laws in urban planning, Law 7693 in 1993 on 'Urban Planning', Law 8405 in 1998 on 'Urban Planning', and Law

10119 in 2009 on 'Territorial Planning'. Although the first two periods are quite similar to each other, and with only a few changes, it is worth to mention them as two separate ones. There is also a grey period between 1990 and 1993, where due to the fast changes in the economy and the development of the country, the planning institutions could not cope with the change, hence from 1990 up to 1993 planning worked with the old legislation from the communist period (INT2, 2012).

#### *4.3.1 Law 7693 on 'Urban planning'*

Law 7693 in 1993 is the first legal document on 'Urban Planning' by the new democratic system in Albania.

"In 1993 the new law of urban planning was written, however even this new law did not bring any major changes in the legal system regarding the process of planning. It was mainly an adaption of the experience we gained in this three year period (INT2, 2012)"

'Urban Planning' within the context of this law expresses and determines the general rules for the location and the architecture of construction in the whole territory of the Albanian Republic (Keshilli i Ministrave 1993). The main focus of the law is on the allocation of powers to the relative administrative levels for planning. Communes and Municipalities are defined as the lowest level of government, where the municipalities of towns of over 10,000 inhabitants are guided to produce master plans, general regulatory plans, partial urban studies for their territories, and 'these are defined as technical documents which confine the legal relationship in the field of urban planning' (Keshilli i Ministrave, 1993, p3). In addition to this, the 37 districts are given the duties for preparing planning outside of towns, and 12 prefects were formed to co-ordinate the central government with the local authorities as well as to supervise the latter (Niented P, 1998). The law also creates a new District Council of Territorial Adjustment which has as its main duties to approve general regulatory plans and partial urban planning studies for both district and commune. Planning offices were created at the local level of governance (district, local, commune) however their duties are advisory to the DCTA, municipality council and commune council.

The Council of Minister is the highest organ at the national level as it approves regional plans, regulatory plans, master plans, suburban designs as well as the 'yellow line' of construction for cities larger than 10,000 inhabitants. Also one of its duties is to appoint the Council for Territorial Adjustment which reviews and amends regional plans, partial urban studies with important purposes such as tourism development, national parks, airports and it acts as an advisory body to the CoM. (Keshilli i Ministrave, 1993). The Ministry of Public Works, Territorial Adjustment and Tourism is in charge of planning at the national level. The National Planning Institute is part of this

ministry, and some of its main duties are town and rural planning, tourism, infrastructure and environmental planning. In addition, local authorities can request at the ministry the service of the NPI to prepare their master plans (Niented, 1998). However this law, had several issue such as not a clear division of responsibilities as well as it fails to define what must be included in the respective regulatory plans, which meant that the institutions continued to use the same mentality as in the previous era (Aliaj et al 1997). However, even these instruments were only developed for a few cities, and most of time did not reach the approval phase (INT2, 2012). Also as it can be seen from the above the plans are considered technical documents which are mostly concerned with the physical side of development, hence 'urban design'. The plans produced at the time, were mainly graphic in nature, and again one of the main features was the concept of setting the 'yellow line', using functionalist measures in allocating land uses (Jacobs H. Craig W, 1997).

#### *4.3.2 Law 8405- On Urban Planning*

In 1998 Law 8405 on 'Urban Planning' came to power (Keshilli i Ministrave 1998) brought some small improvements to the previous one. INT2 (2012) argues as following:

“...the improvements implemented in 1998 were more quantitative than qualitative regarding the contents of the law, because starting from 1990 up to 1998 we had already gained some experience. The developments of the territory were visible therefore we could develop in laws and respective legal documents...”

First and for all it was accompanied with some definitions for the general instruments used in planning, such as regulatory plans, regional plans which cleared some of the previous problems. In addition the law tries to clarify some of the ambiguities from the previous law regarding the planning authorities however there are still overlaps. With regard to planning as a profession there were very little or no changes at all. Planning continued to be led by the functionalist land-use paradigm, and the in same way as the previous law, urban planning meant the general rules of construction placement and architecture in the entire territory of the Republic of Albania (Keshilli i Ministrave 1998). The concept of the 'yellow line' is still one of the main features in Albanian planning, and the profession continued to be led by architects (Co-Plan 2011). One of the main features of both these legislations is the fact that the decision for granting permissions for development are collegial decision taken by the respective councils of municipalities and communes if they were within their power domain or otherwise by the DCTA or even the CTA (DINT1-A 2012, INT4 2012, Jacobs H and Graig W 1997)

#### 4.3.3 Law 10119- On Territorial Planning

In April 2009, the Law 10119 “On Territorial Planning” was introduced, which also marks the change in ideology towards ‘spatial planning’ (Co-Plan 2011). Under Article 3 of Law 10119 territorial planning is defined as an *‘inter-disciplinary activity intended to plan land use, and establish the conditions for the development of territory and buildable natural structures on it’* (Keshilli i Ministrave 2009 p2). Planning is seen for its multidimensional character and in addition it also paid attention to the development control of the territory (Toto and Cobo 2010). The idea behind it is that it “was an initiative to design not just a new law but also a new system” (INT4). Testimony of this can also be explained through one of the goals of the law which is to provide a sustainable development of the territory through planning, hence by taking a more spatial approach and using planning as a powerful coordinating tool for the economic, social and environmental goals.

Firstly, under the subsidiarity principle it has made a new division of planning authorities and their duties. The below diagram shows the division of the planning authorities and the administrative units that are in charge of planning from national to local:

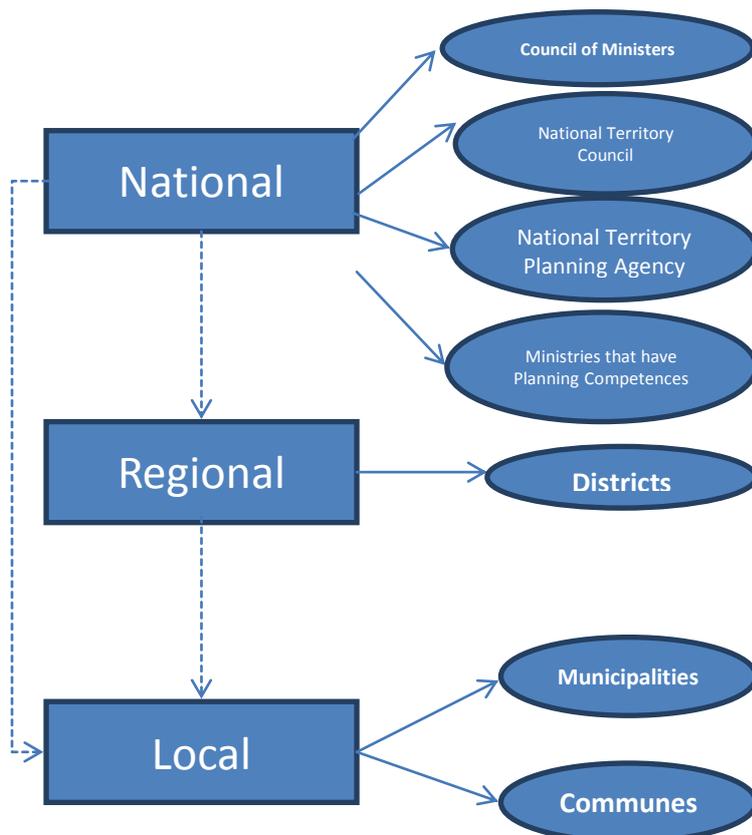


Fig 4.1 Planning Authorities in Albania (Source: Author)

As it can be seen from the above diagram at the national level there are four main authorities with planning duties. The council of ministers is the highest authority, it does not draft any planning instruments however it promotes them in addition it takes measures for their enforcement by the relative planning authorities. The NTC is the decision making body, it is established by the CoM and it led by the Prime Minister. Its main duties are the decision on the approval of the national territory planning instruments and it assesses and approves the compliance of the local instruments (Keshilli i Ministrave 2009). The NTPA is the authority that was created from the new law and its main duties are supporting ones for the national and local authorities with their planning instruments. According to INT4 (2012), it was formed through the merging of two old institutions, such as the NPI and the directory of Policies on Urban Planning at the Ministry of Public Works and Transport. It conducts research and it develops national and local planning authorities' professional and technical skills. The ministries are the ones who design the national planning instruments and they are also in charge for taking measures in order to enforce them.

The regional level is the one where the law lacks in clarity as its position is not very clear. According to Toto (2010) the region is not an intermediate level of governance as one would conceptualize it, but it is a local authority. In Albania the role of the region is played by the district which is formed from Municipalities and Communes. However, it was argued by INT4 (2012) that the regional planning can also be represented by the integrated plans and the inter-local ones, elements which will be explained further through the case study.

The other two local authorities are municipalities and communes, whose duties are to design their planning instruments in accordance with the national ones, as well as carrying out development control duties. This is a short description of the main duties of the different planning authorities in Albania according to their level, however it is worth to mention that they carry more duties than the ones mentioned above, hence for a detailed description see Law 10119. The division of these duties has been done under the subsidiarity principle (Keshilli i Ministrave 2009) which is a move forward in the decentralization process, although the latter has not been achieved completely by the law. Subsidiarity is also one of the principles of the EU hence it can be argued that it is part of the administrative reforms which have been undertaken following the Association and Stabilization Act between Albania and the EU. Especially, it has been argued by INT2 and INT4 (2012) that, for drafting the new legislation, international documents were consulted.

The new planning legislation provides three main planning instruments divided as in the below table according to their level, classification and type:

Tab 4.1- Planning Instruments (Source AKPT and Co-Plan, 2011)

Type of Instrument			
Classification	Policy	Plan	Regulation
General	Nationa/Integrated/Inter-Local/Local	Nationa/Integrated/Inter-Local/Local	Nationa/Integrated/Inter-Local/Local
Sectorial	Nationa/Integrated/Inter-Local/Local	Nationa/Integrated/Inter-Local/Local	Nationa/Integrated/Inter-Local/Local
Cross-Sectorial	Nationa/Integrated/Inter-Local/Local	Nationa/Integrated/Inter-Local/Local	Nationa/Integrated/Inter-Local/Local

In addition to the planning instruments, the law provides six special development control instruments which are ‘the instruments which are adopted and enforced by the planning authorities to ensure a public interest (Keshilli I ministrave 2009, article 3, para 39). These special development control instruments consist of the *development freeze, public easement, and public land reservation, right of transfer, right of preference and right* (ibid). INT2 and INT3 (2012) consider these as some of the new innovations that this law has brought to the Albanian system. First, INT2 (2012) considers the introduction of the new planning instruments quite important, as now the whole territory of the country will be covered by plans which are in coordination with each other. In addition the plans at the national and regional level are quite important when considering that the Albanian system lacked such a thing in its previous legislation. Secondly INT3 (2012) sees the development instruments as another important innovation which was absent previously.

Another important new entry from the law in the Albanian planning system is the Territory Planning Register which is a ‘public electronic and paper inventory where data on land, planning acts and drafts acts, development applications and development, building or use permits, the legal rights or restraints stemming from them, as well as studies or other documents of interest to the public are entered and managed’ (Keshilli Ministrave 2009, article 3, paragraph 44). This initiative is taken under the transparency principle which is one of the things that has been missing in the previous legislations as well as it has a positive effect in fighting corruption which is another point of the Association and Stabilisation Act with the EU. INT4 (2012) agrees with this fact and considers the register as one of the most important parts of the new law:

“...the national territorial registry, which is the heart of the system...”

In line with the transparency principle and the subsidiarity principle, in order to speed up the bureaucratic procedures now the local authorities are required to present a written response to the applicants for development permission within 60 working days, after which the applicant is entitled to continue with parts of the development if a response has not been received (INT4 2012). DINT1-A (2012) associates this with another important issue, treated above such as the shift in responsibility for granting development permission. Now the person giving the development permission has full responsibility, making it quite a powerful tool for avoiding corruptive affairs and exploitations of the system.

Another important issue treated by the law is the fact that it is build and under the idea of coordination and collaboration between authorities. Now by law, it is required that after drafting an instrument the authority is a period of 60 days for coordination and consultation with all the other authorities and after this there is another period reserved for public hearings. Both of these are processes now required by the law and controlled by the NTPA, hence if the procedure is not followed than the instruments are returned to the authority for non-compliance (INT2, 2012). In addition, the national territory registry plays an important part in this process as all the process now can be done online.

#### **4.4 Planning Education**

The dominance of 'urban design' in Albania is clear, associated with the conception that the 'planner' is an urban engineer reason why architects prevailed in this profession.

“Traditionally this profession has been design, not planning, and as a consequence the curricula’s have reflected the demand for designers” (DINT1-A, 2012)

In addition to this IN3 (2012) makes a clear distinction between two different school, the Polytechnic University of Tirana, which is the public school where most of the professionals have come from, and Polis University, a private school specialized in architecture and planning.

“...in schools planning has started with Polis (University), and planning as a concept has started with Co-Plan... The public school has had urban design...” (INT3, 2012)

According to DINT1-B, at the beginning of the 90s, the academics at the Polytechnic University were aware of the fact that planning had to be introduced in schools, with the general idea in the end to open a specialization on 'planning', however “Life proved that we were not able to do it” (ibid 2012). One of the main reasons for the failure of this attempt according to the interviewee was that the

academic staffs were educated as architects thus it was difficult to conceptualize planning outside of their mentality.

Planning in public schools but also in most of the private universities that have been opened in recent years is seen as part of architecture. It is not a separate degree, hence a 5 year degree (3+2) where over the last two years planners receive a specialization mostly based on urban design (Polytechnic University of Tirana, 2012). This becomes visible by looking at the curricula which has changed in order to adapt to the developments of the territory but not as much towards planning. Most of the modules followed in this school have a strong architectural and engineering influence. Even when there is modules from other spheres such as sociology, economics or geography they are mostly concerned with urban life, meaning that they serve as a tool for urban design rather than planning. Although, there is only a few planning modules, it is difficult to imagine that they can help in bringing planner. Mostly these modules are focused on legislation, as in explaining the different authorities that have planning duties and some of the instruments used, as well as some of them focus on describing planning in Western European countries and USA. In addition to this the literature used in planning schools seems quite limited (See Appendix C1, for more details on the modules and literature).

It is said that due to the new legislation a new course will be opened next academic year, on October 2012, that focuses on planning, however when the researcher asked at the Polytechnic University, he was told that the program and the curricula have not been prepared yet. This makes it difficult to make any comments on the new course and on the way that planning will be continued to be treated in the public school.

On the other hand, at Polis University, planning is treated as a separate degree from architecture. INT3 (2012) argues as below:

“...we keep them separate, but then exchange ideas with each other, here both degrees exchange with each other, although they are separate...”

Likewise, DINT1-B (2012) argues about Polis University they are partisans of planning and creating planner. This University, basis planning on two main pillars, such as the international planning practices, and the Albanian experience in planning of Co-Plan the Institute for Habitat Development (Polis University). In addition to this the University has a great influence from The Netherlands, which is a country with a ‘soft spot’ for planning (Faludi A, 2005), as the fact is that Co-Plan was formed with Dutch assistance (Co-Plan). The fact that planning is treated as a separate discipline from architecture is visible by the courses offered and by most of the modules on these courses

(Polis University 2012). By looking at the curricula for one of the courses MSc in Urban Planning and Management (3Bsc+2MSc) it is clearly visible the focus on planning where modules such as Spatial Planning, Planning Systems, Transport Planning, Urban Planning Lab, Regional Planning etc are taught. (ibid, for more detail see appendix C2). In addition to this professional Master programs and dual masters are offered through the MATRA program, where students get the possibility to follow their studies in the Netherlands at the Erasmus University of Rotterdam.

However, even in this school planning has not been able to escape 'urban design'. INT3 (2012), argues that the reason why urban design is treated in their planning degrees is that:

“...and it is not bad if both parties can take this dimension (urban design) because it means that they will know how to collaborate better with each other, and will understand more than their sphere of work... “

However, it could also be conditioned by another reason, the fact that was mentioned previously in the argument of the public school, that there was little demand for planners up to now, but mostly for designers. Thus, this school could not escape the demand factor, however, it is still one of the pioneers of planning in Albania and it continues to build on this experience. The only downside with this school is the fact that it is not easily accessible for everyone, due to the relatively high tuition fees of E 1500/semester (Polis University), although it is worth to mention that there is different attempts to offer scholarships to students who do not have the financial means.

#### **4.5 Defining the Albanian Planning Culture**

As it can be seen from the Historic overview of the Albanian Planning System and the legal basis for it, the Albanian Planning Culture can be defined as being part of the 'urbanism' family. It is similar to most southern European countries such as Italy, Greece in the fact that there is a strong land use paradigm. Planning has traditionally been seen as engineering and a technical discipline, thus more focused on 'urban design' rather than planning as it would be known in North West Europe. This can be clearly deduced from the comments of the interviewees:

“...we have a tradition of 'urban planning' which is similar to the Italian or Mediterranean family...” (INT3 2012)

“...we have not conceptualized planning in general, we have seen it as too engineered, too physical...we have traditionally seen planning as something completely physical, as a 'model' of the city but not as an intervention for some policies that you need to undertake into the city...” (DINT1-A 2012)

“...during communist times it was seen as just building roads...” (DINT1-B)

In addition to this, Italy for example has a tradition of ‘urbanism’, but they have managed to evolve their concepts in order to include other aspects of planning in their ‘urban designs’ and improved their practices to a better understanding of the plans and collaboration between authorities (Rivolin, 2003). Meanwhile in Albania, these concepts have not evolved, and although the plans might include some of the above aspects, they are mostly done due to the fact that the law requires it, but they are not understood (INT3, 2012).

However, during the transitory period from 1990 up to date the Albanian Planning Culture although in principle has not moved much away from the old concepts, the practices have become corrupt, and there has been a vacuum of planning for almost 20 years (Shutina D 2009). After the end of the totalitarian system, as mentioned earlier there was a flood of people from the remote north-eastern regions towards the western ones. This in association with the problems encountered by the privatization of land which used to be public till that time led to an uncontrolled urban sprawl (Shutina 2009). The state with its low institutional capacities was to some extent unprepared and could not do much to control the move, hence its withdrawal. The situation is described by DINT1-B (2012) as:

“However here it came to the point that Tirana was growing with 7% per year for ten years... conditions which could not do anything any type of planning, everything goes completely in vain...” (DINT1-B 2012)

Hence the role of the planner became to work in retrospective by trying to fit and plan for new infrastructure after development had already taken place, a type of ‘back to front planning’ (Aliaj et al 2009). Something which made the system even worse, was a combination of the fast population movements, the professional isolation which had left the planners with a confined knowledge of territorial development trends and experiences, with the low wages of the employees of local administrative units, who took a ‘pragmatic’ approach of their position and used it to gain other income (Niented 1998). DINT1-A (2012) argues that due to the above issues, the construction permit had lost its value, the plans had lost their value, and due to these facts the ability to plan was lost and it is only now, that we have started to think about planning and to regain some of the old skills.

## Chapter 5

### Discussion



## 5.1 Major Change

In 2006 the Albanian government decided that it was the time to create a new planning system and a new legislation. There were several reasons behind this decision, however three have been considered as the main ones. Firstly, it was a general agreement from three of the interviewees (INT2, INT3 and INT4 2012) that the development of the territory and planning in Albania had taken a certain path, as explained in the previous chapter that could not be accepted anymore. INT4 (2012) indicates that the developments on the territory up to date:

“...clearly shows the failure of the law 8405 that was for urban planning and which was associated with a regulation of ‘urban design...”

In a similar manner INT2 (2012) highlights how there it to a point where the professionals and the government understood that the old practices were inefficient and hence the necessity for a new legislation. This is the first factor, and relating back to the Historical Institutionalism theory it can be considered as an ‘endogenous shock’, in other words it was a move from the inside.

The second issue can be considered somewhat an ‘exogenous shock’, as one of the main objectives of Albania is to adhere to the EU, this means that it has to be done also by reforming institutions as well as the legal framework, although planning is not one of the condition. In addition, the professionals had been exposed to other planning practices and it has come to an understanding as to what it was necessary. Hence the ‘endogenous shock’ here has served more as a benchmark and as a trigger for the endogenous ones, rather than being a ‘full endogenous’ shock like it is explained in the previous theoretical framework (Peters G, 2010).

In addition the third important reason was due to the political context in the country. According to INT4 (2012) one of the main points of the election campaign in 2005 from the Democratic Party was the political debate about the development of the country and especially the development of Tirana who at the time was headed by the Socialist Party. Therefore, the promise for a new law was mainly seen as an opportunity to show the infinite problems that the territory had. Hence when seen from this spectrum it cannot be considered neither as an endogenous nor exogenous shock, here theory lacks in elaboration for such specific cases. However, if this is one of the main reasons and if it was done mainly with the objective of a strong political point for the election it could have important factors that will affect the acceptance of the new legislation.

The initiation for the new law has been considered as quite innovative for the Albanian setting as for the first time it was foreseen by a document of policies and strategies (INT2, 2012). The process of designing the law was quite comprehensive in the involvement of the professionals, civil society, the

market and the public as described by all interviewees, however it is worth to acknowledge that there was a closure towards the end as argued by Toto and Cobo (2009). Surprisingly, the law had also a general consensual agreement in the parliament, of almost 90%, which is very unusual for Albania (INT3, 2012). However, the full consensus was not seen as such at the professional level:

“... surprisingly in the professional and technical level it did not receive the same consensus.

At the time we were divided in two main professional circles... “(INT4 2012)

The conflict at the professional level might also be one of the reasons for the closure that occurred in the last stages of the law. The important fact here it's the professionals who will apply the law and the new practices that come with it, hence a resistance could be formed which could jeopardise the whole process and affect the cultural change.

## **5.2 Critical Juncture**

After the long process of drafting the legislation that started in 2006, Law no 10119 'On Territorial Planning' was partially installed in Albania. As part of the law, a transitory period was predicted which would last until 2010 (INT4, 2012). This can also be referred to as the critical juncture as it was discussed in the theoretical framework. NTPA was assigned the duty for conducting this transitory period. The agency had five main duties which were meant to make the full transition from Law 8405 to Law 10119. These duties comprised drafting the bylaws which would disentangle the Law 10119 and thus complete it. It had the duty to operationalize the National Territory Registry as well as it was supposed to help eight local authorities to adapt their general plans with the requirement from the new law. In addition, the agency was supposed to organize and conduct the training of national and local authorities as well as to continue with the administrative duties that the two institutions had before merging into one as explained in the previous chapter (INT4, 2012). This process was to be supported by the studios that were contracted to design the eight municipality plans, as well as the aid from the foreign donators such as the World Bank and USAID through the Local Governance Program in Albania. However the process was not as smooth as it was thought as it was delayed several times (INT3, 2012) and not all duties were fulfilled.

The drafting of the three main bylaws, namely VKM 481 on 'The approval of the Uniform Regulation of the Planning Instrument', VKM 502 on 'The approval of the Uniform Regulation for the Control of the development of the Territory' and VKM 480 on 'The Approval of the Model Regulation for Planning' (AKPT and Co-Plan 2012), lasted for a longer period than it was predicted and after two postponements in the parliament Law 10119 was fully installed in September 2011 together with the bylaws (INT3, 2012). Although, the delays to the drafting of these bylaws they had a positive aspect

as they also served for training the staff of local and national authorities. The reason why it is also considered as a training program is the fact that this process was done through an intensive program of knowledge exchange between the relative parties (INT2 and INT3 2012). In parallel with this and through the assistance of foreign donators and experts the NTPA conducted another process of training which culminated with the production of two manuals, one for the general public and another for all the decision makers, professionals and developers (INT3, 2012). One of the main aims of the latter is that it is not seen as the fulfilment of a legal requirement but as an opportunity to offer to everyone a basic knowledge of the new planning law requirements as well as to support authorities for the compliance and last but not least to help introducing a new mentality in planning which moves away from the technical ideology (AKPT and Co-Plan 2012). Similarly to the design of the bylaws, the process for producing the manuals was seen as a training process. The nature of the manual is such that it is formed on a 'questions and answers' basis, so the comments and the knowledge from the authorities have been used to come to their support in understand the law. The questions and their comments were associated with consultation meeting, so to some extent they can be considered training as argued by INT3 (2012).

Although with several delays the bylaws and the manuals are now operational hence they can come to the aid of all professionals. However, the other two duties to form the national territorial registry and the adaptation of the general plans for the eight municipalities have not been concluded yet. The registry so far is only installed or at least operational for a few municipalities (see, NTPA website) whereas the general plans are still in their initial stage of adaptation, as the coaching session observed by the researcher was only the second one of the whole process. Given that the meetings are on a 3-4 week frequency it means that the process only started in March or April 2012 . However the delays of the last two can also be considered as a consequence of the delay with the bylaws, as it was still not clear as to what a general plan should have included for example.

Therefore, as it can be seen from these findings the law has been fully installed which means that the official transitory period is closed, in other words the critical juncture has been terminated. However, unofficially this period still continues and the work done over the next two-three years will be critical for the Albanian Planning Culture. The argument for extending this critical juncture period is that now the Albanian professionals have in their hand a complete law with its bylaws and a manual which explains them, therefore the NTPA can fully concentrate on the training programs and on supporting the change.

## 5.3 Gradual Change

### 5.3.1 Challenges and Actors

The new law in Albania has been faced by several challenges even from the beginning and a clear representation of that can be the transitory period, where only part of the duties were carried out and even these with several delays. One of the main factors has been knowledge, and according to DINT1-A (2012):

“...From the point of view of knowledge absolutely there is a challenge, because you need to form professionals and you need to form them with this type of new mentality that the law is trying to introduce...”

Law 10119 has introduced several new concepts in the Albanian Planning and to some extent INT4 (2012) argues that these are too advanced for the Albanian milieu. Although, the NTPA has been organizing several trainings and coaching programs for different professionals, they still have not understood the law fully, and this was also seen during the observations days. INT2 (2012) who is a part of the institution that organises these trainings acknowledges the fact that there has been a lot of work done but it is still not efficient. Likewise INT4 (2012) argues that the professionals are still not fully understanding the law. One of the reasons for this could be the confusing and bumpy road of the transition process. The consequences of the transitory period were also seen during the observation at one of the institutions where the department is new, it had been created five months ago, however, no training has been received from the staff, so they are still trying to learn the new law and sometimes not too sure how to and what to do... (See appendix B1)

This plays quite an important part, because as discussed earlier in the literature review chapter, as uncontrolled and uncoordinated efforts lead to mixed messages coming from the centre which makes it difficult to understand the real aspirations of the culture change initiative. Therefore the confusion and the mixed messages could lead the whole process into a conversion type of gradual change which would not be one of the desired outcomes and against the objectives set in 2006.

The other challenge comes from the ‘Albanian Agents’ as the way that they will behave will have the biggest impact on the culture change. Over the past 20 years there have been two types of agent which have had the biggest effects on the whole Albanian system. The opportunistic and the parasitic agents as explained by Mahoney and Thelen (2012) are the types of agents who exploit the system for their personal gain. INT3 (2012) argues about the transition period, 1990 to date in general “has had the effect on the professionals that it is a situation from which we can profit so let’s profit”. This attitude is exactly the milieu where these two types of agents flourish, a setting

where the capacities for enforcing rules are low, similar to the Albanian case. DINT1-A sees the personal interest factor as a crucial one in the way that planning will be shaped. For years it has been a situation where the opportunistic type of agent has been exploiting the system, so now that the doors have started to close, he will certainly make a resistance. In Albania it is a culture which is based mostly on individualistic values and not on the community ones, as argued by INT 3 (2012) so it will be difficult to shake this kind of attitude.

Another type of agent which is evident in Albania is the one which does not break the rules, but it is happy with the 'status quo', it does the minimum required from the rules of the institution to survive. During the days of the participant observations this type of actor became clear (See Appendix B1). This was not only evident at the two institutions of the national level, but it also became clear during the observations at the coaching program for local authorities. In addition it is attitude shown by some municipalities which is also confirmed by INT3 (2012):

“...there are others which have a type of resistance, which would prefer the status quo in other words...”

However, when looking at this type of agent, it is difficult to be identified in the theory of Historical Institutionalism. It is still a very important type of agent and it should be taken into consideration, as it does not have a clear position with regard to the change, it is indifferent to it, but due to its attitude becomes a subconscious supporter of the existing setting. This might be another explanatory reason as to why the law has been so difficult to be installed, as this type of agents usually do what they are told, but not try to understand the reasons for it. As it was explained in the literature review, changing a planning culture does not mean to change the rules but the whole setting (Shaw and Lord 2007).

There is another type of actor which can serve as an inhibitor to the cultural change process. As argued by O'Brenan and Gassie (2009) the Albanian administration has a tradition of employment of people who are affiliated to the different parties. Depending on the outcome of the elections parts of the staff who had been employed due to their political affiliations would be changed with people affiliated to the winning camp. Although it is argued that with the signing of the Stabilization and Association Agreement there has been a positive move in limiting it, this phenomenon is still evident (O'Brennan and Gassie (2009). These actors are part of a different institution, however within that institution they act as mutualistic symbionts, and as such they support and sustain that institution, hence why after elections these are substituted with other people in order to avoid resistance.

In addition to the different actors who act as challengers to the institutional change within the Albanian case there is also some other more 'technical' challenges such as the conflicts between the neighbouring local authorities about borders which were also observed during the coaching session, a culture which is not based on collaboration (INT2 2012). Also as it was seen the training programs are dependent on the foreign aid and not only them but it became clear through the observations that also the preparation of planning instruments is dependent on foreign aid, hence the increasing importance that when there is aid it must be taken seriously in order to attract future donation by showing maximal efforts.

There is also another type of agent, which was observed during the coaching session that supports the institutional change and is fully devoted in learning the new practices and complying with the law. Although, the coaching was only for a small number of municipalities when compared to the whole national setting, it still shows that slowly some agents are starting to understand that change is necessary. In addition to this, the engagement of local authorities with the new process as described by INT3 (2012) is quite high and at that it will continue to be so for a while. The NTPA has now started to gain an experience on the training programs, and some of the methods such as the 'one-on-one' sessions with the municipalities show good practices.

### *5.3.1 Recommendations*

When the new law was installed it was meant that two main changes would occur, first layering which means that new rules and practices are added to the old ones and secondly displacement, meaning that some of the old practices such as corruption for example should be removed from the system. However as it was seen from above there are different agents and circumstances that could drive the whole system into drift or conversion. Bearing this in mind and the types of agents as well as some of the challenges which were called 'technical' the researcher has designed some recommendations which could aid the process of cultural change in Albania:

- ❖ The new planning course at the Polytechnic University of Tirana should not be opened this year, because as it was described in the previous chapter the programme and the curricula are not ready yet. This means that it will just add more confusion to the system. Hence in the short term it would be best to open a professional master which focuses on detail on the Law 10119 and its bylaws. This should not only be accessible for the students which are currently at the university but also for young professionals who might have finished their studies a few years ago but have an interest in learning the new practices. Afterwards in two years' time, when the experience has been gathered from the master course and the

curricula have been prepared well a new course should be opened which treats planning separately from architecture.

- ❖ The university should also expand the collaboration with other similar institutions within Albania and outside which would help in the exchange of ideas and knowledge in order to transmit them into the new courses. In addition, it should start to expand its duty not only as a teaching institution but also as a research facility.
- ❖ The conflicts between the local authorities on the borders of their area should be put in a speedy process for solving them. The National Territorial Registry should be one of the priorities, as its full operationalization would help in restricting the opportunistic and parasitic agents.
- ❖ Now that the Law has been fully installed, the NTPA should be increased in staff and receive another two-three months intensive training. Afterwards to continue with the 'one-on-one' training practices that, have shown good results so far. Collaboration between this agency and other similar institutions in the Balkan region as well as in Europe should be increased. This institution then would act as a transmitter of knowledge, values and good practices to the other local or national planning institutions in Albania. Hence a combination of learned and experienced knowledge here it is essential.
- ❖ It is important that the national policies are produced as soon as possible. These should take into account also possible areas where integrated instruments could be designed. Afterwards starting to apply the integrated instruments which would form the regional planning instruments. The experience gained by producing these types of instruments will not only help in covering the territory with policies and plans but also in increasing the collaboration between the national and local authorities.
- ❖ It was also noticed through the observation period and the interviews that most planning offices are formed by architects and engineers (see appendix B4), hence it is recommended to create more inter-disciplinary teams at least at the national level.
- ❖ Longer term contracts should be offered in order to avoid the change in personnel after elections. However, continues checks should be made in order to make sure that the mutualistic symbiont type of agent does not act as an inhibitor to change. Therefore, a politically independent institution that focuses on the accreditation of planners should be formed. This would support the work of the NTPA in building the required professional capacities for planners. However, care should be used not to restrict some of the powers so that the institution does not become itself into an inhibitor of change in the future.

#### **5.4 Politics and Planning**

The strategies recommended above have tried to take into consideration the different agency types as explained from the theory of historical institutionalism. This section deals with one of the most important types of actors from whom depend most of the other ones. Leadership plays a central part in the adoption and the application of new strategies and reforms, especially in Albania. One of the main problems which is quite evident from the progress reports of the EU Commission for Enlargement (EC 2009, 2010, and 2011) is the political deadlock between the two main parties and especially between the two main leaders of these parties. INT4 (2012) acknowledges this as an important issue during the interview because of the fact that the national government is formed by the Democratic Party headed by the Prime Minister Sali Berisha, whereas the majority of local governments are from the Socialist Party headed by Edi Rama, the former mayor of Tirana.

The new law is based on 'voluntary' cooperation between the central and local governments as well as between the local authorities with each other in order to produce the integrated and the cross territorial planning instruments which have been put into place by Law 10119. Therefore in an environment where the two main parties suffer from constructivist politics but are divided into two main camps it can become a strong inhibitor of the cultural change progress as well as for planning in general. Although it is worth to mention that both INT3 and INT4 suggest to the fact that the law on territorial planning has been passed with almost full consensus in the Albanian parliament and that there has been an interest from both parties to develop this law, the way that it will be applied and interpreted will depend on the political context.

## **Chapter 6**

### **Conclusion**

## 6.1 Conclusion

The starting point of this thesis has been Law 10119 on 'Territorial Planning' in Albania and the process of cultural change initiated as one of the requirements of the new legislation. The main research question focused on the strategies that can be used to institutionalise this change. Therefore, the study took the form of an exploratory research and used a case study method to define the Albanian planning culture. In addition two complementary techniques of data collection were used such as participant observation and semi structured interviews. The researcher spent two weeks as a trainee/ observer with two of the national planning authorities, the NTPA and the Ministry of Public Works and Transport as well as conducted four semi-structured interviews.

Historical Institutionalism was used as a theoretical framework to analyse the changes occurring in the Albanian planning system. The use of the critical juncture helped in analysing the transitory period and in addition the 'gradual change' helped in explaining the different process of change and the roles the different actors play.

As a conclusion it can be said that the Albanian Planning Culture is based on 'urban design' hence quite similar to the urbanism family. The culture has a strong engineering and architectural component which has been formed over decades. The problems associated with the development of the country during the transition period had serious spatial effects and made the 'urban design' system non effective and unable to cope with the change from a centrally planned state to a democratic one. In 2009 a new legislation was partially installed which had as one of its innovations the requirement for taking a more spatial and strategic approach in planning. The new system is based on three main principles such as sustainable development, subsidiarity and transparency. In addition to this three main planning instruments such as policies, plans and rules for all the three levels of governance. However, the transitory period between the two laws was not smooth in the case of Albania as this has been delayed by two years and yet the new legal framework is not fully understood. One of the main reasons has been the difficulty of understanding the law until the bylaws were designed to complete it.

The second aspect of the thesis was focused on the cultural change and what the ways it can happen. Quite early in the thesis it was made clear that culture is a heavily path dependent thing, and hence it was defined as a slow moving institution. Hence the cultural change in planning should not only include the change in practices and legislation but the whole mentality about the discipline, the values that the plans have and the attitude towards them.

Therefore, the use of the gradual change from the historical institutionalism suited quite well the thesis and helped in explaining the different types of changes. Different types of agents were observed in the Albanian case where the most important two are the opportunistic and the parasitic one which can drive the institutional change into conversion. In addition to this there was also a positive move for the cultural change, although small, but some institutions have started to understand the process. Therefore the path which the Albanian planning culture will take now is quite critic as it will set it into a path dependency which will condition future outcomes.

Hence some strategies were designed with regard to the education of planners as well as the administration which need to move in parallel lines in order for the desired layering process of change to occur. The recommendations include some the immediate strategies that can be taken are by creating inter-disciplinary teams in the planning authorities in order to compensate for the limitations that 'urban designers' have when dealing with planning. Likewise the process of the change in the planning education should be a gradual one in order to allow the universities to create suitable curricula for preparing planners.

Some of the other recommendations focused on creating partnerships with bordering planning authorities as well as western European ones which have a longer tradition on planning. This would allow for a greater exchange of knowledge and best practices which would help in increasing the institutional capacities also in the light of a possible adherence to the EU which is one of the objectives of the Albanian government.

However, although these practices are all relevant and can help some positive impacts in putting the Albanian planning culture into the desired path the crux of the problem lays on the political context in the country. The political deadlock between the two main parties, and the blocking attitude rather than constructivist politics between the two main leaders might not allow the change to occur. This can be quite crucial when considering that the new legislation is based on cooperation between the different planning structures. Therefore the question of leadership here is quite important for the whole process and the outcome of the elections 2013 will play an important factor in planning. It is important that this sector remains as a priority and the institutional change is continued with a clear strategy in order not to lose the strong engagement of the authorities in the process. Also by looking at the cultural change, planning cannot be divided from the reality and the context in the country, hence why it is necessary that the change starts from the mentality at the top.

This thesis has been a useful research and can be considered as a starting point for future studies related to planning in Albania. It would be quite interesting to see a similar research in the future to

measure the progress of cultural change and whether any of the above recommendations have been used. In addition some of these recommendations can be relevant for other countries in the region which are going through similar processes.

At the beginning of this thesis some personal objectives were set and to some extent they have been met by the author. This research has helped the author in understanding the Albanian planning culture as well as the in gaining a general knowledge on the new legislation and the planning system. The process of conducting the data collection has also helped the researcher to increase his skills through the different interviews as well as the observation technique. The latter could have been more useful, however the position where the planning authorities were as they had not started any plans or policies yet, hence it was not as efficient as first thought. However it was still a good experience in being close to the professionals and understanding their attitudes and values as it has helped the author in identifying the different agents operating in the Albanian settings. In the end it can be said that this research process has been a positive experience.

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Co-Plan Institute for Habitat and Development: [www.co-plan.org](http://www.co-plan.org)

AKPT (National Territory Planning Agency): [www.akpt.gov.al](http://www.akpt.gov.al)

Local Governance Program for Albania: [www.lgpa.com](http://www.lgpa.com)

## **-APPENDIX A-**

### **A1- Information Provided to the Interviewee**

#### **Information on the research**

This research is done as part of master thesis for the MSc 'European Spatial and Environmental Planning' at Radboud University Nijmegen.

The study has as its starting point the Law 10119 On Territorial Planning which has been partially installed in 2009. The instalment of this legislation and the several innovations that this law has brought in Albania require also a change in the culture of planning from the more traditional one of urban design towards spatial planning.

The study focuses on four main point which are related to the above:

- 1) To identify the planning culture in Albania up to 2009
- 2) To identify the main innovations that Law 10119 On Territorial Planning has brought in Albania in comparison to the previous law and what do they mean with the regard of the cultural change.
- 3) To identify the main challenges and obstacles that this law is facing and might face in the future
- 4) To design some recommendations in order to enable the cultural change in Albania

As part of the data collection method the researcher has designed some semi structured interviews with different professionals in Albania.

If there are any queries please do not hesitate to contact.

Ledio Allkja

## Appendix A2- Consent Form

Radboud University Nijmegen



### Consent Form

Title of research project:

*Changing the Albanian Planning Culture*

Name and Position of researcher:

Ledio Allkja, MSc student on ESEP program at Radboud University Nijmegen

	Please Tick Box
1. I confirm that I have read and understood the information sheet for the above study and have had the opportunity to ask questions	
2. I understand that my participation is voluntary and that I am free to withdraw at any time without giving a reason	
3. I agree to take part in the study	
	Please tick Box
4. I agree to the interview to be audio recorded	
5. I agree to the use of anonymised quotes in publications	

Name of Participant:

Date:

Signature:

Ledio Allkja (researcher)

Date:

Signature:

Appendix A3- Codes for the Interviews and observation diary

[ ledios' comments ]

Planning Culture

Challenges that the new law faces

Reasons why there was no planning in Albania during the period 1990-to date

Professionals formation

Advantages of new system

Resistance

Universities

Transitory Period #

Endogenous and Exogenous shocks

Attitude towards change

## Appendix A4

### Interview 1

Prof Agron Lufi- Architect/Urban Planner (DINT1- B)

Department of Architecture and Urban Planning- Polytechnic University Tirana

Email: alufi@adanet.com.al

Flamur Kuci: Architect/Urban Planner (DINT1-A)

Department of Architecture and Urban Planning- Polytechnic University Tirana

Consultant of the Prime Minister on Urban Development Issues

Email: flamurkuci@gmail.com

With which family or with which of the types of the planning categories would you say that the Albanian Planning is associated more?

FK: With which family or with which of the types of planning categories would you say that the Albanian planning is associated more? What do you mean with a family of planning?

Ledio: As a planning family for example I meant urbanism, which is mostly seen in South Europe, places such as Italy, Spain and Greece...

FK: Yes

Ledio: there is the English, which is different also due to the distinct legal system that they have, to be more correct the British actually. Then there is France, or the Scandinavian countries which have general similarities in their planning...

FK: Clear

Ledio: Just to add a bit more, there have been several studies from the early 90s onwards on the topic, for example there is also in 1997 a study by the EU, where have come out the four main ideal planning families. More or less where you would see Albania, as in literature is not very clear, there is hints on urbanism with a strong soviet influence...

FK: No I do not see it as such. We have, I mean even the families you mentioned have their own differences and similarities. There is a history as to say, start of the previous century, the theories that came after the Second World War, the theories of the 60-70s and then the modern theories. In

all these, they have similarities but they also change with each other. We are similar to places such as Italy, Greece, so from southern Europe, the tradition of physical allocation, and that is practically what we had, a physical allocation of land uses in the territory. But in fact England makes a physical allocation of land uses. Even England has had a very strong component of physical allocation of the land use. We have less than the Nordic places the social component. So we do not conceptualize urban planning really as a strategy to intervene even in the sociology of the city. We have for historical reasons very few economic components. Only 20 years have passed from the transition to a market economy, while Germanic places, France but mainly England, The Netherlands have strong economic dimensions in their urban planning. Italy is trying to introduce it, but it is not in their tradition. However, they are trying in recent times to also involve planning for the promotion of cities, attracting business etc. We are similar to Italy and to Greece, and we too have planning more as part of investments in infrastructure, independent of how badly we have applied it. But in principle our planning has a strong component of engineering and infrastructure, it has always had it and it continues to have it.

AL: I am making an intervention now, during communist times it was seen as just building roads. It is still the concept that urbanism means that firstly you have to build roads. But with the concept that has been developed and with the one that is treated in schools to some extent, today urbanism firstly means to develop society, to organize society in the territory, and in accordance with the forms of the organization of the society to do the morphologic urban division, and after the division you have the technical problems. But this here, as it is part of the line that is costly and measured with money becomes nearly the primary essence of the problem. And practically even in France but also in Italy, 'Lo dismo' for example is to say, take a territory, divide in parcels, do the streets and I think that I have done urban planning. I have not yet done urban planning, that is just a rational and logic division of the territory.

FK: But, what really changes mainly with the categories of England, Netherlands, Germany and to some extent France and little less with Italy and Greece is the fact that we have not conceptualized planning in general, we have seen it as too engineered, too physical. Meanwhile for example in the 60s, England and the Netherlands and Germany started to see planning as a physical plan, but for political governance, when they had their own problems. So for example when to the English really started to emerge their big transport problems, the famous report of '64, if I am not wrong, about the traffic in the cities, then they started to add to their plans the policy component. We do not have this, up to late, only now we have started to see planning as a strategy to take some initiatives. We have traditionally seen planning as something completely physical, as a 'model' of the city but not as

an intervention for some policies that you need to undertake into the city, such as the most classic case the traffic and transport. Traditionally we have seen transportation in the engineering aspects of roads. We have not studied traffic and transport as components of policies, which you need to undertake to have fewer problems and within it come the engineering part. Ok the engineering part, but then what will you do with the type of traffic that emerges in the city, what do you do with disciplining traffic, what do you do with transport, what do you do with the public transport and so on. It is not that we have studied these fields because such has been planning historically. We have not had as a necessity until the last ten years or so problems of transport; we have not had problems of traffic. So imagine cities that were designed especially the categories of the cities, and the new interventions in our cities such as Tirana, Shkoder, and Durres etc. Look at Shkoder so to say, practically the axis of the main roads has been design with quite wide roads. Why? Because, that there was no ownership on property, so it was easy to design from this aspect. So tell me now, how many new streets are opened in Tirana? They are not opened, why? Because you have the problems of de-ownership, you have the problems of the private property; you have the difficulties of managing the private ownership and so on.

Ledio: How does Planning in Albania occur? What is the main primary objective of the regulations and plans?

FK: You are asking as to how planning happens in Albania. What is the primary objective of plans and rules?

Ledio: I am more concerned with the pre-2009?

FK: We need to take in consideration that there is a division as if it was cut by knife up to 1990, and after that. We need to clear for which period we are talking about....

Ledio: before, and from 1990 up to 2009.

FK: Our profession before 1990 has had completely different objectives, the duties that were given to an architect or an 'urban planner' before the 90s was completely different to what you have to take into consideration today as an urban planner. So if previous to the 90s Prof Agroni, let's say it was told to build a city, he had to do everything from the first to the last, from A to Z, but without having to take into consideration if it is possible to populate or not that city. This was given simply as a duty, and the state would think of populating the city and how they would get the people to go there. [Planning during communism, link with 4.2]

Ledio: It was centrally planned in other words...

FK: 2, it was not requested from the urban planner at the time to think about the economy of the city, it did not enter in the duties of our profession. But the urban planner was thought to create the life condition, the physical and natural conditions of life, so that the citizen could live in comfortable condition, so the parks, the environment, the infrastructure, the sunlight, housing, the quality of the construction and so on. But it was not asked from the urban planner to think as to how many working places would be open here, how they will be opened, what investments do they need to bring, how will this infrastructure be maintained, with what costs, which is the best system of operation between the public and the private. Today all of these, because of the change in the system, in general the economic system, are duties of the urban planner, and the planner is starting to understand that he has these duties [argument that supports change]. So he has to think, also that is why the engineering component of plans has been weakened, because the state as a manager, part of these services achieves by outsourcing, and it can be said that the state does not have to think about it, but it can set standards. Hence the state does not have to think whether the diameter of the water tube should be 15 cm or 18cm, if Albtelecom should have copper wires and what not, why? Because it is that entity, it has been sourced out , for another service there is another entity, but however the state and the planner has been charged with other duties. We need to understand better the market, it has to incentivise those types of development that attract investment, increase the quality of life, economic development, employment and environment. There is a great concern and sensibility today about the environment, which has not even been during the industrialisation.

AL: There is a greater risk from that of the environment when compared to what it used to be, there are more cars today, there is a greater rhythm of construction, and you just need to look at the population of cities. Here planning has been done on the basis of only natural increase of population, for each city there was only natural growth, absolutely not mechanic, because it was controlled. [link to section 4.2]

FK: Controlled, defined as to how much we could move.

AL: However here it came to the point that Tirana was growing with 7% per year for ten years, that means an increase of 70%, conditions which could not do anything any type of planning, everything goes completely in vain.[transitional period after 1990, agent gives up, planning loses meaning!]

FK: you need to have the ability to investigate or to feel, how much will the population increase, for what type of population do you have to design.

AL: many times they have tried the guys from INSTAT, with means of modifications of population, to measure the way population moves, and in general we come to this 'in the morning the population moves from Bathore to Tirana and in the afternoon from Tirana to Bathore' [Bathore is a suburban area near Tirana, here was situate most of the population that came into Tirana from the north, north east region, supports the above argument, also inability of institutions to follow up with the development in the country, INSTAT is the institute for statistics]. Why did this happen, it was simply because population was moving towards the work place, thing which will also happen in the future, depending on the location of the industry, hence there is some different viewpoints in other words.

Ledio: What effect do you think that the isolation and the nationalistic ethos of the communist period have had on the Albanian Planning?

FK: At that time what I think has change the most with nowadays, more than nationalism ...

AL: it has been localism

FK: it has been the fact that everything was centralised, whereas now each authority plans on its own. This has its advantages and its disadvantages. It is advantageous as in general it is the local government knows better the situation, because once up on a time we did not have local government, only central, the executive committee was not a local government, it was an executive one, politically centralised, it was not chosen by vote. They know the territory, they have a more direct concern, are more in touch with the public, it is the principle of subsidiarity; the services are closer to the citizen and so on. In general this is accepted as an advantage, but on the other side, some of the phenomena that have spurred in the last 10-20 years do not really favour this type of theory, because for example some types of concerns are not so sensitive at the local level, such as for example the concern for the environment. [Culture of local authorities, types of agent, link to other interview about values! Do not think for the benefit of the community]

AL: Well now, the concerns for the environment should be preoccupations of the local government, but they are trying to avoid them by pretend to be done from the centre [Collaboration with the centre? Not so much! Part of the Albanian culture, trying to take as little responsibility as possible, not profitable!]

FK: Because it surrenders a lot to the pressure for development, the local government surrenders in an easier way. Or tourism for that matter, the local government does not have the formation, and it will never have it, because it does not enter in the duties that are in front of the local government, because tourism it is not something that is developed locally. To build a touristic package, you need an itinerary, which crosses the border of the local authority. I come in Durres, but from there I want

to go to Kruja, and there I want to have the hotel, the sea, the monument, the cuisine and all other services, hence this is not a theme that can be fully done by the local government. For this reason we are having problems today on site, because not everything has found a solution due to the fact that the local government is closer to the citizen. This is the difference post 90s, this type of problem exists, but it is not that we have had nationalistic tendencies.

Ledio: nationalism in this case has to do more with the isolation that occurred to the country and the fact that it has not been able to get the influence or more precisely not engage with the different planning waves at for a long period of time...

FK: In general it is true the absence of the professional exposure, because the professionals have not been exposed to the different streams of urban planning, to their problems. We have never practically been part of a global discourse on the urban planning processes, on processes of national development and so on. The fact that we have been isolated, means that we have also been isolated from the professional point of view, outside of any global professional and political discourse, of course this has an impact, it cannot be discussed. Today Albania, is very close to these themes, we have faced in these 20 years themes that were not heard from the professionals. For example we have faced the theme of informal constructions, and until late the Albanian professional thought that it was a typical Albanian phenomenon. That is an understandable thing, but that until late it had to be explained to the professionals that wait, there is also other places which face this problem and maybe an even deeper problem. Because they face informality, but informality and poverty, let's talk about informal developments in Africa, or in parts of Latin America, where there is informality and criminality within it. In the Brazilian favelas they are informally build, but it is not just a question of informality because he has solved the question of shelter with that, there is informality where the state cannot get inside. There are centres of drug production, this is not the type of phenomenon in Albania, yes there is informality, but that's all, there is no criminality [Not too sure about that either! Maybe not organized crime, but there is crime. The families that moved in those areas are from the North and North East mostly, places where it is still used the Law of 'Leke Dukagjini', the law of 'blood feud'. Hence there might not be criminality in the sense of drug cartels, but there is definitely other issues], no poverty. There is a type of house as it can be seen in the city, maybe with a different typology, and cheaper construction costs than in the city, but you do not have to deal with poverty in a four story house [villa's in this case, It is not always the case! There is also poverty in those areas, however it is less severe than in the comparative examples]. But then can you convince the professionals' about it, you can't, why? Because we have not been part of global discourses on our profession, and this has left them behind in time, and obviously this has its own implications.

Ledio: So let's go into some of the questions about the law... what are the innovations that the Law 10119 has brought in the Albanian Planning? What are some of the main challenges and obstacles that this law is facing and will face?

FK: We have had a system of planning which has been a typical physic system, it has been an absence of planning, and it was more oriented towards design than planning. The new law has introduced some positive aspects, I personally have been quite critic about it, due to the fact that I wanted more positive innovations. The positive innovations that this law has introduced are mainly due to the fact that historically and especially during the last years, because this sector, real estate, generates interest, and in absence of planning, the great interest that extend to the profession from this sector in a way corrupted the system. So the permission for construction lost its value, lost the purpose in itself because of the corruption that exists behind it as well. The law tried to turn the construction permit not as an act that is connected to the above for fault, but as a common administrative act, within a defined deadline, and with a limpid procedure. If it will be applied as such or not it is another story, because it is necessary to also have correct instrument to apply it, so you need the plans, the administrative culture and many other things. But the law is playing its part 1) it set a much easier procedure than previously 2) it has tried to decentralize the issue of decision making, as with the old law it was more towards the central committee of the territory of a locality so the law tries to change this 3) several bad decisions in the territory have been done with the justification of a collegial decision, because the authority that used to take the decision was the famous NCT, which was practically a collegial decision. The new law tends to change this part of decision making through some well-defined procedures into a decision making of one person, so that, that individual can take responsibility. It is not anymore the mayor who can hide behind the fact that there is a wrong decision from the NTC, because I gave my vote but it was the council that decided, but now it is a mayor that has to take his own responsibilities in order to carry out his actions. So it has tried to introduce these types of innovations, but we have pretended for more than this. We have pretended that the law would make planning an instrument that was imposed to be drafted, so as not to be an option. So that I come in the municipality as a mayor, and I do it or not it, was not a problem, and we have set this because Tirana had 10 years without an urban plan, in fact 20, but let's stay in the last 10 years, where we have a mayor with a strong authority in the direction of the role of the municipality but he did not make an urban plan. Why? Because, doing an urban plan, was not within his real responsibilities. We pretended but could not manage it, because there was a resistance from the local authorities, we pretended for it to be something compulsory 'You are the Mayor; within a year you have to do the urban plan otherwise you are fired'. We did not make it! [This could be a hint as to what might happen with the plans! Why did the local authorities not

accept to have a plan within a certain period of time? Maybe the 1 year period is a little bit drastic, but there should be a process which should have been initiated by the law so that for example local authorities have to start their plans in a certain date, independent of who is in charge at the moment and how much time he has left, and the municipality has to meet certain deadlines, if these are not met there should be some type of penalty. In the case we have now, considering the Albanian agents, there will be municipalities or communes which will never, ever have a plan!]

Or we pretended to have a smoother transition between the two systems. The new law has been conceptualised more as an organic law, regulative, rather than a complete law on urban planning. It is more a law which talks about the management of the works, it is almost as a law for the local authorities, more than a law which should tell you how to do urban planning, and this has been its misfortune and it is not yet fully absorbed by the professionals and the local authorities. These have been mainly, and unfortunately are being complicated through some of the acts which we are bringing, to clarify the law, in fact with the best of the purposes, to enlighten the way that we need to do urban planning, but the fact is that we have not achieved yet to put some clarity on this sector.

Ledio: Can we talk a little bit about the challenges and the objectives that this law is facing and might face?

FK: The challenge is great. Obstacles in general, not just the law, the biggest obstacle are the personal interest! [Albanian agent, link to parasitic] I mean planning generates interest, and this is more than normal. Urban Planning, if it is developed, and if we speak about places that have some type of consolidation of land development and urban planning development, planning manages to moderate interest, so it balances the public interest, the private interest and to balance between several private interests. In places like England for example, the Netherlands, Germany and why not even France or the Nordic countries these have been achieved. In places where there is an issue with land such as in Albania, we have a problem with land ownership. In places like Greece for example there is issues on lands and problems with the ownership of lands, in places like in general great part of eastern Europe there is a problem of land ownership, why not even in places where there is not a clear stability on ownership issues such as Italy, urban planning has had its effects. So it has not managed to moderate well the private interest with the public one. The fact is that even Italy has gone through the process of conversion of land from agricultural to land for construction, and with a lot of pain from these processes, and also with a lot of corruption. It is a fact! A known and accepted fact! That is also accepted from the Italian professional, that yes it has happened and it still continues to happen. Now the challenge and the difficulty is exactly this!

Ledio: I was talking more from the professional point of view, I mean the change from a culture which was primarily based of technical and physical issues as you say, meanwhile now we have to do more...

FK: From the point of view of knowledge absolutely there is a challenge, because you need to form professionals and you need to form them with this type of new mentality that the law is trying to introduce besides as to how much it has achieved. And the law cannot do it on its own, it will be necessary to also have the university curricula's. We, I think, are on the first steps of becoming urban planners again, thing which we have more and less lost the ability to do urban planning[Where the Albanian planning culture is now, starting a new path dependency!] Italy required over 40 years to do urban planning, and only then it started to understand that the plans are also means of work, not just that you need to have it because it is a requirement by law. But in reality they are also plans which they could start to use them, they are working tools today, the urban plans. Few years it was required to places that had fewer problems with land such as the Netherlands for example when compared to Italy. The places that have had a pressure for housing such as Albania, Greece and the former eastern bloc, necessitated a much longer time, and they will need still a lot of time to absorb urban planning as an instrument of work. Meanwhile places that have solved the issue of housing such as England, The Netherlands which have solved it very early, in years so to say, or the Nordic countries, even places like France for example they do not have the pressure, so they do not have too many problems to present to urban planning, they have changed the problems that they face to urban planning. The one in the Netherlands pretends that through planning to form communities, to educate the community, I with planning try to solve my basic issues such as water, sewerage, electricity [Why see this as a constraint? That we always have to do the basic! Can't it be an opportunity to build on the experiences from other countries and do more with planning? Otherwise we will have to start from the beginning again in 20 years' time say because we will not be happy with the basic anymore! I am still at that place where I have to solve basic problems through urban planning, whereas he is doing other things now!!]

Ledio: Now since you went a little bit into the discussion about knowledge can we go into the education part and the professional formation of the planners?

Fk: Similar to the professional discourse is the one on education it reflects this type of problems. Only now we are starting to talk really about planning, because also the university cannot speak before the demand. Now there is a demand to think about planning. Traditionally this profession has been design, not planning, and as a consequence the curricula's have reflected the demand for

designers. Now it is growing the demand for planners and not only for designers, they are both necessary but now planning is also necessary.

AL: I will make a remark because at least the history of this thing I know as I have passed it as a personal experience at the faculty. At the beginning of the 90s, Albania was faced by the democracy boom, and it became clear that we had to think about urban planning, as a preparation. Traditionally, in all architecture schools there is a concept which is unique, that the architect is prepared for architecture as well as for urban design. The architect is not a planner; it means that he sees his profession, not as separate, but the urban design and the architecture are almost, almost is seen as his mater. It can be understood that the architect takes part in the spatial organisation, in the aesthetic part and in the functional part, depending on the open space, on the space of the city. Now, when the scope starts to increase for larger territories, it comes out of the borders of the architect's conceptualization and it becomes problematic. Then we by knowing this problem, but always architects have insisted to realise what is now the degree of urban planning. There have been some polemics on this viewpoint. He the dean at the time, Gjergji Kokmima, asked and it was approved from the urban planning department, with the tendency to have a type of specialization towards planning. Life proved that we were not able to do it. Besnik [dean of polis university] for example was one of the partisans of planning, and so he created Co-Plan, and the ones that are at co-plan have always been partisans of creating planners. But by having all academics with an architecture background, with architectural concepts, we have not been able to prepare planners. I am so to say playing the part of the representative of the school here, and we are still clear today as why our school does not prepare planners, and it will never prepare them! So it needs to be another school which will prepare planners.

FK: Or it needs to complete the concept[more moderate view, positive towards change?]. And I think that the school cannot come before the professional discourse. We for example, still can't manage land issues. If there is no demand and no professional discourses it cannot be reflected at the university. If first this demand is not formed by the work market, it needs to become formal, because it the school can't prepare people just to prepare, as it will end up like other schools for example, like the chemical engineering, that is open as a degree but you can't get a job anywhere.

Ledio: Is there a planners' organization in Albania?

AL: eeee I don't know, that might be something at Besnik's, but I don't know...

FK: I don't know if there exists one, but I do not believe much in organizations, because I have worked for 10 years in the NGO sector, but really the less there is of these formations that pseudo-represent the planners and professionals the better it is for everyone.

AL: I am in the board of the architect's organization and they do not see it necessary to open a new one separate from the architecture one....

FK: The Netherlands does not have planners from architecture; they are economists, sociologist, and geographers due also to the dimension that they have given to their geography faculties. They are geographers, economist, and sociologists! This then become planners, then the planner takes the architects and the designer, but we need to divide planning from design!

AL: In London for example where I have been, I went to visit the Bartlet School which is an architecture school, and there is a unit which only prepares planners', they have a full curriculum for planning. I have had many relations with Mike Edwards, he is an economist and planner, so in many cases with him we would disagree and there were many problems which we could not come to an understanding, but for other problems we had common ideas because he was also a person so to say a bit more different. But he had an economic background and he was teaching planning at the faculty of economy. I think it is still early to speak about an organisation.

Ledio: This question was asked more as there could be something where professionals could gather together, they would get accredited, do different research on planning and as to the way it can be further developed in Albania...

AL: So I am taking the case of these real estates, we tried, I was the dean at the time, I opened the first program in connection with an Englishman, David Allen, which we had at the faculty, and so we managed to create the course, we opened directly the profession of real estate. After that, real estate had a general spread for several reasons, because first there was the trade of land, then there was the problem of banks, loans, mortgages, thing which made it a profession that had high demand for, and now there is many who are still taking the course. And now they have an organization, but it was practice that developed it quite quickly, and by developing the profession, it was managed to make an organization, so it made the profession, the course, the accreditation etc.

FK: There is nothing wrong in having an organisation, but the problem is that the designers have always had the need to be organized because it protects their interests; meanwhile the planner is not a designer. It might be necessary in the future, but I am not against them having an organisation, but I just don't think, it has been proved by time, because you either form by law an order of planners, which has clear rights and duties not only for you but also in relation to the state.

AL: Listen, there is another big difference which exists, since the architect is within the free professions, then its organizations are based on a rapport with the state, in order to protect his interests and its position from the state. While the planner is always part of the state, at least speaking as of today here where we are in Albania, because in Holland for example there might be planner who work in the private sector, but in most cases here they are part of the state, and this can only be done from the state, so the state if there is the will understands it, and it will insist to create this organization in the administration for planners.

Ledio: Thank you for your time and your contribution

## Interview 2 (INT2)

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Ledio: Could you make a brief description of the urban planning from 1990 until the period when Law 10199 started to develop? What were the plans? What concepts were used by urban planners?

FS: Definitely, until 1990 it was a different system, and then the political system in Albania changed. This change did not have an effect in changing the legal structure, therefore for a relatively long period of time there used to be legal gaps in the adaption of the legal structure to the new political conditions being formed. Therefore, for a few years meaning from 1990 until 1993 we were still working with the old legislation, and although we were trying to introduce changes, since the legal basis was from another period this was also reflected in our plans. However, in the meantime as a result of the changes that had happened after the 1990s, the free movement of the population was of very high importance, and the big growth of some cities, mainly Tirana, often made it impossible to apply the old laws. So this was because of the free movement of the population and the recognition of private property, two elements which were not included in the old legislation but that had a very large influence on the process of planning. In 1993 the new law of urban planning was written, however even this new law did not bring any major changes in the legal system regarding the process of planning. It was mainly an adaption of the experience we gained in this three year period. In 1998 the law of urban planning was written. It cannot be considered as a subversion of the system but it still has improvements. Maybe the improvements implemented in 1998 were more quantitative than qualitative regarding the contents of the law, because starting from 1990 up to 1998 we had already gained some experience. The developments of the territory were visible therefore we could develop in laws and respective legal documents [law 8405, use in case study]. In October 1998 the law was written and from this period on until 2009, when the new law regarding territory planning was written, this law was not respected. Of course it was not a new law, but it brought about adaptations to the territorial developments and for this reason there were also problems regarding planning issues. At the same time there was also a connection with the states policies starting with the overall strategy for the nation's policies, which was the reflection of Albania's orientation towards Europe. Obviously this law was based in a different system and a different legal structure and this was another condition where we had to make an obvious intervention in relation to the legal system.[European Influence]

The developments in the territory until 2000 were almost entirely unplanned. This because it was very difficult to manage although the National Planning Institute, which was the institute in charge of the planning at the time, tried to create some plans and mainly for Tirana since the influx was very high. The regulatory plan was written and approved in 1990. Although it had started before 1990 and it was approved in 1990 in order to facilitate the enlargement of the city and mainly regarding the engineering infrastructure of the road network. In 1994 a new plan for Tirana was written, I am mainly focusing on Tirana as the highest concentrations of the population were there and the models are indicative of the development of the planning system. In 1994 a plan was written with help from USAID, there was a specialist from USAID, who has worked with us, that was orientating us on determining the main directions and tendencies if Tirana, meaning of the development of the city. It was relatively positive as it determined the zones, while they had not started to get occupied yet. This plan determined the layout of the perspective development of the city and in a way predicted the possible situation of these territories as, because of the proximity with the existing infrastructure these would be the first to be chosen even if detailed plans were to be designed or even the uncontrolled movement of the population. Also, there were often plans designed for Tirana, but not all of them were approved. For example, the fact that they were not approved by the government it as not possible for them to be applied and to orientate the development. There were also some attempts until 2000 for regulating plan of three the main cities, Shkoder, Durrës and Vlorë. Some of them have been approved however the problem of adopting them has always been present, and maybe the noncompliance towards them. There was always an attempt not to respect these laws.

Ledio: What about at the national level, was there any type of planning? Or was it just focused on new infrastructure projects?

FS: In the nation sense we cannot say that there was no planning, however it was for specific issues, such as for environmental issues, there were plans regarding tourism issues, there were plans for the touristic parts of the nation which predicted strategies or policies, but also plans for the southern part of the sea shore and at the same time for the lakes of Shkoder, Ohrid and Prespa. At the same time there were plans for national parks and these plans were the ones made for the entire nation with certain topics. Or, there were plans for the south infrastructure but not general plans; they were sectorial plans as they are referred to in the new law. Regarding the plans, in the law the concept that there is a need for a general plan for the entire nation, regional plans, general regulatory plans for cities and villages, partial urban studies, and then building sites and building permits, was present. This was the hierarchy; therefore for a building site to be approved there

should have been territories with all these plans. However, the general territory plan for the nation has not been written yet, but the sectional one has.

Ledio: What were the causes that started the initiative for writing the new law for territory planning?

LS: The main cause was the fact that the territory developments, which were obviously not planned, were the unplanned buildings the cause of which we thought to be the lack of the law. It came to the conclusion that the existing law was a rigid one, hence to some extent it acts as an obstacle to the developments in planning. One of the reasons was the experience regarding the territorial development and the other reason which most definitely was important was the fact that we are an open society trying to make politics that go beyond our nation's borders. Since we are trying to integrate in a larger and European territory, we need to work on our own legislations first in order to be considered equals with the others. [\[Link to the discussion on the major change. The shocks that triggered change!\]](#)

Ledio: So there was some influence from the outside of the country? Right?

FS: No not really, the influence was from the inside. The situation was not very favourable, the law had several problems, and so were the developments in the country, problematic! However it is worth to note that when it came to drafting the law and its structures the international legislation came in handy as it served for orienting the process... [\[Link to previous interview. There is a feeling that the law is a translation of different international documents on the issue, with some small adaptations to the Albanian case that mostly occurred during the drafting phase. Maybe it could be one of the reasons why the law is not fully understood\]](#)

Ledio: What was the process of writing law 10119? How long did it last, who took part in it, were there any alternative laws considered?

LS: I told you that the attempts to change the urban law started after 2000, meaning after the changes in the territory were obvious and the need was urgent. Regarding the law for planning the team was created around 2005, firstly the basic policies were drafted in accordance with the national strategies, such as the policies for the development of the territory and for planning and only after this maybe in 2007 started the process for drafting the law. Maybe I am not too correct with the dates, but they have been processes in succession of each other so it is difficult to say when it started and when it ended. **The team was directed by the Ministry of Public Affairs and Transport because it covered this sector, obviously it was the representatives of the directory of the territorial planning in this ministry and this directory. It was headed by the director of the above directory and**

at the same time there were included representatives of all the authorities that dealt with the territorial planning and the development of the territory. These were all the ministries, of course the institute of urban planning, which was also the national institute for planning issues, different organization, such as the one of architects, of developer, other organizations, the organization for disabled people etc. So the group was formed by 20-30 people, which maybe were not always present in the meeting. These were periodic meetings, and for a predefined period they were on a weekly basis. The main group would work during the week and then on the next scheduled meeting would present the developments and the work done. There the larger group would give their comments on changes or any other issues they might have had. This lasted until the 2008, end of 2008 maybe, and then it was prepared the draft which is presented above.

Ledio: What are some of the new concepts that this law introduces in the Albanian planning?

FS: As a terminology it of course has changed, the terminology with regard to planning has changed. The laws of urban planning has to do more with urban planning, whereas the concepts brought from the new law are more concepts of spatial planning. So for example the law of urban planning, the old one, used to include regional plans, master plans, regulatory plans, partial urban plans and the construction sites, this was the structure of the plans. Whereas now, with the law for territorial planning we do not have plans as the basis but we have the instruments of planning. These are in concept three, policies, plans and regulations. These are the three instruments and according to the level they are divided into national, local and intra-local. At the national level they can be sectorial or cross-sectorial, similar division in the other two levels, and integrated which include elements of the national and local instruments.

Ledio: As you said the law predicts a move from the more traditional urban planning towards something more similar with that of spatial planning. What is being done in order to foster this change?

FS: Although the law has changed, the education curricula's have not changed, maybe now that the law is installed they will change as a consequence. Of course that in schools have started to enter the new concepts, but anyway the generation that has finished now, they have learned the old law in other words. Meanwhile, the agency has also as a legal duty to engage in the training of the local authorities, and this process has started since the moment of the drafting of the law, meaning that they have been part-takers in the meeting and information sessions organized for the drafting of the law with a purpose of decision making and at the same time to get acquainted with some of the problems that the law could have. A similar procedure has been used for the drafting of the bylaws

and the manuals, so it has been a process directed by the agency but it has been inclusive. So, all the local authorities taken part in this project, however, it can still be felt that the work done is not enough. It was done till now to make possible the application of the law at the local as well as national level, however the insufficiency of knowledge can also be felt at the national level. Because according to the law, all ministries engaged in the development of the territory need to have their planning units in order to draft their sectorial instruments. Here from the continuous contacts that we have it can be seen the insufficiency of knowledge. We communicate continuously, in writing mostly, every time they have any problems they write to us and we try to help with their difficulties. At the same time we have also done some meetings in the cases when they want to take a decision, so for example they want to take a decision about drafting a policy or for a plan. The group of representatives has come to the agency, we have met and explained them in a more concrete way the problems that they might have. Meanwhile for the local authorities we have organised training sessions, so at the beginning we are now in the process of training with 12 main municipalities which have drafted their general local plans but they have done so by being based on the old legislation. This process of training consists mostly in the improvement of the terminology, at the same time in improvements of the structure in order to adapt them to the new law; this work is done so that it can bring them to the stage of approval. This is a direct help which we are giving to the local authorities.

Ledio: How would you consider the collaboration between the local authorities in Albania? Is there an exchange of good practices for example? What is being done to foster this collaboration?

FS: On the matter of collaboration this is a process which is required by the law. The law determines that during the period of the draft of policies, which is one of the planning instruments, there is a period of 60 days for coordination and consultation all the other institutions. So for example if a local authority drafts the policies for their general local plan, it is necessary that in a period of 60 days to communicate with all the authorities that have interest or have proposals for the whole of the territory or just for specific parts of it. After this communication, they also have to make the public hearings, and they are required to reflect them in their plans. The same procedure is followed in the drafting of plans, so 60 days after the draft is out. The law determines as a duty this phase but at the same time the agency controls if this procedure predicted in the law has been followed, and if it can be deducted, and if it notices that the procedure has not been followed it turns the plan back.

Ledio: Is there any less formal experiences of collaboration? Such as for example sharing of best practices, or neighbouring authorities helping each other?

FS: If there is a local authority which notices that another authority has a more positive experience and that could serve as a model, of course they can communicate, at the end of the day they are within one country. And also they know it themselves the expert level, because architects there is in one municipality and likewise in the other one, hence they can exchange experiences with each other, and this is on a more informal basis. At the same time the agency at the moment of the drafting and undertaking these trainings can use the best models as examples to be followed from the other local authorities. [Both questions were mainly avoided. The aim was to see how the collaboration between authorities work, since the law is based upon that, it was not to repeat what the law says. What the respondent speaks in the first question is not collaboration! It is just a procedure required by the law, meaning that there is no voluntary action nor willingness to do it, you just do it because you are told to do so! Also in the second question, I know that they can help each other if they want to, the question is whether they are doing it! From this and some of the responses in the other interviews it might also be deducted that the situation is not very collaborative, hence drafting of inter-local → in other words what INTERVIEW 4 calls regional plans, might not be very possible! Add this to the discussion about challenges facing the law!]

Ledio: Does Albania collaborate with other countries in the region who share similar problems in their territorial development?

FS: There is national collaboration and projects of collaboration but they are mainly for environmental issues. This has to do with the shores of the lake Ohrid, since it is an area with high environmental values, and of course all the local authorities that are located there, besides the fact of the borders division they collaborate with each other in order to exchange experiences but also to reach to common conclusion with regard to their respective development, because the impacts on the lake minimally is for everybody and at the same time the view created impacts the whole area. Here I can talk from a personal experience at the moment where I have worked at the institute of urban planning. We had the duty to design the regulatory plan for the city of Pogradec. We had our ideas as to how we wanted the city to be developed, however in order to be sure about our proposals and in order to be in full harmony with all the development occurring in the area, we organized meetings with the representatives of the municipality of Ohrid and the mayor of the municipality of Struga, which are places that have a similar situation with regard to the lake. We took their opinions about the development of these areas and at the same time discussed our proposals so that we could determine a common criterion for the territorial developments. These

meetings were not required by the law, but it was done through the help of the mayors of the municipalities of these places.

Ledio: What about with other places of Western Europe?

FS: Many students now follow their higher studies in these countries, so whenever they return they bring also their experience. The new generation is quite open towards these experiences and the new theories, while our generation which has finished their studies before the 1990s it is different. After the 90s we have had continues exchange of experiences, we have organized many training activities, we have seen experiences in this field, and we have got to know some of the practices, their theories and with their legislations. Also after the 90s many foreign professionals have taken part in the drafting of our plans, and at this time we have managed to exchange experiences with them and most of these ideas to be reflected in our plans.

Ledio: Among many of the duties of NTPA according to the law it is also to develop and to conduct studies and research on planning. Up to now have there been any such studies? Is there collaboration between NTPA and the universities?

FS: Now the legal duties of the NTPA to carry research on the territory have to do more with the situation in the Albanian territory. So we need to have a clear idea as to where the process of planning is, how it is going in Albania, are there developments that respects the plans or not and so on. So our primary duty is to control how they are applied and how these plans are being drafted. [These are not studies! They are just controls required by the law! Since the question was avoided it can be deducted that there is no research being done on this field!]

Going back to you previous question actually, as we were discussing now, I received the order to contact the directress of NTPA so that we can create the working team for drafting the general national plan, and the drafting of this plan has foreign assistance, as it is something which we have never done previously, and the former Institute of Urban planning, does not have this kind of experience. So in our group there will obviously be some foreign experts which will assist with the process, but also it is predicted that we can observe the process of drafting other plans in other places outside of Albania, so we might even get to know also some western experiences through the process. It was predicted that within a short period of time, a group from Montenegro will come in Albania and that we could go there, exactly with this purpose. Since the agency engaged in this process, we also have as a duty to get trained, and in that direction Montenegro is at the end of the procedure for their national plan, which has been drafted with foreign assistance. This is considered

from our counsellors at USAID as a good example of a positive experience and it should be taken into consideration.

Ledio: Thank you for the interview

Interview 3 (INT3)

Rudina Toto- Architect/Planner

Co-Plan and Polis University

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Ledio: When has planning started to be treated in the Albanian education? What concepts or curricula's are used? What about Polis University? Is there any collaboration between universities in about planning issues? Up to now planning has been the exclusivity of 'architects', do you think that this profession should be opened also towards other backgrounds such as economics, sociology, different degrees which deal with the development of the territory?

R.T – For the first part, in schools planning has started with Polis (University), and planning as a concept has started with Co-Plan, speaking always about Albania. The public school has had 'urban design), as far as I know as I am not too sure now, and it continues to have the same, it might have changed now as a consequence of the new law, but it has always had 'urban planning/design'. It is the degree that I have obtained, therefore planning as it is known in the Netherlands, Britain or USA has only started at Polis when the school was opened, if I am not wrong in 2007, and I think planning as a degree has started on 2008, you can ask about statistics at the administration. Meanwhile with regard to collaboration, to be honest, in this phase it is not only the question about planning but for other degrees as well, there is not any collaboration in general, so let alone issues of planning. And in planning, the main problem I think is that it is your question about the understanding that planning is an exclusivity of the architects it is wrong, because planning is completely different from architecture.

Ledio: When I speak about planning, I include also 'urbanism'

R.T- look, then we should make a distinction, it is a different thing urbanism as understood in the swiss, French or Italian way and the way planning it is understood in the countries I mentioned above, as they are different schools. Therefore they are completely a different thing, the only issue that relates them is the study of the territory, this does connect them, but there is different levels in which planning studies economics, sociology and the ones you have mentioned above, and to a different level they are studied the same things in 'urbanism'

Ledio: I mainly started by using the term planning as the system, and then we have the different families such as the British for example and then the urbanism. Hence, the reason that I said planning.

R.T: But they are very different too, that is the issue. And I always start from the situation in Albania, and here for a good or bad fortune, we have a tradition of 'urban planning' which is similar to the Italian or Mediterranean family. However, if the Italians have evolved a lot further from their initial concept, we currently have not evolved. So to say, we are still in the 70-80s, we have not reached the point yet where our plans can treat all aspects of development equally. Or even if it is done it is done in a fragmented way, or as to say it is done because now there is a law which requires you to do such a thing, therefore let's do this plan which we are meaning or a part that is missing, but not really to try and understand it, because this can have effects [Planning Culture, also the culture of agents! Done only because it is required, not because it is understood! Important for the recommendations to build from this aspect!]. That is why I try to separate the families, because I do not see that we have a convergence of families. We in our school of architecture have a lot of influence for good or for bad from the Italian and French schools, but quite 'ancient' to be understood. And yet this type of influence has not been removed, I think for this you can get more information from Besnik or Sotir because they know better the history of the Albanian schools. Anyway, more or less this is the way it has been, and mostly focused at design, but even when it comes to design it is based on the old times that I mentioned not concepts used nowadays in design. This although is urban design in truth, but take into consideration all the aspects mentioned above, in other words it is a completely different way of thought. Do we need to spread planning? I think we need to open planning in these degrees, ok there might be subjects or concepts of planning in these degrees, but I think that planning is a completely different degree, likewise economics for example. So I think that someone that wants to do architecture you do not have to make him study planning, because they are two completely different directions. Likewise someone who wants to do planning you do not have to make them to do architecture, because it is the same as doing two degrees in a way. There is a grey area where the two can interconnect, and that is 'urban design', and it is not bad if both parts can take this dimension because it means that they will know how to collaborate better with each other, and will understand more than their sphere of work. So to say that the architect deals with the buildings, but if it does not understand the concepts of urban design then his building is failed from the beginning. That is why he needs those parts of urban design which I am talking about, as part of its analysis and the urban context. The same is for the planner who is the one taking the macro decisions, but if he does not understand what their effect is on the territory, and visually it macro decision, it can go wrong. Of course there are interdisciplinary groups which solve this problem, so not all is his job, but in the negotiations that are created these relationships with each other. However I do not think that it is wrong for both parties to gain some knowledge from each other's work but always keeping them separate in my opinion. This has also been the

concept in Polis too, we keep them separate, but then exchange ideas with each other, here both degrees exchange with each other, although they are separate. And both degrees have the above dimensions, although one has them more developed than the other, but this depends on what for example sociology serves to one party and how it serves to the other. Therefore there are seen different aspects let's say of economy or the social sciences **Concepts used at polis university! Or the ideas to treat planning as a separate degree**

Ledio: I was asking more about the concepts that they use in urban planning and where are they based.

Toto: The concepts?

Ledio: Yes

Toto: Well Le Corbusier, surely is the basis. I myself have finished school in 2000 and as far as 1998 or something like that maybe 97 it was that. I am not saying that we study Le Corbusier, because it is one of the pillars in architecture and 'urbanism', but I think to some extent or another it belongs to the History, and you can't build in the 21<sup>st</sup> century based on the architecture of Le Corbusier, that's the idea. Meanwhile that's where it stopped, that is what I want to say. And it had just entered the idea of modern and contemporary architecture, but without studying the theory of architecture. We also had some subjects on the theory of architecture, and the lecturer holding it is maybe one of the most respected in the school, and it was also one of my favourite subjects. But unfortunately, this were not related to what we had to do in other projects and other subjects, therefore we were doing theory of architecture, **studying it but not using it, while the whole idea behind it is that to put it into use.**

Ledio: Ok, then shall we continue with the other questions? Since you have been directly involved in the training processes, could you describe how they have been developed? What were the main objectives of these trainings, how the process gone so far and what has been the engagement of the local authorities

RT: **Now the training have been done on the basis of some initiation, and they can be seen from two angles, from one side the projects of the donators to support the Albanian government at the central and local level in the field of planning, and on the other side the change of the system that has happened which has changed the institutions** [Use this section for the discussion part on the 'what has been done so far question". Compare with the other interviews. However interviewee has

been part of the process herself, hence why has a positive outlook on most of the work. Although I fully agree that most of the work has been done, I think that the results do not reflect the same. Hence it could be either an issue that the agents are slow to react to these types of processes, or there has been an overload of information which has caused confusion. Could also be a little bit of both, hence the delays in the process] And in first place the central institution NTPA, which has been created as a new institution. In this direction the NTPA should be strengthened, meaning that it is a new institution so it is still on the formation process, and continues to still be on a process of increasing capacities for itself, and on the other side it has to offer this service to the local authorities, because the law requires so. So the trainings if it can be said so have been activities which connect both these aspects They have been made practically with very specific scopes, first they were done during the period of drafting the legislation and the bylaws. They were supported from USAID project on local governance at the time; hence the process of drafting the legislation was supported by that project. In addition also the process of drafting the bylaws, besides the technical side as to how to write them, it also included consultations. The consultation part was not simply seen as I give you the material, you read and make your comments and it is closed there, but also it was associated with many presentation of a training type. Because this law has introduced new concepts, as a result also of the new bylaws which had to be introduced, the law has new concepts, hence it could be expected that the part-takers in the process, in a by-default way as to say to be clear about these concepts and directly to come and comment on them. Practically there was a lot to explain as to understand the new concepts, and this is the reason why the consultations can also be called training to some extent, so not just consultation. Afterwards, the manual has been designed, which is the manual of planning and it disentangles the law and the associating bylaws, which has been supported from the World Bank. That is why there is an interconnection between the donators and the work carried out, and it is the idea that the manual has been designed in a similar way to the process. So there were invited representatives of the central government, ministries, different agencies, and all the municipalities and communes, which were divided in groups as it may be understood as it would be impossible to include everyone at the same time. It would have been too big, you could not treat everyone in on single meeting, and therefore there were 3-4-5 meetings also for the manuals. Now the manuals part can be considered more training than consultation, differently from the bylaws, because at the end it is the manual that explains the law and how to use it, and this was the whole objective. That it could be divided between the municipalities and the communes the way that the law could be used, so it is training at the bottom line. After they understood it they could make their comments, and especially their comments have been for factual situations that we could have not taken into consideration. They

know these as they bring the experience from the field, hence these comments could be taken into consideration and helped in finishing the manual. **Now it has started the new project for local governance and planning, which is again supported from USAID, and it will mean another series of trainings.** [New Project? Wasn't the coaching program for local authorities meant to happen during the transitory phase? So I guess it was not done then...] This work has started with the NTPA; hence the support that this project is giving to the NTPA for itself. So as to draft or improve their existing regulation, so we are speaking about their internal activities and the increase of their institutional capacities and not with the services that they need to give outside. In the meanwhile they will also be done with the municipalities, right now, we are helping several municipalities to finish their general local plans, which you were present yourself the last time. That is a process which according to a schedule every three-to-four weeks we meet, the municipalities work on their own but on the basis of the guidance given, they come to the meetings and bring their work, get other guidance and then come and report again. So they are municipalities which they have already had their plans [This was supposed to finish before 2010! Slow progress, only a small percentage of local authorities are included in the specific training! Delaying the culture change!] and now they are just adjusting it to the new terminology and that is what we are working for, that is what we are helping them, **it is not training but it is coaching in this case** So not training about planning concepts, but just adapting their plans to the new terminology! Not concerned with the way the cities are going to be developed but just how the document fits with the new legislation! Yet again very slow process!]. Meanwhile this project has also 15 local authorities, which are local partner units that are being supported, and for those there will be more specific training afterwards, so coaching and training. But that remains still to be seen, so we need to make an action plan with the local authorities to understand their specific needs so that to arrange the program of the training.

Ledio: What about as a process, how has it gone so far? Or how has the engagement from the local authorities been?

Toto: The engagement is maximal, because the interest is quite big, quite high, meaning that I do not see the problem at the engagement in these types of processes. The engagement has been and I think it will continue to be for some time still high. The issue is as to how the knowledge taken will be practiced, and this is completely in the hands of the municipalities and the communes, therefore I do not see absolutely any problems with the engagement in the process of training [Positive environment, at least from some of the municipalities! Should be helped, could serve as a positive agent to help cultural change]. What can be added to make these trainings more efficient, ok there will be trainings and they will continue, but to be more efficient the NTPA should, and it has

started to work in this direction, so that to give more support on a one-to-one basis. Working so for the questions that come every day from their side, because those are the more concrete ones, so to say you can collect 20 of those questions on a training session and respond to them, but it is not the same as when someone comes and asks for its own problem in other words. The other part is then the help which can be given directly at the work, but as I said again what will make them more efficient than any other thing it is the willingness of the local authorities to comply with the legislation and all the bylaws that associate it. **And as a matter of fact in this direction there is a type of, meaning that from one side there is municipalities and communes which have start with great intensity this process, they have been engaged strongly with themselves, in order to learn and to adapt to the new system. On the other hand there is others which have a type of resistance, which would prefer the status quo in other words, but I am not in a condition to predict as to how it will develop in the future, because the stances are of the most diverse ones, and it will depend as which will become the strongest stance that will make the system continue forward as it is or to change again.**

Ledio: You more or less answered the question of the national level with what you said above, so let's continue with the last two questions. What is the role that the political conflicts over the last two decades in Albania have played on planning? Are these effects seen now between the relationships of the local and national levels of governance? In addition, what were the effects that the developments of the territory have had on the professionals, how is planning considered today, and what value does it have for them?

Regarding the political conflicts, we need to take in consideration one thing, that if there is a reform, if we can call it so because it is not a proper reform to be honest, which has passed without any contestation in the Albanian politics, is the reform on planning. But this does not mean that it is the best reform, which has solved everything and that we do not have any problems, simply it has not had any political contestation. Since the drafting of the policy in 2006 and the law afterwards in 2007-2009 there have been several technical discussions between the parts, without giving any political colours in this occasion. **There has been to some extent discussions I would say between the local and the central government, because let's not forget that they are the ones who have to apply it in a direct and proper way, the ones at the local level** [compare with interview 1, might be the reason why some of the proposed changes did not occur, link to agent]. They are the first who so to say get the load on their shoulders, and then it can be understood that the central level also has its own load. **Even more that the new law predicts an enormous amount of work for the ministries, but since they have not done it before they have not perceived it as very problematic.** Whereas the local

level has perceived the problem, the law transformed so much, the system transformed so much, so it can be said that there have been some conflicts, but the political ones have not affected the process yet. The political conflicts may have affected it in as far as they affect the Albanian life in general, which they postpone the reforms, so as to say the priorities of the government change in time, and it this way yes but not in a direct way in the content of the law or in other things of this nature. Even so the bylaws and the full instalment of the law has happened in such a way, there have been made two or three amendments so let's say it was meant to enter in force in September 2010, then it was postponed for January, then for June and in the end for September, hence there have been made several amendments and in the parliament, because that's where the postponements take place, and the parliament agreed, and it was even both parties that agreed, so there has not been any contestation on that matter. One thing that I see as a problem however is not directly a political one at the local level. It is the issue of the administrative borders between the municipalities and the communes which have not been fixed yet on a map and on a legal document. Of course there is a law for these administrative divisions but this law is not associated with a map with clear coordinates which will define the administrative borders properly, and in the end this will be the basis that the local authorities will not be conflicting with each other, the neighbouring area either goes to X or to Y. This issue can be said to be to some extent that has been the conflict between the local authorities, which could have been to the same party or opposite ones, but which could have become politic at some point, but at the end it remains a technical problem and it is administrative it is not a problem of planning. However the second one, meaning that although now in the world up to a point the paradigms in planning and architecture are changing in such a way that planning and architecture are if they can be called so more flexible, where the planner and the architect are more like a 'peer' with the citizen and not the 'god' who solves all the problems, in a word this cannot be achieved easily in Albania. It means that even in the more developed countries it is not easy; however they are working in that direction, whereas in Albania we are not yet in that phase, we are still at the phase where we need some planning. I am not saying that we need to exaggerate with planning, because at the end of the day territorial planning responds to the personality of people that live out there, and as far as we have that type of personality that can be seen outside we cannot introduce these rules from the beginning. This need to come gradually, therefore the rule cannot be imposed, it needs first to be understood, to be accepted and then to be practiced, therefore from that point of view planning has had a lot of difficulties to penetrate our culture. Because as a society we are based very much on the individual values rather than the communitarian ones, this means that if we are placed in the pyramid of values, firstly we are very close to the base and we want to be close to the top, and secondly we continue to be very

egocentric. And from the moment that we are such, we cannot start to think for creating something communal, or we can't easily think of the public good, and planning at the end of the day protects the public interest. Therefore it protects what impacts us all, and not necessarily the good of the state, and it is not that when I say the public well I mean not only the good of the government but for the good of the community which includes also the businessman, the citizens, includes also the politicians, in other words it has everything. But as I said it is an issue of values, and from this viewpoint it is the reason why it has been introduced so late. Meanwhile with the architects it has been easier, as the architect by nature is more of a sole person, it is solo if we can call it so as it does not have to deal with the whole city, because as I told you deals with one object or a group of them, an area of the territory which is very small, and it is there where he expresses all the talent. It is supposed that once he starts to work all other issues have been solved, and all those are the ones that the planner needs to do. Now the scale of all these 'other thing' that I said has been tried to be jumped in a way or so, and this has been done for several reasons, firstly because it has not been understood, and secondly because there is no interest. Because by bypassing this step the profit is greater and quicker, actually not greater but just quicker, because it does not mean that by entering a process of planning you have a smaller profit, you will still have the same sometimes even more but the only thing is that you will have to do it under certain rules [opportunistic and parasitic agent] So for example, in Albania the territory until today has been developed on the bases of parcels, and not on zones, and the development on a parcel basis means that profits only the one that owns the land. It can be understood that its development happens very quickly, it is enough to get the deal between the two parties, the condominium is build, and it is sold straight away in the market. Although now they are not being sold anymore, but in the time of the peak, the profit would be received instantly. Even with a very small capital investment as you were a inhabitant yourself that would buy the what was invested, so you were making a capital investment, however this damaged a lot the nearby parcel, the two other parcels and so on. This took away the possibility to have green areas, or recreation areas in the neighbourhoods where at the end of the day it would be their kids who would play, of the ones that build the condominium, it takes away the opportunity to have parking, for resting areas and for all of these elements. Now in order to change this it is introduced the concept to develop on the basis of a zone, not a parcel, so I take the zone, say with all its 20 parcels or whatever to develop it as a whole, and the rights of each one are treated in an equal way, not equal maybe is not the right term but 'equitable' which is 'just' I wanted to say. Each of the owners as well as the municipality enters with their investments, the developer with his and in the end everyone is a winner and it can't be said that they do not gain a profit. Every ones gains more and even on a community level they perform better. Now the problem of that scheme is that it

requires a lot of time, and it means that the developers have to spend time in negotiating with the owners as well as with the municipality. And besides the fact that the culture is not formed yet to achieve this, it is also the desire not to lose time when they can achieve the profit straight away. However I am of the opinion that we will go towards this in a natural way, regardless of whether the law requires it or not, the law does, but we will go towards that naturally because it is coming to that moment where the first scheme is not working anymore. Because the people will start to ask for better, meaning that slowly and slowly, it can be understood that this will not happen within one or two years, but it is a question of generations as well, it may happen for 5 or 10 years, when people will start to understand that it is not only necessary to have an apartment of 100m<sup>2</sup> with a parking place, but it is necessary also the other parts are important. For me it gets even worse as people are playing for those other parts but not getting them, they only get the apartments. I would not say that what effects the development of the territory have had on the people but vice versa, actually as a matter of fact they are inter-related, it happens on both sides [link to interview one, the plan might have lost its value]

Ledio: I thought it more due to the fact that there have not been any plans or they have not worked in the way they were supposed to, the professionals have lost belief in the rules and the plans.

Toto: It is not that, now if you think it through, who has built Tirana, I mean take away the informal areas where people have come on their own because it was a way to find housing, who has built in the city? Who has designed the projects? The professionals, and I understand that there might be a lack of knowledge in the beginning, but it is not that we have not had a law or rules, we have had them, maybe they were not the best things that could exist and maybe it was not tied in the perfect way to treat the concepts of the private property, however, it was really good to solve situations as better than they have been solved. Only the section of the distances of urbanism that has always been interpreted at personal will, if it was to be applied as it was written there, we would not be in a situation which we are now in the cities with the public spaces, just that! If we forget all the other sections, so I would not say that the developments of the territory have had an effect on the professionals but the transition in general has had the effect on the professionals that it is a situation from which we can profit so let's profit [Could be some path dependency from this! People are used to profit from the system so they will try to do so, hence why there might be some resistance towards that!]. And to be sincere it is many of these professionals that come out in TV nowadays and complain for the poor quality of buildings, for the absence of security checks in condominiums, especially the problems with the fire, fire protection, or the fact that they do not have emergence exits, but excuse me aren't they the same architects who designed them? So why did they not do

them? So although all the problems that the schools have had, these elements have been taught, that we have to include fire stairs, that there is a certain amount of space necessary for chimneys, how to make the stairs, the elevator, so we have all learned them, it was not the fault of the school.

Ledio Ok Thank you very much!

Interview 4 (INT 4)

Gentian Kaprata- Architect

Director of the Directory of Housing and Policies for the development of the Territory- Ministry of Public Affairs and Transport

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Ledio: Now as you may have seen most of the questions have been focused around the new legislation on planning. So the first question is: What were the main reasons that pushed in the initiation to design a new law on Territorial Planning? Was it simple endogenous shocks, if you may say it came to an understanding that the previous law was inefficient or the previous practices were not working, or was it the pressure from outside of the country?

GK: As a matter of fact there was a mix of reasons. I cannot directly testify which were the political reasons in the time of the decision was taken for this initiation. This has started in 2006, which means six years ago, and as such I have not been part of the high political level which designed the law, hence I cannot testify as which were the real reasons, but in my understanding and taking in consideration the job I was doing at the time and my position, I can give you my opinion as to what were the main reasons for the design of a new legislation in planning. Does this interest to you?

Ledio: Yes

GK: OK, according to me one of the main reasons was that in 2005 the Democratic Party won the general election held on that year, and one of its strongest points in the elections was the way that the city of Tirana had been developed at the time [Not an endogenous, nor exogenous shock. Political conflict was maybe one of the reasons which indirectly helped in introducing planning in Albania. However could backfire?]. The capital of the country, which at the time was headed by the number two figure of the socialist party that after the elections became also their leader. It means that this was a strong political reason in the understanding of the political debate of the day, in order to design a different system and to identify infinite number of problems with the way that not only Tirana, but the whole territory of Albania was being developed at the time. Another reason, none the less important, was the relationship that Albania was building with the EU, and as at least theoretically is known over the last 20-30 years the whole of Europe but not only have been trying to structure or to build a new system for territorial planning, especially the post-communist countries. [Exogenous 'Shock', more of a pressure than a shock! Use in discussion]

Therefore in this sense the integrating endeavours of Albania to adhere to the EU, not in a direct way because this is not one of the conditions, but seen in a wide perspective, it was seen the opportunity to take a reform in this direction as well. Hence going from the 'urban planning' which unfortunately the concept was being applied till then to the new system of territorial planning. The situation of planning and development that was seen in Albanian but likewise in other eastern countries was quite difficult. In the territory of the country there were almost 270000 buildings without planning permission which were almost the same as the ones which had permission, which clearly show the problems of the system. This means that in the Republic of Albania almost 30% of the constructions in the year 2006-2007 were unplanned or not designed (by this is meant predicted by the local plans) previously, simply they were build, and even less were allowed from the local authorities that had competences in planning or in granting and controlling development permissions. [Endogenous shock, could use both in case study as well as at the discussion part on the 'major change'] Therefore in this understanding, this indicator clearly shows the failure of the law 8405 that was for urban planning and which was associated with a regulation of 'urban design', production these of the year 1998. These were three of the main reasons but without a doubt there were several other ones.

Ledio: Briefly, could you make a description of the process for designing the law 10119? Who were involved, main actors, how long it took etc?

GK: The initiation for designing the new law has started as I told you in 2006; however this was an initiative to design not just a new law but also a new system. For the first time in Albania the design of a new law was done by firstly designing a political framework or a duty where this law would be based on [Introducing a new culture of law making in Albania?] Two of the main documents that were analysed were the Agenda 21 and many other signed ministerial documents where were placed the six main principles or some of the main principles where the territorial planning or the development of the territory would be based upon. This document of policies was done prior to the law, and the law was designed in the most inclusive way possible, always possible by taking in consideration the Albanian Standards. The leader of this process was the Ministry of Public Affairs and Transport which was the only authority at the time which dealt with issues related to territorial planning. There was a great help from the World Bank which was both by financial means but also with experts [Dependence on foreign financing and experience... use on case study as it could become a serious problem if we do not perform well, WB might get tired!]. In addition there have also been involved other agencies in a direct way or represented by their experts. The law although was quite inclusive. It was not accepted in the same way by everyone, even though it surprisingly

had a general political acceptance and it was passed with 90% of the votes in the parliament, which is an almost full consensus, however surprisingly in the professional and technical level it did not receive the same consensus [Strange for Albania, anyway the problem here is that if it is not accepted by the professionals, it means that there be a possibility of a strong agent opposing it!] At the time we were divided in two main professional circles, one of them was supporting this alternative and the other was a group which was deemed to have an alternative law mostly based on old concepts hence the ones on urban design. However, the law was approved and today is still in power.

Ledio: Ok, so which are some of the main concepts that this law is trying to introduce in Albanian planning and how acceptable are those for the Albanian culture, how well can they be expected to be understood by the Albanian professionals? Meaning, in the process of the design of the law, was it taken in consideration the education and the culture formation of the professionals that would work with this legislation or the new system?

GK: The law on territorial planning is based on six main principles, or in several main principles. The first principle is the **democratic principle**, of the political division of the authorities that carry out designs of plans and decision taking bodies, in other words the voted politicians as we call them usually. This is one of the main principles, the other one is that of **sustainable development**, meaning not only an economic development but also social and environmental. Another important principle is that of **coordination and compliance**, the **horizontal and vertical coordination**. It should be taken in consideration that the old system was based on an old reality, it should be understood that Albania was a post-communist country hence it was coming from **a centralized understanding of decision making, policy design, of initiations and implementation of programs and similar issues**. Whereas, the understanding which we would like to introduce with the new system it gives territorial planning a multi-sectorial and multilevel of governance, understanding. This means that for each sector of development it is represented from an Albanian ministry or with another, the instruments of territorial planning are designed depending on the policies it deals with, or the sector. Whereas with multilevel, according to the level of governance, the **principle of subsidiarity** is associated with the decentralization process, hence all the rights and duties for planning of a territory of an administrative unit, such as the decision making for granting permissions and the development control are passed to the local level. This means that it becomes straight away necessary, taking in consideration that the actors involved in planning are multilevel and multi-sectorial hence the necessity for their coordination and **compliance. In addition the integration of the sectorial policies and the different interest or impacts that these policies bring to the territory therefore they need to**

be seen in a common understanding. That is why the principle of horizontal and vertical coordination is one of the most important ones according to me. Then to come to some other important democratic principles such as that of inclusion and the social engagement, of transparency in decision making, and accountability of the authorities against those that are represented as governance when it comes to the decision making for development or other planning issues.

Ledio: Can I interrupt you for a second?

GK: Yes

Ledio: You are talking about a vertical relationship, meaning national, regional and local, do you think that the role of the region has been taken in good consideration from the law?

GK: The region as a concept?

Ledio: As a concept and as an administrative unit?

Gk: This law has not had as an intention to create a new administrative division, albeit theoretical of the republic of Albania. It is adjusted to the specific law; it means that the national territory is the whole territory of the Albanian Republic, albeit marine, lakes in other words the whole territory. The regional territory or regional planning means different districts, because as we know Albania is divided, from an administrative point of view as well as judiciary, in 12 districts. This means two important aspects or two very strong different elements of planning, that is the inter-local which means the collaboration of different local units of a given district, or integrated where the Albanian government or the national level is interconnected together with the regional body, hence the regional governance to draft policies or other instruments plans and regulations integrated. This means that the political wills of the national and regional level are common, or come in common in on single plan, one single instrument. So to give a more direct answer to your question, and not so descriptive, yes it is thought that also the regional territories are treated by the law, so the instruments that go for these territories are treated by the legislation, but however we need to understand the law as a whole. What does this mean? It means that the law does not go into scientific details about drafting, methodology, and which are the scientific parts of planning so to say. It tries to explain some of the most important issues. Firstly, which are the authorities that draft or take decision, and the law divides them into the three levels which we talked about. In these three levels, national, regional and local the law tries to put the dots on the 'i'-s, and to determine that which are the instruments that these governance authorities draft and approve, and the law divides these instruments into similar levels. In a national level, integrated which as I explained

means that when the national and regional wills are similar, inter-local instruments which means a group of local administrative units can draft together an instrument and local which means planning or instruments at a lower level. And besides the instruments which we mention are divided into three, policies which is the highest instrument, plans and regulations, they as we said according to the level are divided into three, and besides these they are classified into general, inter-sectorial and sectorial. To go to the third answer that the law tries to give, besides saying which are the authorities, which are the instruments I think that the law has cleared in a final way the processes by which these authorities draft these instruments, and here the concept of planning is closed. To then go into the second phase which is that of the control of development or the most important part which is that of granting permission.

Ledio: Which are some of the main challenges that the law is facing and could face in the future?

GK: The approval of the law has occurred in April 2009 and as part of it, but more as part of the reform where the law was included, it meant a transitory phase [critical juncture] which I call a phase where some authorities were charged with some duties, to draft the bylaws, hence directly directed from this law, process under which the old system of the law 8405 for urban planning would be definitely substituted with the new system conceptualized from the law 10119. This process of transition had charged directly from the law and a new institution was created as part of the law, which was the unification of two older institutions that of the Institute of Urban Planning and the directory of policies on urban planning at the ministry of public affairs and transport. These were melted physically into one and were charged with the transitory period, for a defined timeframe mentioned in the law about its lasting period, to treat some important issues. The most important issue was that they had to be divided into three different working groups dealing with three different issues. Firstly, they had to continue with all the duties and responsibilities that had the directory of territorial planning here at the ministry, which had initiated before the entry of the new legislation, where the most important one was to draft together with two other big studios, one from Italy and the other if I am not wrong from Israel, eight regulatory plans for eight of the most important cities in Albania, which had to be finished before the full adoption of the law. In parallel with this they had to continue with all the duties that had the institute of urban planning, such as studies, urban designs where among others there were some plans or other instruments which were in the drafting or approval process which again had to be finished before the law would be fully instated. They had to be drafted, approved and the most important understanding of this work, financed partly from the World Bank and partly from taxpayers' money, they had to be in accordance with the new legislation. The new system of planning is planning and in a more specific

way the national registry of the territory which is nonetheless but the heart of this system, so if we spoke that the system is based on some democratic principles such as the involvement of several actors, giving recommendations, social engagements, meaning from the stakeholders down to the simple person who is sensible about the way its territory will be developed. So all this system, in a way to coordinate all the sectorial policies according to the level of governance, but also the thoughts of the public is done through an instrument, a strong electronic mechanism which is called the national territory registry. **Building this registry** was also one of the duties this agency, a very important duty which together with the bylaws which the law had determined on the way that this register would work from the juridical, technic and technical-financial viewpoint, which according to me would close once and for all the question of the transition. **It is important to underline that all these project, and others as well, included the training of the different interested groups that were directly involved with planning, to gain a better knowledge of the new legislation, as well as to understand and work with the national territorial registry** t means that one of the most important parts of the transition was the training and the increasing of institutional capacities of the different local and central staff for a better knowledge and a better use of the new system of planning. In this way I think that the transitory phase, which is the period from the partial instalment of the law in 2009 to the full installation in September 2011 after the two parliamentary postponements, **I think that if all these duties that the law defined for the NTPA would have been carried then the system would not have any problems.** [Would have been carried! Would is important here! Were they? Well the registry is working partially, out of eight municipalities only Tirana managed to draft their general plan and this occurred only recently, the plan is not yet available to the public! All the other municipalities are still going through the coaching program! Link with the interview from Toto, shows the confusion that is going through in the Albanian institutions... So all it was done during the two years time was the a partial installation of the registry and drafted the bylaws] Even though the new system is seen as modern, I do not think that there should have been any problems in putting it to work, problematic which we might explain further in the next questions is quite big, and it is heavily felt.

Ledio: Just earlier you entered the problems of the training, so what was predicted to be done, what was done and to what extent will these trainings continue? As far as I have seen there is some 'coaching programs' for the local authorities as they are called, for their general plans... What about the national level, is there any training programs? If you take into consideration the schooling of

most professionals is that of 'urban planning', right? Is there any training to make the professional jump so that these professionals start to think in a more spatial way?

GK: As I told you earlier, since April 2009 it was part of the law, the last chapter, which describes very well the transitory phase between the two systems, the phase from which the law was partially installed till the full instalment on the 30<sup>th</sup> of September of last year. During this phase as I said it was predicted the drafting of firstly eight regulatory plans of some of the local authorities, and part of the duty of the studios which were drafting these plans was the increasing of institutional capacities, so the training of the planning offices that at the time were concerned with urban planning, not only about the new system and mentality but also the way that they would electronically manage the famous territory registry which is very important, but also other more technical trainings, down to the way they would directly implement their plan which was being drafted. Meaning that it was predicted a detailed training for all the cities from the studios that were drafting these plans and for building the registry for these cities. Then to come to the drafting of the bylaws for the territorial planning and to the disentangling of the law. This was done on the bases of regional discussions, not only to collect the thoughts but also to further explain the local and regional authorities as to the way that the new system was supposed to work. On the other side the project for building the national electronic registry and its components, had as part of it the training of all the staff, around 400-500 elements of the technic staff in the Albanian republic, of all levels be it national, regional or local, regarding the registry and its components such as using it, running the program etc. Meanwhile we are speaking NTPA has drafted two methodological acts, which come to the help of local authorities as to the way they should draft their instruments, how they should be implemented and used, and in addition another document which serves to the general public. Even these materials have moved parallel not only on paper but also on field, as the staff has been trained, tested at the different levels for following the new procedures according to the law. Also for drafting the new instruments, for following the new procedures and not only for drafting and using them but also implementing. However, I do not think that these several elements have helped to a better knowledge of the system from the local authorities, but I also emphasize from the national ones about the new duties and responsibilities that they have been charged with. [Does this confirm the 'if all these would have happened'? I guess they have happened as a process, but it seems more as something that one has to do because it is required to do so and not by their will. Also maybe the way it was done was too confusing for the professionals an overload of material. But also not everything that was supposed happened!! So it is not several elements, it is just a few]

Ledio: What about the education, ok we have introduced a new law, but to what extent have been taken provisions to treat these and the new concepts of planning in schools?

GK: Look, this is the strangest question, not because it is not connected to the matter, but it is the strangest it correlates with a vision which we have just undertaken these days. The ministry of public works and transport has organized a meeting with all the universities that operate in the field of planning, meaning that their academic field include that of territorial planning but also planning in general, in order to reach together a compromise, that the experts of the ministry to present in two or three hours the way the system works and its main principles on which it is based and the way that planning is seen now as well as how it will take place and how the development control will occur in the republic of Albania. Yes it means that exactly in this moment we are taking this stance, we hope that the planners of the future can gain a better knowledge on the new system, and in order to achieve this a collaboration is required. We have just sent invitations to all these universities. [Does this confirm the 'if all these would have happened'? I guess they have happened as a process, but it seems more as something that one has to do because it is required to do so and not by their will. Also maybe the way it was done was too confusing for the professionals an overload of material. But also not everything that was supposed happened!! So it is not several elements, it is just a few...]

Ledio: have there been taken any provisions for any scientific research on planning to be undertaken, or to what extent are they being taken and there is a collaboration with the university of Tirana, or the polytechnic as it is called, which is the main university where the new professionals come from?

GK: No, not yet, we have not started as yet to look into scientific research, in fact these would probably be more efficient for the methodology I think, rather than the design of instruments. Because as I said it is the authority of governances according to the level and their judiciary competences to draft instrument. In this sense, an exception is the case of the municipality of Tirana which all the scientific research for its city, if it can be called so, was built on the academic knowledge of the universities that deal with planning and not only urban planning but also planning in general. So, including here for example the case of political sciences, a very good case this one, which we hope to continue.

Ledio: Usually, from what is said in newspaper and in the news, previous regulatory plans have sometimes been pray and been used for personal interests or sometimes have been misinterpreted.

What is being done in order for this not to happen anymore, and is this an obstacle for implementing the new law? I understand that this is a difficult question given your position; hence you are fully entitled to say that you would not like to answer it...

GK: no it is not a problem at all. I understand, look, this has been one of the concerns, and it is an absolute truth for as long as the regulatory plans or the instruments that we used to call 'urban planning regulatory plans' of cities have been seen as a property evaluation or an evaluation as to which property will be developed, of course from this viewpoint, or even the procedures for their drafting and their approval, and even worse the way it was used to approve the different development controls or as they were called the construction permission, of course there were possibilities and spaces even for preferential decision making, where undoubtedly preferential decision making creates possibilities for ransom or other corruptive elements. What does the new law do, I mean one of the reasons which I did not mention earlier as to why the new system was drafted and then implemented, in the sense of law 10119, and it was also the war against corruption. Or at least to reduce the real possibilities for decision making from different authorities or from different individuals within these authorities of planning and of development control, that had in their hands decision making power and could use it for their personal gain, meaning qualitative, 'if they wanted for the same thing they could decide that this development could go through, or it could not to allow it'. Now what is the advantage of the system that we are trying to introduce and to build, it is the supremacy of this system that it defines not only in a precise way but also irreversible, the necessary procedural steps on the bases of which an instrument is drafted and approved. These steps include dialogues with the public but also with other bordering authorities if we are talking about the territorial meaning, or even the different sectors of the development if we are talking about different levels of governance. As the national one, there are two phases of compliance and consultation, each of them for two months, and a phase which is called public debate where an instrument for example is taken for public debate and every member of the public is invited on the bases of clear and irreversible procedures. Impossible to defy in other words, zero possibility, or at least to walk over them without being caught, because the law will always be broken, but the issue is to find a way that if it is broken to leave a mark. On the bases of these very important principles that I was discussing and emphasising earlier the coordination between authorities but also the social engagement, hence not only inviting the stakeholders, but all the citizens to give their opinion. The crux that the law has, so that the authority which is responsible for decision taking or drafting an instrument, is to give an answer to all the citizens for any concern they express, and if this concern is valued as correct it is taken in consideration and it is reflected in the plan or the instrument. If a request or query is deemed not to be to the right importance a response

is given as to which were the reasons for not taking it into consideration, and all this happens in the highest technology which we talked about the national territorial registry, which is the heart of the system. If they have been taken into consideration, and they are based on some principles and values, these become reality and are implemented directly on the register. So this register, where this plan will be uploaded for the two monthly period of the horizontal compliance which we call, meaning with other planning authorities, but also vertical with authorities of different levels, each authority from each level and sector can make different remarks on writing and on the basis of the law, the responsible authority in writing electronically again, based on the law, in a direct way on the allowed time period has to reply. Otherwise the NTPA which evaluates the procedure of the drafting and approval of this act, blocks its approval for the reason of not taking into consideration of this legal procedure. Therefore I think, that to come then to the control of development which is another element of the whole system or another action which we previously used to call the construction permission, even this procedure of granting permission goes through some standard procedures for all types' permissions and it is defined within 55 days. After which some administrative actions should occur after the planning has taken finished, we need to understand that this is the understanding of the new law, that granting development permission is nothing more than an administrative act. On this basis the right for development is given. Also the control of development which in the end gives the granting or the non-approval of the right to develop, this is only treated as a process of validity check that what the request of the developer means is in compliance with what has been planned previously. If there is a compliance then it becomes a simple administrative procedure like all the ones we as bureaucrats pass every day, it is not anymore a preferential case, where the famous councils for the regulation of the territory would bring together 15 people in order to decide whether to allow a certain development or not. This case is considered closed once and forever for the planning part, if the plan is approved, in case the authority requires something extra that can be included in the permission which is given directly to the developer or the citizen within 55 days. If this date has been passed the developer can take advantage of a large amount of works which can be done without permission, hence there is a silent approval concept.

Ledio: One last question, In Albania there is also some political conflicts between the two main poles, what effect does this have on the collaboration between the local authorities with each other but also on between the national and local? Taking also in consideration that the law assumes the drafting of cross territorial and integrated plans...

GK: Yes this is a very important point, and one of the main problems related also to your question as to how ready are the Albanian professionals to operate such a modern system of territorial planning.

This is one of the aspects that we can possibly say that we were not ready for such a new system. It is the political debate between the two big groupings, which in fact do not only represent an ideology now, but two groupings which are now represented on two different levels of governance. The group of the majority let's say governs at the national level, and the opposition mostly governs at the local level. In fact the whole system that we have built is based on the principle of subsidiarity, hence giving competences for decision making at the level closest to the ones that require that service, on the other side there are also other principles according to the specific issues, so if we speak about tourism it should be the ministry of tourism that should deal with drafting instruments regarding that issue, if we speak about industry should be the ministry of industry, if we speak about agriculture it should be the specific ministry, if we speak about waters, seas, lakes, fishery it should be the authority near to them and in them. So to say it differently and shortly, the distribution according to the different sectors, or according to the specific issue on hand, and the distribution according to the level in the vertical meaning based on the subsidiarity principle brings about also the distribution of responsibilities and duties, which on the other side requires a greater coordination if we are to achieve sustainable development. The coordination and compliance is primary, so that the impacts of these required or proposed development from the plans or the different instruments or even the different levels not to have different or multiple effects on the environment and the territory. So to go back to the question, if the system predicts a distribution of rights and duties from one side, which on itself requires a high level of coordination not only sectorial but also multilevel then the situation which is aligned from the daily political debates between the two groups it is not favourable, it does not favour this system.

Ledio: Thank you very Much.

## **-APPENDIX B-**

### **B1- Observation Diary**

NTPA

Four days were spent at the National Territorial Planning Agency by the researcher from the 7<sup>th</sup> of May to the 11<sup>th</sup> of May. During these days I was working as a trainee at the directory of Planning and Control where the chief is Fatlinda Struga (Murthi) who is also one of the interviewee for the research. The first day I was introduced to most of the staff and given a short overview of the agency and the work they were doing at the moment.

During most of the time I was working closely with another trainee who had begun his training stage three months ago. During the first two days I was told to look closely to the new legislation and the bylaws, although I had previously informed the authority that as part of my research topic I had already a relatively good understanding of the law. In addition to this I was given the Manual for 'Planning and the Development of the Territory in Albania' which had been published a few months ago. The same work was being done also by the other trainee although he had been spending a considerable amount of time at the institution. One of the things that became clear immediately was the background of the employees in the office as all of them were architects!

Most of the work conducted by the other employees was focused on the preparations for the two training sessions scheduled on the 14<sup>th</sup> and the 15<sup>th</sup> of May with the local authorities. Their work mostly was focused on reviewing the terminology and making sure that all the local plans included the sections required by the bylaws. However when asked if they were making any comments on the way that these municipalities had decided to develop their territories it was said that it was not their job. In addition it was said that these municipalities had drafted their plans through foreign consultants namely:

Lehman Architects and Town Planners (<http://www.lerman.co.il/index2.php?id=59&lang=ENG>)

ARD (however could not find the company online)

In addition it could be observed that although the NTPA staff had been working for a considerable amount of time with the new law and with the plans, they still continued to refer back to the law and to the manual for guidance. Hence there was a sense of confusion between the younger staff who were not always clear as to what they had to do. Always asking the more experienced staff for different issues, which is normal in most organizations, however it seemed that there was a lack of

knowledge, which was also confirmed by me asking questions and either getting a response such as I am not too sure, so better check the law or the manual, or it is best if you talk to the chief of the directory about it. Some of the questions that I asked were mainly about the training programs, about their frequency, if the NTPA was doing any research, when was the draft for the national policies was due to etc... and so in the end it was agreed to hold an interview with the chief of the directory on Friday the 11<sup>th</sup> of May 2012.

When asked if I could look at some of the plans or work alongside one of the in reviewing the plans I was told to wait, and when they would be finished with their comments, I could have a look at them. So in the end, I managed to see the general plans for three of the main municipalities namely Kukes, Korce and Fushe Kruja. One thing became clear from the beginning was that the plans were mostly focused on urban design rather than planning. In addition also the comments given from the NTPA staff were quite minor, and mostly of the type of 'change x word with y' or don't use the statistics from the 2001 census but from the 2011 and so on. In addition to this one thing that stroke me was the fact that all three cities although of different sizes, history, location etc had very similar strategies ie: compact cities and polycentric development!

The Coaching Program- 14<sup>th</sup> of May 2012

This coaching session was guided by the Co-Plan staff, NTPA staff, and observed by the USAID representatives. The session started with a short presentation on the topic of the day, and there was also a short discussion at the end of the presentation with questions from the local authorities.

Two were the main questions asked:

- 1) What do we do if our plans include territories of other bordering communes or municipalities?

The answer was that they had to enter a negotiation process with the neighbouring authority, decide on the borders and then take a court decision which institutionalises that.

- 2) The second question was about partial planning studies which the municipalities have to include in their general plans... the main query was that the planners of the municipality wanted to cover several parts of the city with these type of plans, which shows the old mentality of 'parcelisation' ie working in small parcels and the urban design attitude rather than planning. However, it was explained that they do not need a PPS for every single neighbourhood or development that they want in the city, only for the areas which they consider very important

The coaching afterwards continued in small groups, where I was part of a group with one representative from Co-Plan, 2 representatives from the NTPA and a representative from the municipality of Kamza. However, here became clear the role of that the actors play in the process. The representative of the municipality had come very unprepared for the meeting, he had no documents on him, just his mobile phone and a pen! Although the Co-Plan representative was trying hard to explain what was missing from the plan and the additional actions they need to take, it seemed that the representative of the municipality was not very concerned with what she was saying. However, by looking around, there were also several municipalities which had come well prepared for the day! The process was smoother with these municipalities, the representatives of Co-Plan or the Agency were giving them advice and also explaining the respective sections of the manual which could come handy in the future for the issues in question.

#### Ministry of Public Works and Transport

I spent four days at the Ministry of Public Works and Transport at their department of Housing and Territorial Development Policies. The unit was opened only three months ago, so still new and this could be felt from the moment I entered the office. The unit was temporarily sharing an office with another department of the ministry, hence there was very little space and a chaotic workplace feeling. Besides the poor working conditions I was introduced to the staff where I explained to them the purpose of my traineeship and the main idea about my master thesis. Afterwards the head of the sector, Vjollca Bazaiti explained me a little bit of what the unit does and their main activity at the moment which was the drafting of the sectorial policies that the ministry is in charge. In addition she explained to me how they were going about to draft these policies and mainly it was based on other studies such as the from the World Bank on the Housing Condition in Albania. However it was strange to see that they were also using a newspaper article published by the director, Gentian Kaprata as a reference for policies!!!

In addition they were also using a few other documents, translated in Albanian, such as a declaration of the Mediterranean Union on the future development of the region and also another document called the 'New Urban Card' (directly translated from Albanian, as I could not find the original) which included some general principles on urbanisation. It seemed though as the planners were 'copy & paste' some of the principles from these documents into the draft of the policies, so in the end what

it is expected to have is a summary of some of the main point of these documents as the sectorial policies of the ministry. So in the end I decided to share some of the references that I was using for my thesis which described the situation in Albania as well as some on planning.

In addition it seemed as the preparation for the policies was going very slowly, with quite a relaxed and laid back attitude, especially considering that for a period of over a month they had been working with only four documents, almost 200 pages in total.

However due to the restricted space in the office, and the small number of staff in the department, only 3, it was difficult to gain any meaningful observations. But one of the most interesting events was a confidential conversation during the coffee break (these were quite frequent by the way) with the chief of the Directory Vjollca Bazaiti. She was explaining how although it was a new unit they had not received any training on planning, she said how she had a lot of experience on housing as she is an engineer, but she is not a planner. Hence why there is such a great confusion and nobody really knows what is doing. It is also a slow progress because the law is too difficult to understand, and some of the employees are reluctant to do the extra effort and read it in a proper and meaningful way so that they can understand it, it is a general cultural issue that we do not like to read, especially in the public sector, progress is very slow.

The Republic Of Albania  
Ministry of Public Affairs and Transport  
National Territorial Planning Agency

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During the time spent he has shown correctness and has made efforts for his professional development, showing good communication skills and group work.

Kreuzza Leka

General Director

In absence and with request

Rikard Luka

Vice/General Director

\*date\*- there is a small mistake as the period was from the 7-11<sup>th</sup> of May

The Republic Of Albania  
Ministry of Public Affairs and Transport

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Protocol Nr. 7/6

Date: 07.06.2012

Reference

Through this reference we acknowledge that Mr. Ledio Allkja, student at Radboud Univeristy Nijmegen, The Netherlands following the MSc European Spatial and Environmental Planning, has conducted his study practice at the Department of Urban Planning Policies, at Directory of Policies on Urban Planning and Housing, for the period \*29/05/2012 up to 07/06/2012\*.

During the time spent he has shown correctness and has made efforts for his professional development, showing good communication skills and group work.

Xhevdet Mehmetaj

General Secretary

\*date\*- there is a small mistake as the period was from the 14-18<sup>th</sup> of May

## APPENDIX B4

### **Ministry of Public Affairs and Transport**

1. Xhevdet MEHMETAJ – General Secretary (MATEMATICIEN)
2. Gentian KAPRATA – Director of the Policies of Territorial Planning and Housing.  
(Architect)
3. Vjollca BAZAITI – Specialist of the Policies of Territorial Planning and Housing  
(Civil Engineer)
4. Kalterina SHULLA –Specialist of the Policies of Territorial Planning and Housing  
(Architect)
5. Hajdar Kovaci- Specialist of the Policies of Territorial Planning and Housing  
(Architect)

### **National Territorial Planning Agency**

1. Kreuz LEKA – General Director (Architect)
2. Rikard Luka – Vice General Director (Civil Engineer)
3. Flor BUZALI – Specialist of the technical Sector at NTPA (Architect)
4. Anisa Qorri- Architect
5. Fatlinda Struga-Architect

## **APPENDIX C**

APPENDIX C1

**Polytechnic University of Tirana**

**Faculty of Civil Engineering**

**Department of Architecture and Urban Planning**

### **Short Content description of the study modules**

**Course: Architecture**

**Specialisation: Urban Planning**

**Dean: Andrea Maliqari**

**History of Art**

**Sociology**

The object of the study of sociology and its main methods. Elements of the study of urban life such as: what does the urban concept represent and today's urban trends. Historic development of cities. Urban type against the rural type. How are the relationships between central and local governments organized. Some social urban problems.

**Mathematics 1,2**

**Descriptive Geometry 1,2**

**Design Elements**

**Physical Education 1,2**

**Foreign Language 1,2**

**History of Architecture 1,2**

**Free Drawing, Modelling 1,2**

**Construction Materials**

**Architectural Composition 1,2**

**Study Practices 1**

**Information Management (IT)**

## **Construction Sciences 1,2**

## **Technology of Architecture 1,2**

## **Architectural Design 1,2**

## **Study Practice 2**

## **C.A.D 1**

## **Theory of Architecture and Urban Design**

### **Environmental Physics**

#### **Green Spaces**

The importance of green areas. The effects of greenery on air quality. Green areas as a measure to fight noise; spatial organisation of cities and increasing the artistic strength of the cities buildings. Problems of street greenery. Light and shadow, linear and aero perspectives, the coloristic and composition of the park, problems of gentrification. Examples: The Netherlands, Germany, Sweden, France, Denmark, Finland, Switzerland.

#### **Urban Planning 1,2 \***

*Urban Planning 1-* Introduction to the problems of urban Planning. Design of housing units and their integration in the urban milieu. Problems of housing design in the suburban area and especially on the suburban area of Tirana. Current socio-economic aspects. Typology of housing and contemporary housing criteria. Housing in relation to the natural relief, especially in conditions of slopes. Design of social and physical infrastructural systems. Technical-economic analysis.

*Urban Planning 2-* Urbanisation of the territory. Urban Planning and the urban legislation. Standards in the process of urban design and planning. The process of integration in urban design. Technical Elements in the urban design. Urban transport infrastructure. Roads, crossroads. Parking. Pedestrianized areas. Underground network and its influence in urban design and planning.

## **Construction 1**

### **Topography 1,2**

### **Study Practices 3**

## **Construction 2**

### **Basics of the Market Economy**

The objectives of Micro-economy and Macro-economy. The market economy and its main categories. Supply, Demand and elasticity. Theories of choosing consumers and production. Offer and full competition. Commercial market and the monopoly. Micro-economy, its concept and objective. Income and Expenditure. Money and Banks. Fiscal Policy and international relations.

### **Environmental Design**

## **History of Urban Design**

## **Professional Legislation**

## **CAD-2**

## **Construction 3**

## **Urban Design 1,2**

## **Urban Economy**

Urban economy and the growth of cities. The location of main economic activities and the location of cities. The system of cities and urban hierarchy. Theories of land use. Economics and the policies of urban transport. Economics and the housing policy, housing market, repairing and regeneration. Poverty and segregation, policies against poverty. The public Sector

## **Urban Geography**

Introduction to urban geography, its concepts and evolution. Contemporary concepts and methods. Urban geography and territorial planning in the urban geography. Connections with other disciplines. The process of urban transformation of housing and the factors that influence it. Migration from rural areas. Characteristics of the urban process in Albania. Functions of housing and different methods of functional classification. Urban systems, dynamics and their evolution. General purposes and role of planning. Types and the different methodology of Planning and their characteristics. The most meaningful experience of Planning. General view of the problems of planning in Albania. Evaluation of the role of planning in conditions of market economy. Legal and Institutional Framework of planning in Albania. Environmental and integrated Planning.

## **Study Practice 4**

## **Urban Sociology**

“Urban Sociology” treats the reciprocal relationships between the people and their social and political organization and the build environment. The main topics are: Processes of urbanisation and the models of spatial distribution. Phenomena of social and spatial integration and segregation. Urban groups and social movements. Sociology of family and the urban and household design. Crime and public safety in urban planning/design. Sociology of urban mobility and the design of urban transport. Sociology of parks and the design of public spaces. Social policies and community policies. The subject is treated with the combination of the analysis from the macro , where the phenomena are treated in the complete spatial, economic politic level, with the micro where the focus of the study is the individual and the small social groups.

## **Elements of a View**

## **Transport and Urban Infrastructure**

## **Territorial Planning**

Objectives and purposes of territorial planning. Territorial planning at different levels. The borders of territorial planning and the basis of its typology. The directions and the basis of the development of territorial planning. Territorial migration of the population, different theories of location, their function and classification.

### **Engineered Network of the City**

#### **Study Practice 5**

## **Technical Urban Design**

### **Objective of the module:**

Introduction to the problems of urban Planning. Design of housing units and their integration in the urban milieu. Problems of housing design in the suburban area and especially on the suburban area of Tirana

### **Content**

The module Technical urban design focuses on current socio-economic aspects, the typology of housing and contemporary housing criteria. Housing in relation to the natural relief, especially urban situation in conditions of slopes. Design of social and physical infrastructural systems. Technical-economic analysis. The module has a course project with two compulsory examinations. The first is at the end of the third semester and the second at the end of the fourth semester.

### **Literature**

Enver Faja- Urban Design 1-2

Rob Crier- Design of cities

## **Urban Design 2 (urb)**

This module is conducted through the semester 7 and 8. The module is focused at the conceptual development of the development of urban planning and its main elements

### **Objective of the Module**

The module Urban design 2 has as its objective to give a general overview on the concept and the profession of planning and urban management by making a connection with the profession of the architect and of the urban designer. The idea is to understand that the solutions come from the correct ratio between theory and practice and are a combination of the theoretical, graphic, analytic and so on abilities. At the end of this module it should be achieved to form a real concept for the possibilities of the territorial administration and the coordination of the main actors.

### **Content**

The module urban design 2 is focused on a fast review of the concepts on the city. The main focus is given to the relationships between architecture, urban design, planning and urban management. Through the module it is aimed to make a refresh and an analytic review of the knowledge gained previously. Within this module are treated issues of poverty, employment, development of urban areas, environmental protection and of physical and social infrastructure. This discussion is finalised with an analysis on the relationship between urban indicators such as: density, costs, etc. In addition, the module focuses in the analyses and the history of the development of the planning profession through the 18-19 century up to date. Afterwards are given the methods of planning their advantages and disadvantages.

### Urban Design 3 (urban revitalisation)

The module “**Urban Revitalisation**” is developed in the 9<sup>th</sup> semester, has as its objective to give a general overview on the concept and the profession of planning and urban management by making a connection with the profession of the architect and of the urban designer. The idea is to understand that the solutions come from the correct ratio between theory and practice and are a combination of the theoretical, graphic, analytic and so on abilities. \*(see the module above)\*

#### **Objective of the Module:**

Module: Analysis and intervention in existing urban spaces. This module has as its main aim to give knowledge on the analytical techniques and the intervention in the inner areas of inhabited centers with the aim of improving the urban-forming components, for their regeneration with the aim of achieving a better quality of life in these spaces.

#### **Content**

The module and the lectures of the IX semester cover: a) formal analysis of the urban space, b) functional analysis, c) socio-economic analysis d) community involvement in the process of urban rehabilitation e) proposals for the improvements of urban-forming components of these spaces, examples from international practices of positive interventions in urban spaces.

At the end of this module it is aimed to form a realistic concept about the possibilities of improvement and urban development by using urban planning as an instrument for rehabilitation.

## **Urban Planning (environment)**

This module is conducted through Semester 6. The module is focused at the conceptual development of the development of urban planning and its main elements.

### **Objective of the Module**

The module Urban design 2 has as its objective to give a general overview on the concept and the profession of planning and urban management by making a connection with the profession of the architect and of the urban designer. The idea is to understand that the solutions come from the correct ratio between theory and practice and are a combination of the theoretical, graphic, analytic and so on abilities. At the end of this module it should be achieved to form a real concept for the possibilities of the territorial administration and the coordination of the main actors.

### **Content**

The module urban design 2 is focused on a fast review of the concepts on the city. The main focus is given to the relationships between architecture, urban design, planning and urban management. Through the module it is aimed to make a refresh and an analytic review of the knowledge gained previously. Within this module are treated issues of poverty, employment, development of urban areas, environmental protection and of physical and social infrastructure. This discussion is finalised with an analysis on the relationship between urban indicators such as: density, costs, etc. In addition, the module focuses in the analyses and the history of the development of the planning profession through the 18-19 century up to date. Afterwards are given the methods of planning their advantages and disadvantages.

\*(see module Urban Design 2)\*

5-Transkripti i notave për programin e integruar të ciklit të dytë MSc në Planifikim dhe Menaxhim Urban  
 Transcript for the integrated program of the second cycle MSc in Urban Planning and Management

	Lëndët Subjects	Module / modules	Kreditet e moduleve module credits	Notat e moduleve module grades	Kreditet e lëndëve Subject credits	Notat e lëndëve subject grades
MT11_YEAR 1	1 Matematikë, statistikë dhe metoda kërkimore Mathematics, statistics and research methods	Logjikë Matematike Mathematics	4		10	
		Statistikë Statistics	3			
		Metode kërkimore Research methods	3			
	2 Historia e Planifikimit, Qytetit dhe Arkitekturës History of planning, cities and architecture	Historia dhe Mendimi i Planifikimit 1 History and Theory of Planning 1	3		12	
		Historia dhe Mendimi i Planifikimit 2 History and Theory of Planning 2	3			
		Historia e qyteteve dhe arkitekturës 1 History of cities and architecture 1	3			
		Historia e qyteteve dhe arkitekturës 2 History of cities and architecture 2	3			
3 Sistemet e Planifikimit, Strehimi dhe Institucionet European Planning Systems, Housing and European Institutions	Sistemet e Planifikimit Planning Systems	3		10		
	Strehim Urban Housing	3				
	Planifikimi dhe Institucionet Europiane Planning and European Institutions	4				
4 Teknologji dhe Infrastruktura Qyteti Local Infrastructure and Technology	Teknologji dhe Infrastruktura Qyteti 1 Local Infrastructure and Technology 1	3		6		
	Teknologji dhe Infrastruktura Qyteti 2 Local Infrastructure and Technology 2	3				
5 Studio Dizajn Grafik 1.2 Graphic Design Studio 1.2	Studio dizajn grafik 1: grafikë & dokumentim Graphic Design Studio 1: survey	6		10		
	Studio dizajn grafik 2: CAD Graphic Design Studio 2: CAD	4				
6 Anglisht, shkrim akademik dhe politika zhvillimi English, academic writing and development policies	Anglisht dhe shkrim akademik 1 English and academic writing 1	1.5		6		
	Anglisht dhe shkrim akademik 2 English and academic writing 2	1.5				
	Politika Zhvillimi Development Policies	3				
7 Topografi dhe Shkenca Toke Topography and Earth Science	Topografi Topography	3		6		
	Shkenca Toke Earth Science	3				
			60		60	

	Lëndët/subjects	Modulët / modules	Kreditët e moduleve module credits	Notat e moduleve module grades	Kreditët e lëndëve Subject credits	Notat e lëndëve subject grades
VITI 2, YEAR 2	8	Analizë dhe planifikim rregullues Site planning analysis and regulatory planning	Analizë teritori dhe vendbanimi 1 Site Planning Analysis 1	5	18	
			Analizë teritori dhe vendbanimi 2 Site Planning Analysis 2	5		
			Studio Planifikimi Rregullues Regulatory Planning Studio	6		
			Praktikë mësimore Practice	2		
	9	Peisazhi, Territori dhe Gjelbërimi Landscape Planning and Architecture	Urbanistikë teknike dhe gjelbërim Urban planning and landscape architecture	2	6	
			Peisazhi dhe teritori Landscape planning	4		
	10	Ekonomi urbane Urban Economics	Ekonomiks Economics	3	6	
			Ekonomi Urbane Urban Economics	3		
	11	Studio Planifikimi dhe Strehim Urban Planning and Housing Studio	Studio Planifikimi: Plan Vepimi dhe Strategjik Planning Studio: Strategic and Action Plan	6	10	
			Strehim Urban (workshop) Housing workshop	4		
	12	Sociologji, shërbime publike dhe vlerësimi i projekteve Sociology, public services and project appraisal	Sociologji Urbane Urban Sociology	3	9	
			Shërbime Publike Public Services	3		
			Vlerësimi i Institucioneve dhe Projekteve Project Appraisal	3		
	13	Studio Dizajn Grafik 3 Graphic Design Studio 3	Studio Dizajn Grafik 3: GIS Graphic Design Studio 3: GIS	5	5	
14	Baza të ligjit dhe Legjislatiori Urban Law basics and Urban Legislation	Beze të ligjit Law basics	3	6		
		Legjislatiori Urban Urban legislation	3			
			60		60	

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	Lëndët/subjects	Modulet / modules	Kreditet e moduleve module credits	Notat e moduleve module grades	Kreditet e lëndëve Subject credits	Notat e lëndëve subject grades
VITI 3_YEAR 3	15	Studio dhe Teori Dizajn Urban Urban Design Studio and Theory	Studio dhe Teori Dizajn Urban 3 Urban Design Studio dhe Theory 3	6		12
			Studio dhe Teori Dizajn Urban 4 Urban Design Studio dhe Theory 4	6		
	16	Studio Planifikimi Urban Urban Planning Lab	Rigjenerim Urban Urban Regeneration	8		17
			Planifikim Rajonal Regional Planning	8		
			Praktikë mësimore Practice	1		
	17	Shkenca dhe Menaxhim Mjedisor Environmental Science and Management	Shkenca Mjedisore Environmental Sciences	4		13
			Menaxhim i Mjedisit Urban Management of Urban Environment	3		
			Menaxhim Mjedisor i Dëndrueshëm (Workshop) Sustainable Environmental Management (Workshop)	6		
	18	Parime Menaxhimi Management Principles	Parime Menaxhimi 1 Management Basics	3		6
			Parime Menaxhimi 2: organizativ Organizational Management ( IDIOS)	3		
19	Gjeografi Urbane Urban Geography	Gjeografi Urbane Urban Geography	6		6	
20	Projekte me komunitetin Community based projects	Projekte me komunitetin Community based projects	6		6	
			60		60	

	Lëndë/subjects	Modulë / modules	Kreditet e moduleve / module credits	Notat e moduleve / module grades	Kreditet e lëndëve / Subject credits	Notat e lëndëve / subject grades
VIII 4-YEAR 4	21 Menaxhim Urban Urban Management	Menaxhim Urban 1 Urban Management 1	6		15	
		Menaxhim Urban 2 Urban Management 2	6			
		Marketing Oqetë City Marketing	3			
	22 Planifikim Transporti Transportation Planning	Planifikim i Infrastrukturës së Transportit Transport Infrastructure Planning	6		12	
		Planifikim Transporti dhe Menaxhim Trafiku Transportation Planning and Traffic Management	4			
		Praktikë mësimore Practice	2			
	23 Studio e integruar planifikimi dhe dizajni urban Urban Design and Planning Lab	Studio e integruar planifikimi dhe dizajni urban Urban Design and Planning Lab	6		6	
	24 Vlerësimi i pasurive të paluajtshme Real Estate Valuation	Vlerësimi i pasurive të paluajtshme Real Estate Valuation and Property Management	3		3	
	25 Planifikim Hapësinor Spatial Planning	Planifikim Hapësinor Europian European Spatial Planning	6		12	
		Planifikimi: Metodet, Instrumentat, Tendencat Contemporary planning methods, instruments and trends	6			
26 Qyteti, territori dhe teknikat e paraqitjes Representation techniques	Qyteti, territori dhe teknikat e paraqitjes Representation techniques	6		6		
27 Cikël projekti Project cycle management	Cikël projekti Project cycle management	3		3		
28 Lëndë me përzgjedhje 1 Elective 1	Lëndë me përzgjedhje 1 Elective 1		3	3		
	Planifikim Post Petrolium Post Petroleum Planning					
	Fenomenet e Tokës Earth Phenomena					
			60		60	

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	Lëndët/subjects	Modulët / modules	Kreditet e moduleve/ module credits	Notat e moduleve/ module grades	Kreditet e lëndëve/ Subject credits	Notat e lëndëve/ subject grades
VITI 5, YEAR 5	29	Metoda të Avancuara të Kërkimit Shkencor Advanced Research Methods	Metode të Avancuara të Kërkimit Shkencor Advanced Research Methods	6	6	
	30	Lëndë me përzgjedhje Elective	Lëndë me përzgjedhje 2,3 Elective 2,3	6	6	
			Financat Lokale Local Finance			
			Vlerësimi i Impaktit Mjedisor Environmental Impact Assessment			
			Politika Mjedisore Environmental Policies			
	31	Sipërmarja dhe Biznesi Entrepreneurship	Sipërmarja dhe Biznesi Entrepreneurship	3		3
32	Thellim Teorik Advanced Planning Theory	Thellim Teorik Advanced Planning Theory	6		6	
33	Diploma Thesis	Teza dhe projekt diploma Thesis and final project	30			
		Internship	3		33	
			60		60	
	Kredite total/ Total credits	Nota mesatare/ Average grade	300		300	

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