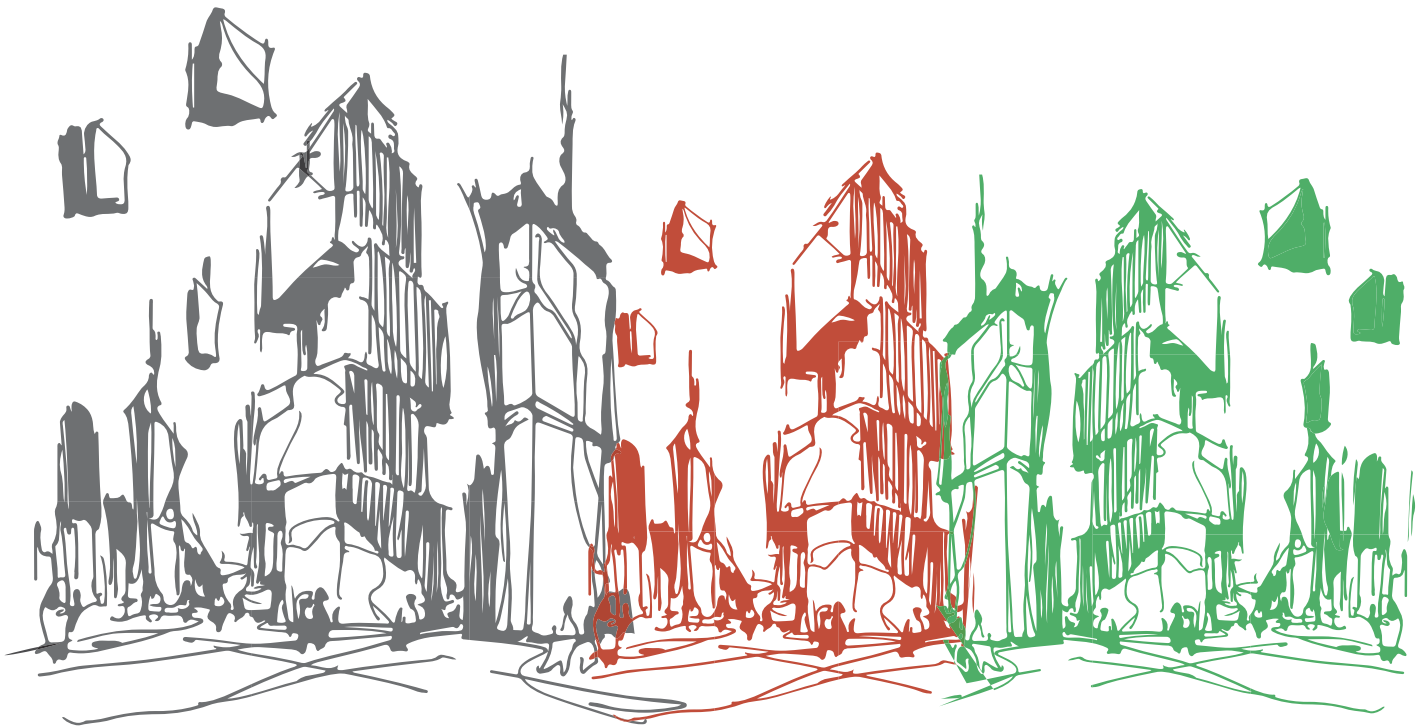


# ALBANIA<sub>IN THE</sub> THIRD MILLENNIUM

ARCHITECTURE, CITY, TERRITORY

VOLUME 02

Edited by  
**Nilda Valentin**  
**Armand Vokshi**





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# The Post-Earthquake Transformation of Laç, Albania. From an Innovative Masterplan to Partisan Reconstruction

Giuseppe De Luca<sup>1</sup>, Gjergji Islami<sup>2</sup>, Denada Veizaj<sup>2</sup>, Luca De Figlia<sup>1</sup>, Edmond Pergega<sup>2</sup>

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## Abstract

*The earthquake that hit Albania in November 2019 resulted in the loss of 51 lives, thousands of injuries, and thousands of damaged buildings. Immediately after the earthquake, the government undertook an emergency reconstruction initiative supported by foreign partners. Such an initiative became an opportunity for deep urban transformation operations in the affected areas. The city of Laç was the first to benefit from the reconstruction program through the planning of new development urban areas with over 700 apartments. The master plan, proposed in collaboration between the professors of the University of Florence and the Polytechnic University of Tirana, went beyond a housing project, attempting to generate a new city center equipped with public and urban infrastructure.*

*Discussing the experience acquired during the preparation of the master plan for Laç, the paper aims to analyze the power and efficiency of certain planning instruments in emergencies, remarking on how crises can be turned into development opportunities. At the same time, it is noted how the interaction between different stakeholders in such conditions can significantly impact the decision-making and the final outcome, both on an urban and architectural scale.*

## 1. The starting scenario

On November 26, 2019, central Albania was struck by a powerful earthquake of magnitude 6.4 on the Richter scale. As a result of seismic activity, 51 people died, thousands were injured, and thousands of buildings were damaged. To manage the emergency that arose, the Albanian government initiated the Reconstruction Initiative, harmonizing domestic capabilities with the assistance extended by foreign partners. Beyond the initial aid offered to the earthquake-affected population, the government committed to fully recovering the

damages, thus initiating a complex planning and development process on a large scale. Beyond initial expectations, this initiative evolved into a territorial and social regeneration plan, especially in peripheral areas previously suffering from a lack of significant investments.

The city of Laç (center of the municipality of Kurbin), approximately 25 km northeast of the earthquake epicenter, was among the hardest-hit areas, with hundreds of residences declared uninhabitable and many others suffering serious damage. In solidarity with Albania, the Republic of Turkey offered assistance by constructing 500 new apartments in the city of Laç.

Regulatory Act No. 9, dated December 16, 2019, titled "On mitigating the consequences of natural disasters," anticipated the initial steps of the reconstruction process through territorial planning, namely the Mandatory Local Plan (MLP), a tool drafted for a specific area declared by the Council of Ministers as a New Development Area (NDA). These areas could encompass regions afflicted by devastation, lands free of construction, or areas deemed suitable for reconstruction (Këshilli i Ministrave, 2019). Municipal Local Plans aim to be strategic guiding documents for reconstruction, social recovery, and overall development, ensuring sustainable progress in economic, urban, environmental, and other critical aspects for the future (Bashkia Kurbin, 2020).

The planning process for the two New Development Areas in Laç's city center (fig. 1) was entrusted to academics from the University of Florence and the Polytechnic University of Tirana, who possessed extensive professional experience and an in-depth understanding of the context. The program aimed to encompass the complete reconstruction of 700 apartments and 100 service units, the construction of 375 parking spaces, the



Fig. 1 Demolition of Damaged Buildings in New Development Area 1.1.

rehabilitation of public spaces and infrastructure, the construction of a school and a kindergarten, and the reconstruction of the Municipality building and the city's hospital. This marked the inception of the post-earthquake reconstruction phase and simultaneously represented the first initiative of this magnitude and nature undertaken by the Albanian government since the end of communism.

Laç, an industrial city constructed in the 1960s, represents the typical architecture and urban planning developed in isolated communist Albania. The primary challenge faced by the design team was the integration of the New Area with the existing urban fabric. The case of Laç as a socialist industrial city presents an ideal case of designing a settlement where fundamental urban planning principles were applied without barriers related to private property, the pre-existence of a context, or the coordination of diverse interests. The Albanian communist reality allowed for the conceptualization and development of the city as a 'tabula rasa,' creating favorable conditions for any designer or urban planner. This well-designed

and easily comprehensible homogeneous spatial character remains largely intact today from the intensive development period that followed the fall of communism in Albania. This preserved evidence of a socialist model of urban life modernization imposes the city center's reconstruction principles. While the industry that once propelled the city has ceased to function, and the population has experienced a notable decline in recent years, the reconstruction of the city center presents an opportunity for Laç's revitalization, encompassing enhancements to public infrastructure and the regeneration of urban life. Unlike Tirana or other cities that have undergone rapid and unplanned development, Laç holds the potential for an urban transition where physical, spatial, and morphological characteristics can be preserved and emphasized in pursuit of a contemporary post-socialist reality.

## 2. The rules for the new urban project

We approached the issue of reconstruction from an urban design perspective rather than an urban

planning perspective. In this course of institutional care, the lecturers involved in the research followed a methodological approach that can be traced back to research by design. This is intended as a type of academic investigation through which design is used to explore the different tools, processes, and materials with which a given project is realized.

The definition of the urban project constituted a path by which the reading of the existing generated insights, knowledge, and signals that were gradually tested through a critical investigation among the project team members, residents, and stakeholders. Thus, a working method took shape and was transferred into a local urban planning policy tool that formed the basis of the urban project.

As widely acknowledged, asserting a theoretical transportable model in urbanism is impossible. Every distinct context necessitates a tailored approach involving adapting or developing a theoretical or observational framework that aligns with the unique local characteristics. In this case, the theoretical approach seeks to explore the possibility of coexisting with the unpredictabilities of nature, achieved through the creation of adaptable planning tools. Indeed, our intervention strategy seeks to reevaluate risk as an opportunity. Considering the degraded urban landscape over three decades of post-socialist transition, the earthquake episode, beyond its tragic dimension, presents an unprecedented opportunity for significant urban action.

The intervention should not be focused in isolation on the designated area, but rather, it should establish a functional and integrated system through the continuity of public and green spaces. The intervention must functionally regenerate the city by creating new reference points. The project's focus should remain on public and semi-public spaces that are expected to significantly impact the quality of community life.

Being aware that newly constructed areas are characterized by the risk of isolation and marginalization, the objective of the intervention remains to ensure continuity between the new district and the city on various levels. Urban spatial composition, scale, and mobility are fundamental tools in aggregating elements and the continuity of spatial identity, morphological character, and lifestyle pattern.

## **2.1 Manifesto**

Continuing our theoretical framework, the vision for the area's development seeks to highlight the most significant issues through a Manifesto articulating the stance on the development model and the hierarchy of planning components for the reconstruction zone.

- **Resilience**

The entire basis of the intervention rests on the concept that a city is a living organism, a structure capable of adapting and responding to changes caused by external or internal factors. The ability to bounce back is expressed through the continuous dynamism of its physical dimension and the ongoing re-composition of its functional layout.

- **Transcending emergency panic and the Shelter Concept**

In terms of the built environment, the intervention concept aims to consider that the impact on the territory will extend for at least several decades. This awareness has guided our approach toward the proposal of structures that transcend the mere concept of shelter and avoid the confines of emergency conditions.

- **Public space - a catalyst for community life and a remedy for marginalization**

The notion of public space is closely intertwined with the avoidance of the emergency concept. Our intervention holds the key to social recovery (fig.2). This intervention presents a historic opportunity to introduce alternative models of community coexistence firmly rooted in bottom-up urban management concepts.

- **Service infrastructure - the point of convergence with the city**

The restoration and integration of public services in the New Development Areas, tailored to the city's current needs, serves as the cornerstone for establishing a dialogue between the proposal and the preexisting urban fabric.

- **Design - the Powerful Tool of Change**

We firmly believe in the power of design and the concept of beauty. Such interventions, which impact the city at large beyond their sheltering role, can transform into pilot areas that evoke hope and change.



Fig. 2 Illustration of the Approach to Public Space as the Key to Social Recovery.

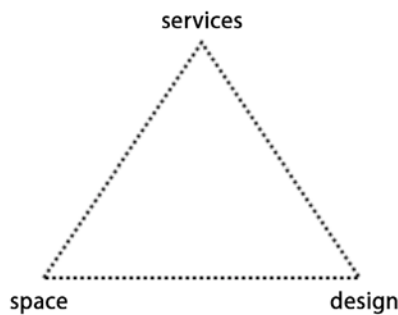


Fig. 3 Diagram of the core concept of the intervention.

The triangulation forged by the synergy of public services, spatial dynamics, and architectural design (fig. 3) is the foundation of our intervention philosophy. The urban project includes the extension of the city's linear park into the new residential area. It proposes a new square, which, together with the new municipal building, becomes one of the city's most important and representative spaces. The new school, kindergarten, and hospital complex complete the new urban area with public services. The system of public spaces within the complex is dedicated to pedestrians. It is intended to generate an eco-friendly landscape and enhance the quality of life in the residential area (fig.4).

The geometric layout of the master plan strictly follows the geometrical order of the existing urban fabric, replicating the same space proportions, rhythms, and building scale. As such, a continuity of the urban design is achieved.

### 3. From urban to architectural scale.

An urban project is not a 'grand architectural project.' It is an act of punctual elements, discontinuous in space and time. The basic idea was to iden-

tify structuring elements (primary infrastructural plot, open space system, certain formal, spatial, and environmental rules, and certain fundamental quantities) that would remain fairly stable over time. At the same time, the development of great methodical flexibility of specific architectural, spatial, and functional solutions.

- **The architecture of the buildings came later and was a consequence of the method.**

Besides the developmental elements in quantitative terms, guaranteed by the technical-urban parameters, guidelines for architectural language were also established to shape the image and aesthetic identity of the area. The continuity of urban identity was valued as a key element in sustainable development. Instances in the history of urbanism, especially in the second half of the 20th century, demonstrate that one of the elements ensuring the success of areas designed from scratch remains the reflection of contextual cultural elements in them.

The architectural language code defines rules and principles through which design is not constrained but guided toward fulfilling the development purpose and urban planning projections. In summary, these principles are:

- **Quality of Urban Space**

While granting architectural designers flexibility to make necessary deviations from the master plan, the plan outlines a series of criteria to be evaluated and interpreted in alignment with the intervention's objectives. These criteria include the preservation of urban space proportions and building heights, careful material selection for the urban pavement cladding, relying on natural materials and the existing character of the city, creating at least 20% permeable surfaces, applying urban furniture using materials and methods with

Fig. 4 Masterplan layout.



minimal environmental impact, concealing waste containers underground, using Mediterranean shrubs and fruit trees for the landscape design, selecting vegetation with alternating flowering periods, etc.

#### • Considerations for Collective Housing Construction

When addressing the design of collective housing, the plan establishes basic criteria to achieve an architectural image that further develops the industrial modernity of the socialist city while en-

surging the intervention's sustainability, construction quality, maintenance, and longevity. Highlighting the need for contemporaneity, the urban proposal prescribes the application of durable materials for façade cladding, complete thermal insulation to optimize comfort and energy efficiency, emphasis through the design of building entrances, the utilization of neutral colors that blend harmoniously with the existing landscape, care to prevent the exposure of laundry drying areas and technical system spaces, among other considerations.

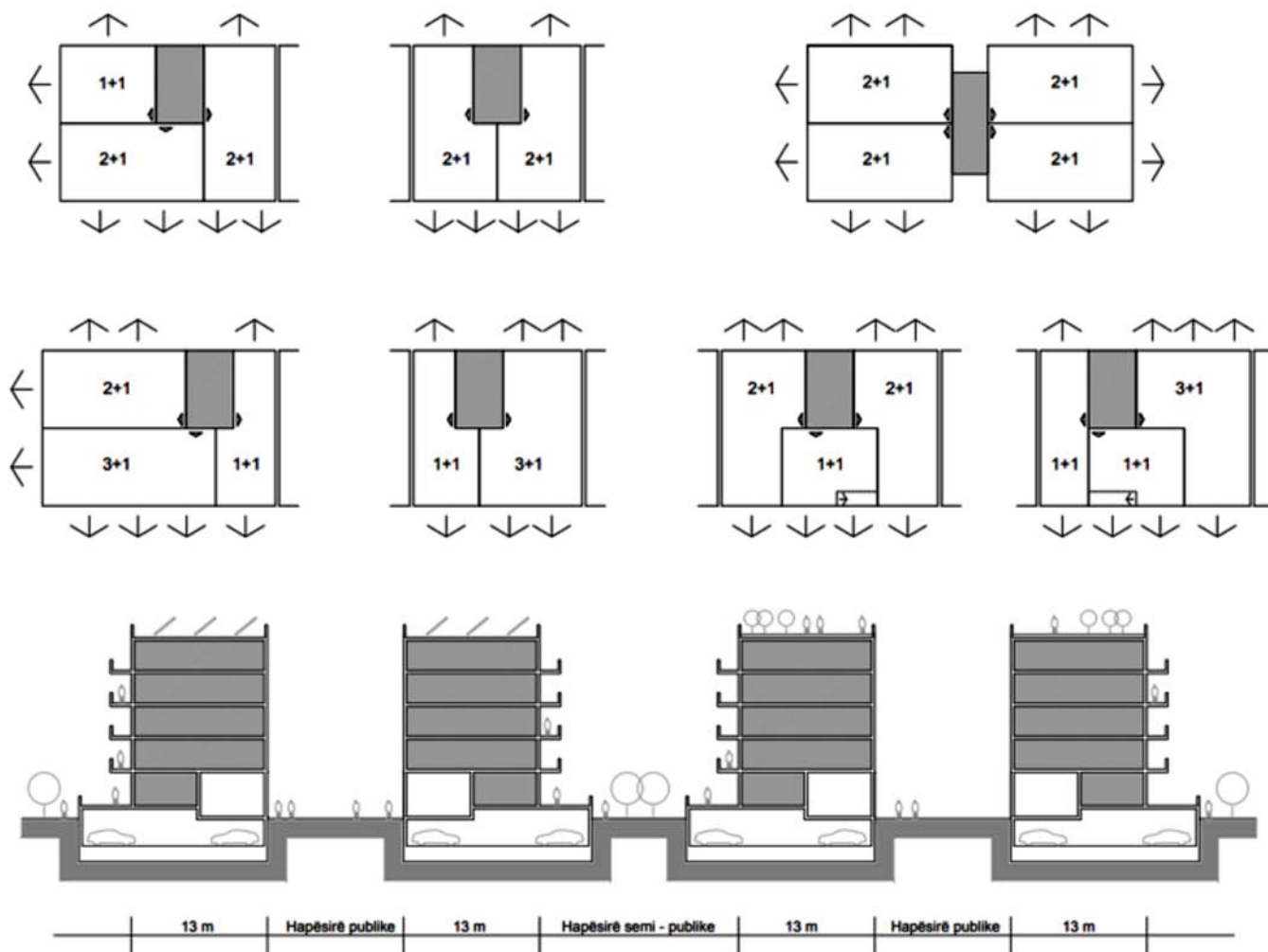


Fig. 5 Architectural guidelines provided by the plan.

The plan's recommendations also consider ground floors, specifying service areas and suggesting transparent facades and semi-open spaces with colonnades as transitional elements between public spaces and service areas.

Beyond these determinations, particular emphasis is placed on the creation of flat terraces with the potential for use as green roofs or locations for the installation of solar energy systems (fig. 5). This approach also accounts for the possibility of collecting and reusing rainwater.

To ensure a stylistic consistency with the urban project's manifesto (fig. 2), the plan discourages references to classical or neo-classical elements that may introduce the use of archetypes and decorative scales outside the context of the time, as

well as the use of formal and aesthetic references from unrelated cultural and historical contexts.

#### • Public Buildings

While collective housing constitutes the dominant portion of the construction, and the above recommendations aim to unify the constructed landscape they create, public buildings are considered elements with significant urban impact. They should stand out by introducing innovation in terms of form, technology, and structure and by enhancing the quality of public life. Therefore, it is recommended that these facilities be distinctly differentiated from others, becoming reference points on an urban scale. For these reasons, public buildings should adopt innovative approaches and serve as best-practice models for architec-



Fig. 6 The outcome of the architectural image.

tural standards, construction techniques, fire protection and evacuation, energy efficiency, and environmental impact.

#### • Housing Design

In line with the standards approved by the Albanian Government (Këshilli i Ministrave, 2019), the net (usable) areas of housing units for the reconstruction process are as follows:

- One-bedroom apartment: 45-60 sqm.
- Two-bedroom apartment: 75-80 sqm.
- Three-bedroom apartment: 90-100 sqm.

Without deviating from the primary goal of development, linked to housing reconstruction and providing shelter, the plan establishes a series of criteria that surpass the design norms in Albania, aiming to achieve housing with optimal living conditions. All housing units must have at least two orientations to ensure sunlight and interior space ventilation. Where architectural solutions do not permit this, alternative solutions involving a retraction of the facade by at least 1.4 meters may

be utilized to establish a secondary orientation for openings (fig. 5). The orientation of housing units should prioritize two main aspects: maximizing exposure to sunlight and providing views of the natural and designed landscape. For ground-floor housing units, recommendations are provided for architectural solutions that ensure privacy from public spaces while offering the possibility of creating gardens or verandas at this level.

#### 4. The manipulated project

As is known, the project received dual financing: a partial contribution from the Albanian Government, which served for the urban planning part and the construction of 200 apartments and public buildings; a more substantial one of 42 million euros (Özdener, 2022) from the Turkish Government (TOKI). The Turkish funding covered the implementation of the project's most significant components, including 522 apartments, parking facilities, services, and public spaces. A Turkish design team executed the transition from urban

Fig. 7 Public buildings funded by the Albanian government. From left to right, the municipality building, the hospital, the school.





Fig. 8 Views of the housing complex funded by the Turkish government.

to architectural design. Notably, this transition did not align with the initial urban design concept, as it shifted from a contemporary design approach to one characterized by distinct Turkish influences (fig. 6).

On the other hand, investments funded by the Albanian government provided a clearer interpretation of the plan's vision. This led to the construction of three public buildings that manifest a research process inspired by contemporary architecture (fig. 7).

Although the project successfully met its functional requirements and primary goals, deviating from the plan's specifications led to outcomes that didn't align with the initial expectations. The Turkish-funded intervention was completed on January 17, 2022 (fig. 8), marked by an official ceremony attended by the President of Turkey, Recep Tayyip Erdoğan, and the Prime Minister of Albania, Edi Rama. The event occurred in the project's main public square, which has been named after the Turkish president since that date. During this ceremony, President Erdoğan was awarded the title of honorary citizen of the Kurbin municipality, with the motivation *"for solidarity and assistance during the most challenging days for Kurbin and the extraordinary contribution to the reconstruction process"* (Gjonaj, 2022).

The newly completed urban area now appears as a compromise solution between the plan's ambition for contemporary and contextual development on the one hand and the strategic approach of the Turkish government to leave clear and noticeable traces of Turkish culture through this act of solidarity and generosity on the other. This approach is typical of Turkey's state policy in the Balkans (Islami, 2022), visually marking its cultural and political presence in the region.

In conclusion, Laç has risen from the ashes of the 2019 earthquake in record time, recovering from the devastation and revitalizing housing conditions, public infrastructure, and services. Although the innovative urban project was manipulated in its aesthetic dimension and the content of its manifesto, this development can be considered a successful practice that enabled the transformation of a disastrous event into a complex urban and social regeneration operation. Moreover, this intervention represents a significant milestone in the city's recent history, marking a resurgence after decades of neglect.

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