



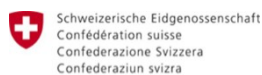
POLICY BRIEF

Management of civil emergencies towards autonomy to act in case of floods

Case study: Municipality of Tirana

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She has an intensive experience in civil society field in Albania with different NGO-s such as Albanian Foundation for the Rights of People with Disabilities, Albanian Youth Council etc., first as a volunteer and later as project coordinator/trainer in HR and Conflict Prevention and Management, where it has to be mentioned that she is a Youth Peace Ambassador Project Participant (since 2011, program of Council of Europe- and part Youth Peace Ambassadors Network for several years now. She is also part of an online database with female experts in different fields and member of Young Researchers Club in Albania.



Saniela Xhaferi graduated at University of Tirana (Faculty of Social Science in Political Science/Political Theory during the period 2007-2012 earning the Bachelor and Master of Science degree. Actually she is waiting for the grade "Doctor of Science" in Political Science. For the purpose of fulfilling and completing the academic profile she is trained and qualified further in the field of research methods.

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EXECUTIVE SUMMARY

As our team has been handling the problem of Civil Emergencies with special focus on floods and how the Municipality of Tirana deal with the cases of floods, what are the competences, duties and responsibilities and how the management part can be improved. After being on the field we also have consolidated some of the a priori problems we identified and what the actual policy misses is as follows:

- Lack of Autonomy of local authorities to act; lack of enough Budget, equipments and human resource. Lack of coordination between local and central level institutions in terms of being complementary and supportive. This kind of management leads to unsuccessful intervention and overlapping of functions; Both levels fail to be responsive and timely.

- Canalizations Infrastructure and amortization of the sewerage network has caused repetition of the same situation of flooding (even worse in some cases) every single year;

Areas get risked by floods constantly because no intervention in the canalization system is made either because informal houses have been constructed above them/ intervention in the rivers by companies.

- Procedure of Management of the situation when flooding occurs and post-flooding/Bureaucratic and Overlapping of functions between institutions. Even though it seems like there is this hierarchy of the organization of who does what, when an emergency occurs facts are that institutions don't get coordinated as it should and either there are too much people on the field or a lack of represent ants and also should also made more clear of who does what after the emergency situation is passed and families/businesses need help.

- Reimbursement/Compensation of families damaged from the floods: Some of the families have not been yet reimbursed; and others as they have been damaged year after year have been reimbursed only for 1 year or maximum 2;

Another failure consists in the fact that the funds allocated to the disbursements are relatively high, but that do not solve the problem in the genes. In cases of repetition of flooding, this would be a burden for the Municipality budget. Managed in a different way, this fund would be enough to solve it.

- Lack of information about the management of the situation and low sensibility of businesses; Residents in the risk zones are not informed and they don't know how to proceed when flooding occurs; As shown from the interviews conducted with residents, they ask for help only the person responsible for civil emergencies in the Municipality, while equipment and tools are needed to leave the flooded area. And if there were any sensitiveness from the businesses, they would be more inclined to be collaborators with institutions to provide timely assistance.

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Introduction on civil emergencies

Before we start to speak about the situation of floods as one type of civil emergencies occurred in Albania, we will define the concept of “emergency”, what does it implies and what constitutes an emergency. *The term emergency is defined as an event or situation which threatens serious damage to human welfare or to the environment of a place.*¹ And about the civil emergencies there is no one single definition since it may have different meanings in different places and vary from the context, but generally we can refer to it as one situation of emergency which besides the effects mentioned above, causes effects to a wider plan than just individual; socio-economical and political ones. In the Albanian Law Nr. 8756, date 26.03.2001, “On Civil Emergencies”, *Civil Emergency is understood as a situation caused by natural, ecological, industrial, social, terrorist acts, military actions (in a state of war) that cause immediate and serious damage to life, the health of the population and the livestock, wealth, cultural heritage and the environment.* As we can see, both definitions have in common the consequences they cause, while the causes may be different. From this point of view, in order to prevent or minimize them, it makes sense to study the civil emergencies in a sociological perspective which focuses on maintaining/preservation of the Public good, and its highest interest. *One of the types of emergencies are floods, which according to Oxford dictionary is considered flood - an overflow of a large amount of water beyond its normal limits, especially over what is normally dry land.*

Even in the case of Albania, such a phenomenon has been present, and in recent times we have witnessed the severe situations caused by the floods the management of which has required the solution not only at the local but also central level. Various reports show that some cities in Albania, due to their geographic position and recent climate change, are affected by heavy rainfall and are therefore exposed to floods during the winter season. One of them defines: ... *Southeast Europe is one of the regions affected by climate change ... the extreme events that are mostly expected are the floods ... with a lot of variability*². *In the Bulletin of Hazard from Hydro-Meteorological Events, published by the Institute of Geosciences, among the other cities, Tirana is also exposed most to the rain and rain storm*³, *which vary between those average (15-45 mm / 24h) and locally intense (45-90 mm / 24h).*

During this policy study our focus will be on the Municipality of Tirana and specifically on how civil emergencies caused by floods are managed at the local level, by the Directory of Civil Emergencies, Municipality of Tirana. As noted by the whole legal framework applicable to civil emergency management, there are a number of institutions engaging in such a situation and

¹ Emergency Response and Recovery, 2013, pg. 11

² *Menaxhimi i rrezikut nga përmbytjet - nxitja e bashkëpunimit institucional në parandalimin dhe paralajmërimin e përmbytjeve*, Project Presentation, GIZ and German cooperation, pg.2.

³ *Menaxhimi i rrezikut nga përmbytjet - nxitja e bashkëpunimit institucional në parandalimin dhe paralajmërimin e përmbytjeve*, Project Presentation, GIZ and German cooperation, pg.12.

having concrete opportunities, logistics, equipment, financial resources to operate in the areas affected by the flood. Another finding was noted by the legal framework and practice, is that at the local level the civil emergency management is institutionalized as a specific Directorate of CE with staff of 3 **only in 2016**, while previously it has existed as Office of Civil Emergency with only one person. This fact proves precisely the need dictated in time for a particular, local structure, specialized in managing civil emergencies. Although the establishment of the directorate is considered an achievement for the efficient management of floods, the practice also shows the need for expansion and strengthening of this local unit in terms of being more responsive in a faster way/mode in order to minimize causes and avoid possible disasters. It is to this principle we are based on to propose the subject/topic of this policy study.

Considering the indefinite character in time and space of civil emergencies, as well as the immediate need to respond in a relatively short time after their occurrence, the most important part was precisely the stage of preparation to cope with the civil emergency, flooding in the concrete case. This is precisely the stage that the municipal team of CE considered as a priority to deepen the study for the efficient management of the situation, as this phase includes/means the intervention, mediation/coordination, confrontation and rehabilitation when flooding occurs. Although, in other conditions, the optimum would be to recommend or place the emphasize on the phases of phenomenon Prevention, in our case this proposal would not be real and feasible/applicable because in order to prevent the phenomenon it does not simply require engagement or management of the situation by the Municipal CE Directorate, as the solutions are designed in a broader, national plan. This is because floods in few cases are caused by informal constructions made outside any urban plan, geological study of the area or near pipelines or sewerage network. Legalization of these buildings makes it impossible the intervention of the Civil Emergency Directorate in order to prevent the phenomenon at the local level, as it has no authority to break down these objects or disqualify them from the legalization process. And in relation to the third stage, that of supporting the post-emergence situation, though it is very important from the economic (cost) point of view or the respect of the principles of social justice and proportional compensation, in the moral plan has more priority the first phase. The problem identified is precisely the lack of autonomy of the civil emergency department in the municipality, to direct and initiate an action plan in the area in case of a flood.

“When and How-s” of Civil Emergencies in Albania (Problem Description of floods)

Description of the problem in this section will include two parts; the first identifies the dimensions of the problem and its consequences, considering the fact that, besides the economic effects, the floods cause social problems that are particularly sensitive to the local communities in which they occur. This will help us to complete the overview of the relations between actors and factors implied in the policy of civil emergencies management. To create a full knowledge/comprehension of who does what and how in the second part we will elaborate how this “mechanism” of management of civil emergencies/floods function? And referring to the actuality that floods are still a problem in the Municipality of Tirana, this shows us for a

malfunctioning of chains of this “mechanism” (management of floods). Is this because of policy instruments used, laws, institutions, processes or low level of information spread to community/citizens? Or the problem lies in the lack of a clear understanding of the roles and responsibilities to initiate develop and follow the operative action plan?

In the last years (2013-2018) a lot of severe floods episodes occurred in the whole country of Albania, which brought out several problems and needs of the **responding system** of Civil Emergencies as such. The situations have been really extreme and a lot of national and international back up forces have been engaged in resolving the situations created by floods.

2015: Continuous rainfall that began on January 31, 2015 and lasted a week, led to unprecedented river levels in the southwest Albania. In addition to the above average high rainfall intensity, the fast melting of snow, accumulated in the days before in neighboring Greece, exacerbated the severity of the floods. The flood affected mainly areas along the streams of the Vjosa, Drino, Osumi and Gjanica rivers, with the most serious situation in Vlora and Fieri regions. In a final account, a total of 9 regions and 53 local government jurisdictions (as per the administrative division prior to the June 2015 local elections) were affected by the flood at various extents. The total number of people affected in all the flooded areas was: in Vlora 15,800, Fier 20,000, Berat, Elbasan, and Gjirokaster in total 6,100 people respectively.

The Government, with EU, UN and WB support, embarked on damage and loss assessment which followed the structure of a simplified post-disaster needs assessment (PDNA). Not intended to be an extensive PDNA, it was proposed to undertake a rapid assessment, covering all relevant sectors and inter-sector linkages, identifying needs in order to reorient, mobilize and budget the appropriate resources and propose appropriate interventions and tackle not only the emerging needs but the underlying factors that, in addition to the severity of the climatic event, caused the unusual level of impact.⁴

2016: Since 7 November 2016, heavy rainfall affected Albania, especially the northern regions of the country. River flows have been rapidly increasing and worsened by illegal constructions next to river basins causing streams of water to descend into towns. The heavy rainfall has made the water levels of the Drini and Mat rivers rise, which feed five hydroelectricity power lakes built on the rivers (Fierza, Koman, Vau i Dejes, Ulza and Shkopet). Authorities have been obliged to open the emergency gates to release the water from the lakes. The rain is nevertheless falling and the flooding is spreading to the Southern region (Vlora and Fier areas) with the water level of the Vjosa River rising. In these areas, 25 houses were affected and the families have been evacuated from their homes. Subsequent to the alert of the Meteorological Institute, the Ministry of Interior (MoI) ordered the establishment of several “Emergency Headquarters” across the country. In response to the warnings the police, emergency and technical response teams were instructed to be on full alert. Subsequently, the Albanian Government mobilized the State Police

⁴ ASSESSMENT OF THE SOCIAL IMPACT OF FLOODING IN ALBANIA UNDP&European Union
[file:///C:/Users/Administrator/Desktop/Assessment%20of%20the%20Social%20Impact%20of%20Flooding%20in%20Albania%20\(4\).pdf](file:///C:/Users/Administrator/Desktop/Assessment%20of%20the%20Social%20Impact%20of%20Flooding%20in%20Albania%20(4).pdf) ; pg.6

forces, the Military Units, and Fire Brigades Units to assist the affected families with evacuation from homes and schools. The municipality of Tirana distributed ready-to eat daily food (only enough for 2-3 days) and water and provided beds to the people accommodated in collective centers.⁵

2017: "The Tirana-Durres highway has been blocked at its sixth kilometers, after the water level reached 75 centimeters. The Traffic Police said they have deviated the circulation towards the secondary road. Water has flooded several businesses and homes around the highway. Other problems have been reported at the Nation's Road, Permet, Fier, Gjirokastra, Vlora and Shkodra."⁶

2017/2: With more than 4,700 households suffering flood damage, Albania's government mulled ways to get homes and businesses insured against such natural disasters, to cut future compensation costs.



Army forces trying to evacuate people in the southern region of Vlora. Photo: LSA/Gent Shkullaku

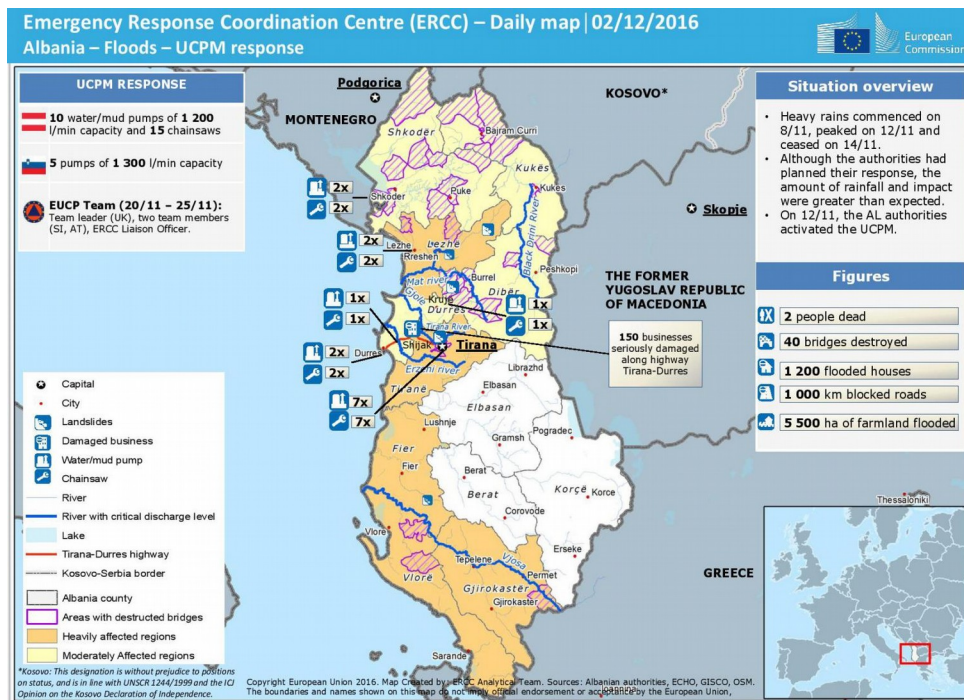
Floods forced 600 families from their homes and left more than 4,700 households suffering flood-related damaged. Prime Minister Rama emphasized that once the emergency situation is over, the government would prioritize a legal initiative to insure houses and businesses against flooding.

"We are the only place in the world that doesn't have a law like this, so the people affected by the flood are awaiting compensation from the state budget alone," he said.

⁵ Albania: Floods - Emergency Plan of Action (EPoA) DREF n° MDRAL006; <https://reliefweb.int/report/albania/albania-floods-emergency-plan-action-epoa-dref-n-mdral006>

⁶ Top Channel <http://top-channel.tv/english/tirana-durres-highway-blocked-by-floods/>

However, Rama said that this time the government will provide the necessary compensation for damage, while stressing that more must be done to prevent situations like this in future.⁷



2017: The Municipality of Tirana has created the city's reserves for dealing with Civil Emergencies. Meanwhile, according to Mayor Erion Veliaj, there is ongoing action to demolish illegal constructions on collectors. Foods and clothing are locked in the warehouse.

They will be taken from here if the capital is to face an emergency to help people in need.

The Municipality of Tirana has created the city's reserves. "Tirana is always a step forward; we are thinking of cold and rainy days when we can have civil emergencies. These are inevitable and despite the hysteria, neither the Mayor nor the Prime Minister or anyone else cannot stop the rain or repair the badly constructed infrastructure over the years, which are mostly illegal buildings along rivers or other public spaces. But what we can do is to find us prepared when the bad day comes. "In parallel with preparations for emergency situations that may be due to rainfall or low temperatures, the municipality has also started work to prevent flooding in areas near the rivers that are being cleaned by inert. Meanwhile, the mayor announced the continuation of the action to demolish unauthorized constructions on collectors. "In addition to preparing for the emergencies, everyone has noticed that during the summer we did work in infrastructure, cleaning the Lana River, we have removed hundreds of inert tones, we cleaned the sewage pipes waiting for the rains, at the Tirana River we have make the last breaks to shut down the barriers and make sure that in the next rains there is no water entering the neighborhood. We will

⁷ BalkanInsight <http://www.balkaninsight.com/en/article/floods-in-albania-affect-thousand-people-12-04-2017>

continue with the demolitions of illegal constructions, especially on collectors, to give a message that a man's tsunami cannot turn into a disaster for another 1 million.⁸

After all these situations described in the whole country also affected a lot the District of Tirana, which is the most populated district, with a given population of Population according to 2011 of 557,422 people; according to Civil Registry 757,361, and also after the territorial reform happened in Albania, which had as the main objective: “The Administrative-Territorial Reform will lead to local governments’ enhanced administrative, professional, and technical efficiency to deliver modern and qualitative services for citizens. The administrative units (ex-communes) will continue to offer basic services for every citizen of the new municipalities⁹”, the Municipality of Tirana, got a lot of new territorial spaces under its management and became with 25 Administrative Units¹⁰.

All these elements have arisen for the Municipality of Tirana the need for **a faster and qualified** civil emergency management in cases of floods and response in the local context. Of course as internal sources and documents of the Municipality of Tirana claim: some improvements have been done in central and local governance level, also in the direction of raising awareness among people about:

- a) How can they be preventive/informal buildings?
- b) How can they manage floods situations when they happen? Some role-model trainings have been made
- c) What are their rights and responsibilities in such cases and what is the responsibility of the local and central governance?

But in the direction of management has still a lot to be done in several directions which most important that the research is going to deepen into are:

- a) What kind of space does the current CE law permit to local governance and how are roles delivered according to the actual law & how it is actually organized the delivery of these roles in both central & local government
- b) Collaboration of Municipality of Tirana as an local state institution and central state institutions in cases of flood occurrence
- c) A faster and more communicative chain of state & civil responsible sectors in charge of civil emergencies in Tirana District
- d) Necessary equipment & trainings for the emergency cases

⁸ ABC News <http://abcnews.al/bashkia-e-tiranes-krijon-rezervat-per-perballimin-e-emergjencave/>

⁹ Reforma Administrative Territoriale <http://www.reformaterritoriale.al/en/>

¹⁰ Porta Vendore <https://portavendore.al/bashkia-tirane/pasaporta-e-bashkise-tirane/njesite-administrative/>

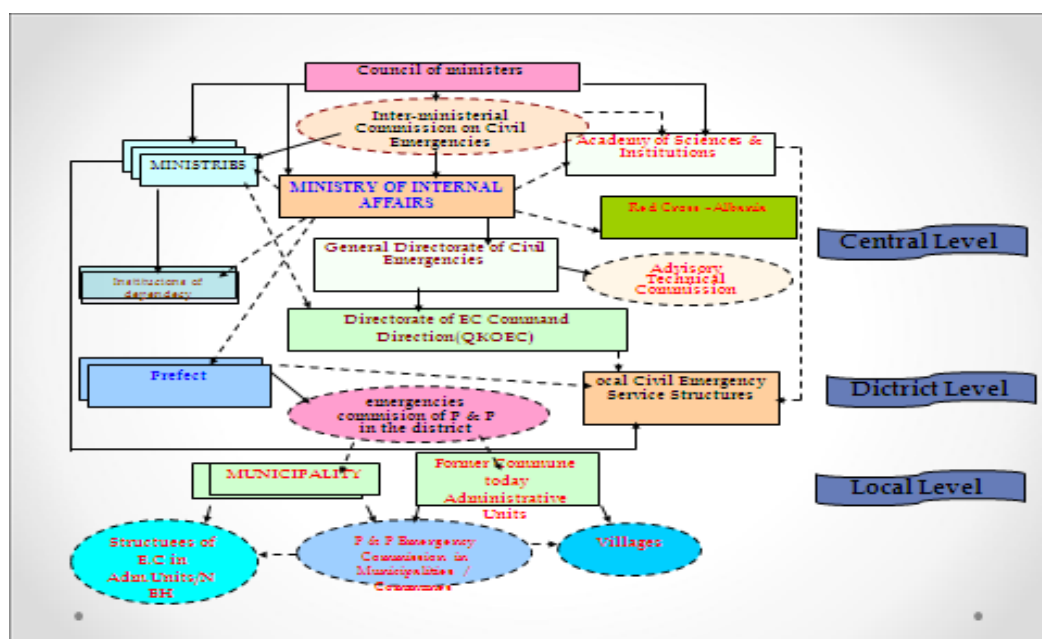
This research proposal is concerned with **the identification of key systemic obstacles** for a better timing and more sophisticated civil emergencies management in flood cases in the municipality of Tirana, where as mentioned before have occurred a lot of flood damages. And by this pilot policy hopefully some of its criteria's will be deducted even for other municipalities' part of the flood risk zones.

More institutions, more bureaucratic solutions, more time spent, less effectiveness

Legal Perspective

Main legal grounds the constitution of Republic of Albania is the political and juridical starting point-for organizing CE. Articles 170 (extraordinary measures) and 174 of the Constitution of the Republic of Albania address the issues of state of emergency and disasters, the acts issued and the measures taken under these circumstances. Law 8756 on “Civil Emergency” 26.03.2001. Law Nr. 11/2013 “On some amendments to the Law no 8677 date 04.05.2001 “For Protection from fire and rescue”. National Civil Emergency Plan. Number of Council of Ministers degrees.

Actually this is the hierarchic way a civil emergency is delivered by the central & local governance:



Main Local & Central Governance Competencies in CE

Local	Central
The Prefect is responsible for the management of Civil Emergencies in the respective District and under his direction establishes the Civil	The Inter-Ministerial Civil Emergency Committee, the Minister of Local Government and Decentralization and the central operating

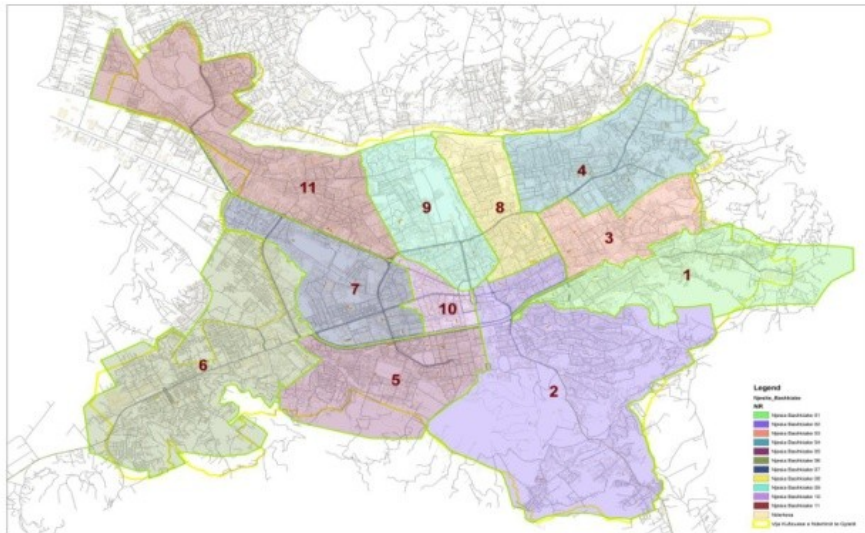
<p>Emergency Planning and Complaints Commission, which coordinates the management activity of E.C.</p> <p>The Mayor, former Mayor / Municipal Administrator / Municipal / Administrative Unit is responsible for coping with E.C. in the administrative unit that runs and under their direction the Local Civil Emergency Commissions (KVEC) are established and operate, which manage the management activity of E.C. at the municipal level, Administrative Unit (former municipal/ commune units).</p> <p>Each enterprise has organized/set up emergency commissions dealing with monitoring and managing the situation as well as taking preventive and protective measures when an emergency situation is identified.</p>	<p>director, when civil emergencies are imminent and threatening, require to the Prime Minister, Minister of Defense and Minister of Public Order to use the armed forces, rapid and special intervention, in operations to cope with civil emergencies and rehabilitate damaged areas.</p>
<p>Tirana is the capital of the country in which the high state institutions are concentrated, as well as the concentration of the population of the country. The Municipality of Tirana is considered a "Special Case" for decision-making for other problems as well. Pursuant to Law No. 8756, dated 26.03.2001, On Civil Emergencies, Decision of the Council of Ministers no. 655, dt. 18.12.2002 item 6 / a, b has been the permanent structure of planning and facing of civil emergencies in the Tirana Municipality at office level. Civil Emergency Office (General Office One) part of the Enterprise Monitoring Directorate, which was subordinate to the General Directorate of Public Works.</p> <p>Its mission: "Planning and coordinating the measures and activities needed to be implemented at the municipal level of Municipal Units for the prevention, protection, coping and rehabilitation of areas that can be hit by disasters that cause civil emergencies".</p> <p>At the Municipal Unit level, it has been tasked</p>	<p>Adoption and implementation of Law no. 139/2015, dated 17.12.2015 "On Local Self-Government"; expanded the administrative boundaries of the Municipalities and gave rise to the necessity of increasing the level of representation of the EC structures.</p> <p>With the approval of DCM no. 965, dt.02,12,2015 "On the institutional cooperation of the management structures in Civil Emergencies of Crisis", Chapter III, point 24, obliges the Municipalities (61) throughout the territory of the country that, within their own organs of plan permanent structures of Planning and Facing Civil Crisis Emergencies for:</p> <ul style="list-style-type: none"> - Municipalities in the District Center, a structure is established at Directorate level, - Other structures at Sector level. <p>Referring to this decision in the structure of the Municipality of Tirana, approved by the Mayor's Order in February 2017, the Civil Emergency Directorate (composed of Director, Head of Sector, Three Specialists) has been</p>

with a "second-tier person" for the pursuit and implementation of tasks in the field of civil emergencies.

established and functioning.

In the Administrative Units, Pol. Municipalities, Subsidiary Enterprises, we have a "Person in charge of second assignment" covering Civil Emergency Problems.

Administrative Units of Tirana Municipality



Tiranë	Municipal Unit nr.1, Municipal Unit nr.2, Municipal Unit nr.3, Municipal Unit nr.4, Municipal Unit nr.5, Municipal Unit nr.6, Municipal Unit nr.7, Municipal Unit nr.8, Municipal Unit nr.9, Municipal Unit nr.10, Municipal Unit nr.11
Petrelë	Villages; Petrelë, Mullet, Stërmas, Picall, Shënkoll, Gurrë e Madhe, Gurrë e Vogel, Daias, Barbas, Fikas, Mangull, Qeha, Shytaj, Hekal, Kryezi, Percëllesh, Durishtë
Farkë	Villages; Farkë e Madhe, Farkë e Vogel, Lundër, Mjull Bathore, Sauk, Selitë
Dajt	Villages; Linzë, Shishtufinë, Tujan, Brrar, Ferraj, Priskë e Madhe, Surrë, Lanabreges, Shkallë, Qafmollë, Darshen, Selbë, Murth

Zall-Bastar	Villages; Zall-Bastar, Bastar i Mesem, Bastar – Murriz, Vilëz, Zall-Mner, Mner i Sipërm, Bulçesh, Zall Dajt, Besh, Dajt, Shëngjin i vogel, Selitë Mali
Bërzhitë	Villages; Ibë, Bërzhitë, Dobresh, Ibë e Poshtme, Pëllumbas, Mihajas-Cirmë, Kus, Fravesh, Killojkë, Pashkashesh, Lugë-Shalqizë, Rozaverë
Krrabë	Qyteti Krrabë, Fshatrat; Mushqeta, Skuterë
Baldushk	Villages; Baldushk, Mumajes, Fushas, Balshaban, Shpatë, Isufmuçaj, Mustafakoçaj, Koçaj, Kakunj, Vesqi, Parret, Shënkoll, Vrap, Shpat i sipërm

But throughout this complicated scheme seems that a lot of information coordination is done but very little acting coordination, which most of the times happens separately, where each branch tries to do its best, and to connect but in the meantime, they cannot proceed in the field as fast and coordinated as needed. By seeing that EC have been a constant issue to be solved for the Municipality of Tirana, we thought that dealing and going deeper to the management of Floods CE, it would be a valid contribution to better understand structural problems of organization in such cases, if overlapped functions or missing patterns are creating a management “conflict”. By considering that floods civil emergencies have been a real challenge for the municipality of Tirana.

Some improvements have been made in the direction of:

1. **Unification of procedures** for completing the documentation that it performs on the basis of Decision of the Council of Ministers 329 “on the compensation of citizens” due to natural disasters and the blocking of all previous procedures for their filling by channeling them only through the Civil Emergency Directorate of the Municipality of Tirana. In this way many bureaucracy and corruption opportunities were avoided.
2. **Verification and completion** of all files that have come from the Administrative Units and the follow up of the procedures until the approval of the Municipal Council within legal deadlines.
3. Case-to-site **follow-up** of problematic situations that exceed the opportunities of the Administrative Units as well as field engagement of D.C.E. staff to support, evacuate and supply food and clothing to civilians during civil emergency days.
4. Update **contact points** for each administrative unit and exchange information with them instantly.

5. Increase **the professional level** of D.C.E. staff and certify them on issues of civil emergency management. "SEE Urban" project by UNDP; Training on "Natural Disaster Management" by OSCE.
6. Successful **cooperation** with international foundations and associations (such TIKA etc)

But still, mostly this A.Units remain a challenge for the Municipality of Tirana to handle in cases of floods such as A.Unit: No.1, 2,3,4,5,8,9,11, Dajti, Peze, Zall-BASTAR & Vaqarr where floods occur because of informal buildings and ruined drainage infrastructure and also the **Municipality of Tirana still misses:**

- 1) A concrete and definite MAP of risked areas
- 2) Human Resources in these direction as currently there are only 2-3 people working in CE Department of the Municipality of TIRANA
- 3) Coordination for Human Resources and Logistical means when a CE of floods occurs, because as the staff of the Municipality admitted sometime Human Resources are allocated in real time, but they do miss means which would help in the relieve of the situation.

And in a very broad sense there is still a gap in the actual CE law which has ambiguity and confusion regarding Roles & Deliveries.

Timely and responsive solutions need new considerations on the management

Certainly, a research proposal aims at achieving several objectives, some of which are to be realized in the short term and others to be considered in the long run. In the case of flood situations, it is important to better manage the CE situations in cases of floods in Tirana District, and when they occur, it is important to increase the alertness in civil protection. In this context, we aim to provide a Research on professional development of a plan to improve civil emergencies, as in case of floods. Our research objectives are:

1. Assess gaps and needs of the local authorities in relation to floods response, flood risk drivers, how warning system works at local level.
2. Coordination and collaboration among the relevant institutions.
3. Mapping the missing practical means (not only the readiness of Human Resources but also logistical framework)
4. Mapping the assumed overlapping functionality in cases of C.E between different sectors within Municipality and towards other responsible state governance structures, so to understand how can it be more easily processed and delivered in cases of C.E.

Some of the question that arise naturally to understand the dynamics of the problem (management of floods) are as below:

Research Questions:

- Would staff reorganization help better communication?

- Raising awareness over the rights and responsibilities of the state and citizens in such cases would minimize the “bad/critical” opinion of Citizens of these areas of Tirana district regarding delivering after flooding occurs and the evaluation of damages.
- A better collaboration with local, national and international civil organization would improve the tackling of flooding situation and post-emergency support.
- Would a public-private partnership, over CE cases, help the weight that the Municipality of Tirana is actually carrying over the floods situations?

Research Methods

As mentioned above, in the case of civil emergencies it is important to make a complete/full management of all stages through which such a situation goes: intervention to prevent the situation; preparation to face and to deal with the problem; post-emergency support; collaboration among different actors and stakeholders, or cost-benefit analysis of management of the situation. These stages are also important in the case of flooding, as one of the types of civil emergencies that appear more frequently than other types, and particularly affect rural areas of Tirana Municipality, causing their effects and consequences to be even more sensitive. Floods, despite the economical effects, cause social problems.

Since the type of this policy study is applied research, methodology of our study was based on the use of qualitative methods. This includes both qualitative data (primary and secondary data) and qualitative analysis of resources.

The primary data used were collected through **structured interviews**, designed to elicit the social and economic impacts of the flood on individuals and families. Given the lack of disaggregated data on the most vulnerable groups to disasters, at local level, as well as limited resources available, the identification of households to be interviewed (sampling) was based on key vulnerability drivers: households with minors under 15 years, elderly above 60+, female-headed, living at the proximity of the river, disabled persons, poor, etc. To ensure maximum variation of the sample, households were selected to reflect various combinations of the above variables. Were interviewed only households that have been affected by floods in the 5 last year and only those voluntarily agreed to participate.

The household interviews were structured into the following sections:

- About you and your household (information on household, housing tenure, household income)- Impact of flood in household income.
- Experiencing floods (flood warning, individual response to flood, support network, psycho-physical impact) - Flood risk awareness and measures to be taken to reduce their impact.

Focus group participants will be recruited from the household interviews. Focus groups will be held with residents being invited to each venue to explore their:

- General attitudes towards flooding and flood risk (the balance of responsibility for mitigating flood losses, individual's attitudes to flood insurance etc)
- Opinions and experiences of flood prevention and flood warning schemes

Semi-structured interviews will be organized with institutional stakeholders with both open-ended and close questions in order to collect as much data on: - Communication and first response to floods - Identification of risks and preparedness

To test the hypothesis we did as follows:

- Conduct content analysis of the Albanian Law, Decisions of the Council of Ministers and Directives of EU, related to the management of civil emergencies, in order to establish extent to which they are applicable and what concerns are their challenges;
- To supplement this data and clarify and test preliminary conclusions we foresee to conduct interviews with focus groups of citizens, inhabitant in the risked areas (from different administrative units of Municipality of Tirana). We consider this important because takes into consideration citizens perception on what the Municipality has chosen as a practice to manage flooding. At the same time they could suggest or provide us with useful information, realizing in this way community consultation, both to obtain information from and give information to the public;
- Relevant literature, national and international ones discussing the issue of civil emergencies and different forms/practices of responsive and timely management; annual reports on flooding, media report, documents, strategies, programs and other materials regarding our focus of study will be reviewed to set the stage for the discussion and put the whole issue into perspective.
- Current policy process, current practices are they in accordance with best practices as EU directives recommend?

1. Expected Results and Dissemination/ Policy Options

At the end of this paper, it is expected to clearly state the need for integrated management to deal with an emergency flood situation, but which basically allows the Civil Emergency Directorate an autonomy to act, which is precisely the last, the Municipality, the basic coordinating unit and operating in relation to the residents/ people affected by the floods. By doing so, there are two benefits: First, considering that the problem of flood is characterized by repetitiveness and frequency means that Municipality has to deal with the families more than one time per year, (follow-up process from facing to compensation for the damages caused by floods). Secondly, the municipality fulfills one of the principles of local self-government, close to the citizens, with citizens and for citizens.

This paper aims to do as follow:

- Identify advantages of an integrated approach/scheme of risk management in case of floods, but that aims to deal with the civil emergencies through local structures. This, as a way of realizing one of the principles of local government, the principle of subsidiary.
- Inform and Raise awareness of citizens about the existence of risk and their sensibility to be part of the prevention/solution, by taking individual action to cope with the civil emergency of flood. (production of leaflets, newsletters)
- Develop a set of recommendations for the partnership between public authorities (local ones), private subjects or businesses around the areas risked by flooding and families/citizens. This collaboration should be in terms of readiness and willingness to assist and help local authorities with equipments and human resources to cope, to intervene and normalize the situation (what kind of help do they offer)
- Develop a strategy of cooperation with stakeholders; identification, registration and classification of offers of help.
- To create volunteer groups for every administrative unit of the municipality of Tirana, that is exposed to the danger of flooding. Their help is very important when the phenomenon (flooding) occurs at the same time (simultaneously) in many other areas and the human capacity of the municipality are not enough.
- Provide helpful local knowledge to the citizens and these groups and train them for the first steps they need to undertake when flooding occurs.
- To list needs of the city in case of floods.

These can be considered as fast or immediate recommendations, which doesn't solve the problem in the meaning of preventing floods from occurring, but as an effective strategy to minimize the risk, minimize the costs of this civil emergency, and to save lives when flooding causes disaster.

Some activities/objectives to be considered in mid/long term:

- Development of a National Strategy for Management of High Flood Risk Areas;
- Development of Regional and Local Strategies for Management of High Flood Risk Areas, under the framework of the first one;
- Mapping of areas with high flood risk and damage caused by floods of varying magnitude.
- Organizing campaigns to raise the awareness of the population and public organizations for flood damage.
- Relocating families that are flooded repeatedly in social or state apartments, so practically is prevented a kind of damage caused by this civil emergency.

Main Findings and Analysis

a) Findings on the Field

From the work of the team on the field where we managed to interview most risked families in most risked Administrative Unit of Albania, the main findings from our interviews were that :

Floods were caused from:

- a) Natural motives
- b) Not legalized buildings constructed not in the right parameters and in most of the cases because the blocked or were upon the collector
- c) Companies which have narrowed the basement of the rivers
- d) Wrong interventions from the State Company Of Water Supply And Canalizations

Citizens believed in near 99 % of the cases that:

- a) They had no right intervention from the central and local authorities
- b) Local Authorities should handle better the management phase *after floods*, mainly in two regards:
 - Intervention in reconstruction of the damages on the roads
 - Compensation of the damages

But this seems difficult if we take in consideration that:

- 1) Damaged properties were almost all illegal constructions and because of how they constructed they were victims of floods 2-3 times per year
- 2) Legalized properties but because of several wrong interventions from other buildings or water supply and sanitation company their houses are under water 2/3 times per year but they still don't agree for a reimbursement and to change the house because they don't agree with the sum of compensation that the state provides
- 3) There are some private companies that with their building structure (even though legalized)
- 4) The municipality of Tirana through its interventions to revitalize different areas of the city, unintentionally has created damages in the collector and

As it is understood what we found in the field when interviewing the families risked from the floods was a very complex situation which was not due only to natural disasters like heavy rain, but as well due to illegal buildings constructed in a very primitive way with no technical parameters, interventions to restructure and revitalize different areas in Tirana, interventions to fix collector problems somewhere but happened to create problems in another part of the city etc., so this refers that the problem cannot be solved only in one direction or with a single interventions from the Municipality of Tirana.

-Regarding to the group of question about who should be in charge of what citizens interviewed responded in most of the cases that they wanted a more autonomous local power in this regard and what they thought was one of the problems is how administrative units delivered the information to the respective directory in the Municipality of Tirana and they were skeptical about their transparency regarding reimbursing of damages because of floods so in this regard what is waited from them is a more powerful and transparent local power regarding the issue of C.E

-Regarding to the group of questions about their opinion on how pleased they were with the help and intervention of the Municipality of Tirana (included A.U) and Central Power they almost unified were of the opinion that they weren't handled as it should and most of them didn't

receive yet any kind of reimbursement, but statistics of the Municipality of Tirana tell another situation which is:

Summary information

The activity of the Directorate of Civil Emergencies to reach measures and to cope with emergency situations in the period November 2016 - November 2018 in the case of natural disasters of floods.

Emergency Situation Caused by Rainfall of 22 November 2016

On 22 November 2016, as a result of heavy rainfall, the territory of the Administrative Unit no. 11 was involved in an unusual flood situation due to the rise of the Tirana river water level which emerged from the bed of floods causing floods and heavy damage. Sudden emergencies have emerged to help people affected by this misfortune. The Directorate of Civil Emergencies, in cooperation with the Administrative Unit, the Municipal Police, the Fire Departments etc., came to the scene and coordinated the situation closely. It was possible to supply the inhabitants with the necessary food and shelter facilities to pass the emergency situation. Also from Administrative Units No. 11 it was possible to establish a group of ascertainment and verification of damages occurring in flooded flats. After verification, 155 apartments were damaged due to flooding.

Emergency Situation Caused by Precipitation November 30 - December 1, 2017

Despite the measures taken and our readiness, the emergency situation caused by the rains of November 30 - December 1, 2017 onwards created many problems. Immediately following the announcements made by the persons responsible for civil emergencies in the 24 Administrative Units of Tirana, the operational room of the Municipal Police, Road Police, State Police, notices of affected persons or other citizens we have moved on the ground and in cooperation with the Units Administrative, SRE, Directorates no. 1,2,3, of City Workers, Municipal Police, UKT JSC, the Volunteer Center of Civil Emergencies, the Albanian Red Cross, to enable their evacuation and housing in social centers for families whose dwellings were return to uninhabitable as well as supplying food and shelter packages to other families in need. Available to the families in need was the center of the Tirana Stock Exchange, which remained open 24/24 until the end of the emergency situation. I also had the support of the Porto Sant'Elpidio Civil Protection Volunteer Center, which assisted with food aid and caretaking for the damaged citizens.

After coping and passing of the emergency phase, it was done the accurate verification of damages and a balance of families affected and supported by ours with the following data:

- *Flooded houses: ----- 166*

- Damaged homes: - ----- 115
- Civic Housed in the Social Center ----- 19
- Citizens supplied with food and clothing: - 273
- Citizens evacuated: ----- 97
- Citizens sent for health treatment ----- 2
- Damaged Schools ----- 11

Cases of Civil Emergencies occurring in the Municipality of Tirana from November 2016 to November 2018

Type of damage	Submitted for evaluation to the District Council	Assessed by the District Council	disqualified	Denied by the Municipality of Tirana
Flood	248	246	2	51

- Damaged Businesses ----- 37
- Damaged Bridge ----- 32
- Damaged roads: ----- 62
- Damages in Livestock ----- 3 heads
- Damages in Agriculture ----- 5 eat
- Supply with food for animals: ----- 74 (families)

General data of citizen files that are in the Directorate of Civil Emergencies from 2016-2018

Explanatory descriptive tables

Administrative Unit	A.U.1	A.U.2	A.U.6	A.U.7	A.U.9	A.U.11	A.U Kashar	A.U Zall-Herr
Number of cases	7	3	22	1	4	183	21	5

In this direction the problem solving orientation cannot be only in one direction but in a multidimensional direction.

Mainly the actual policy has failed in these directions:

- 1) A real problem solving approach, until now it has been dealt with consequences not with the roots causing the problems of constant flooding (because as it mentioned before in this study what was found out was that C.E were not caused only by natural factors but also other explained circumstances
- 2) Transparency in dealing with the post C.E situation /reimbursement
- 3) Not enough Human Resources and budget as well not enough means to intervene in the situation.

Our alternative policy proposal aims a short to mid-term solution to the problem as an intermediate solution until things get more consolidated and the legal structure of how people build and how the state will deal with illegal buildings which are as well a big part of the roots of the problem.

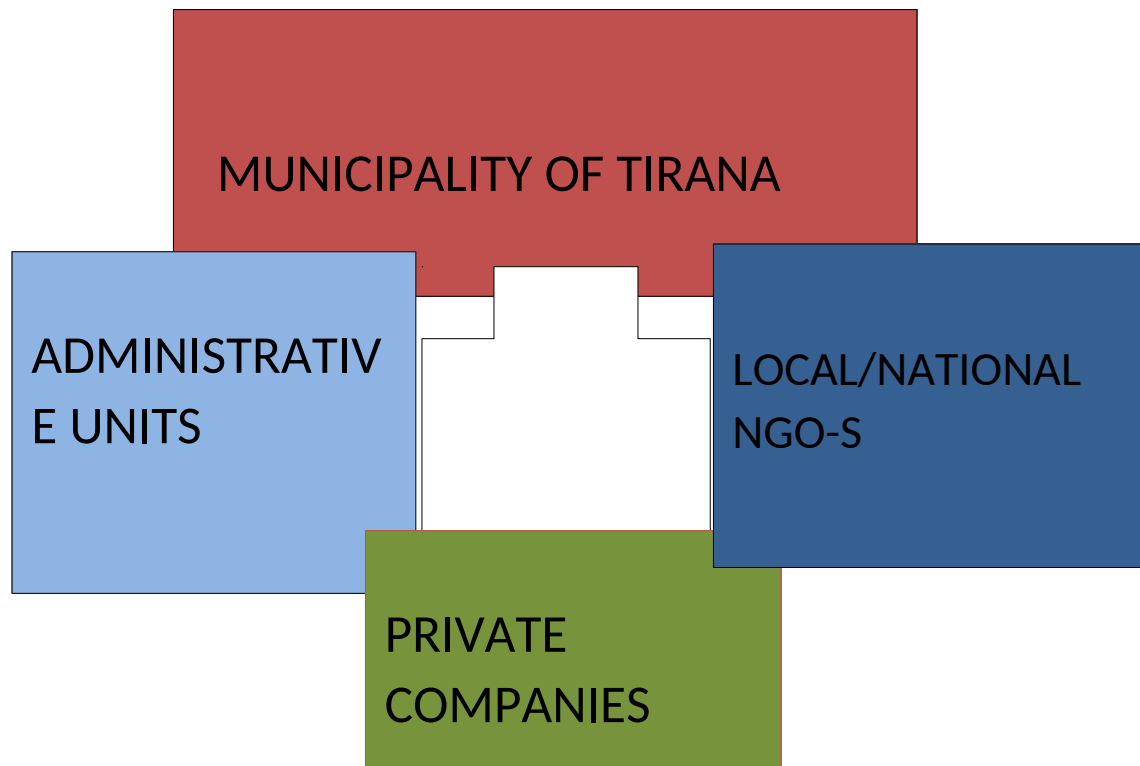
For each A.U to be created a Social Unit called “ From Tirana to Tirana With Love” Team.

This social units will be created with the participation of local/ national NGO-s, Volunteers, Private Companies which offer Products/Services/Mean of Transportation. A.U and as well Municipality of Tirana.

Subject	Function	Responsibilities
National /Local NGO-s	Raising awareness over the consequences of building illegal houses	Training with the communities /Creating pamphlets
Private local/national Companies	Offering their products/services/means of transportation when needed	To respond immediately when a C.E occurs
A.U	To create this local teams by creating an open call and make the first evaluation of offers	Local Coordination and supervising of the team
Directory of Civil Emergencies in the Municipality of Tirana	Evaluating and finalizing the offers for each team of A.U	Coordination and Monitoring of the teams and A.U during the C.E

As the structure below shows, this kind of policy what aims is flexibility and effectiveness when a Civil Emergency occurs, especially in the cases of floods which are in our TAGER of the study. Our policy is based firstly in the premises of solidarity and humanity and secondly in the premises of who offers what and how. Partnership is the only solution to this complex problem

of floods. As evidence shows is practically impossible for the state (and especially for the Municipality of Tirana to deal with problem alone.



So what these teams will stand for will be readiness for every C.E occurring in their respective areas and NGO-s and businesses will be motivated to be partners through a scheme of Tax reduction and also yearly organized price events for the acknowledgment of their contribution. What will be the most important thing here, is that what they will stand for is this ‘social contract’, even though their main services will be paid. This bottom-up policy solution will give solution to the following problems:

- 1) Facilitating more the problem through Public-Private Social Partnership
- 2) More transparency as more actors are included
- 3) In a way it facilitates the Tirana municipality budget for civil emergencies
- 4) Very fast response in cases of C.E because of floods
- 5) More solidarity and awareness in community level
- 6) Delivering of Responsibilities

Recommendations:

One more time, considering the complexity and the nature of the problem, inherited from the past (lack of infrastructure maintenance, informal buildings, etc) some other needs that requires

solutions emerge. Their regulation cannot be perceived for solution by the Municipality but requires the engagement of many other structures at the central level, and of course it requires “time”. Some of them may be:

- A law regulation which makes the insurance in case of natural disaster compulsory. Although it seems that this issue has no direct connection to the subject of this research, it affects the way the flood situations are managed, as it is tied to the budget. We consider that the basic budget allocated to the Directorate of Civil Emergency comes from the Municipality and only an additional fund is covered by the Ministry.
- A law regulation that determines redistribution of competencies between local and central governance. A horizontal management allows an elasticity/flexibility more than vertical management. This means more competencies, autonomy, capacity of DCE of Municipality to intervene on time and be responsive for the management of the emergency situation.

And finally, regarding the dissemination of the findings/results of this study, it is precisely the Municipality of Tirana which should guarantee a clear strategy to reach the last inhabitant of the most remote administrative unit of this municipality.

A safe and inclusive way to accomplish this is a reconfiguration of the Tirana Municipality web site, adding information in the Civil Emergency section, and devoting a special section to the Floods. We consider this approach directed to citizens very crucial, since it is more effective to educate citizens than to change the law and expect for a-priori changes.

Also, the dissemination of the findings of this study not only to citizens, but first to those institutions that are directly (or not) related to the management (study, prevention) of flood situations such as: Ministry of Internal Affairs of Albania, General Directorate of Civil Protection (DPEC), Institute of Geosciences, Energy, Water and Environment (IGJEUM), Ministry of Agriculture, Rural Development and Water Administration (MBZHRAU), State Authority for Geospatial Information (ASIG), Technical Secretariat of National Water Council (STKKU).

Appendices

1. Questionnaire

Survey on the Perception that Residents of Tirana Municipality have on Management of Civil Emergencies/Floods Case by Local Authorities

"We are two young Albanian Researchers. In the framework of a Program for turning research studies into policies, and useful decisions for the local authorities, we are realizing a study for management of civil emergency of floods. We would like to have your opinion on this topic. Your cooperation will help in the realization of this survey. Thank you!"

Street where interviews were conducted: _____

Municipal Unit (Zone) where the interview was conducted: _____

Date of survey: _____

P.1	How frequently flooding has happened in your area?	KA. 1	0
	a) Very frequent b) Somewhat frequent c) slightly d) nothing I do not know No answer		1 2 3 4 88 99
P.2	If yes at what period?		
	1) 2015 2) 2016 3) 2017 4) 2018 I do not know No answer		1 2 3 4 88 99
P.3	How will you categorize the causes of floods?		
	a- Natural causes b- Because of informal buildings c- Because sewerage network malfunction d- Other (specify) I do not know No answer		1 2 3 4 88 99

1

P.4	Have you or your family been directly affected and damaged by floods?		
	1) yes 2) not I do not know No answer		1 2 88 99
P.5	On a scale with 10 divisions, please evaluate how was the reaction of the institutions to offer the first aid when floods occur?		
	Not at all somewhat Enough many 1 2 3 4 5 6 7 8 9 10 I do not know No answer		88 99
P.6	On a scale with 10 divisions, please evaluate how much responsive will you consider local authorities when floods have occurred.		
	Not at all somewhat Enough many 1 2 3 4 5 6 7 8 9 10 I do not know No answer		88 99
P.7	On a scale with 10 divisions, please evaluate how much responsive will you consider central authorities when floods have occurred.		
	Not at all somewhat Enough many 1 2 3 4 5 6 7 8 9 10 I do not know No answer		88 99
P.8	On a 10-degree scale, please evaluate how satisfied are you with the willingness of Tirana Municipality representatives in flood situations?		
	Not at all somewhat Enough many 1 2 3 4 5 6 7 8 9 10 I do not know No answer		88 99

2

Q.9	According to you, how do you assess their readiness:		
	- They are absolutely ready and have concrete opportunities to cope with the situation. - They are not ready even though they have concrete opportunities to cope with the situation. - They are not ready even though they have concrete opportunities to cope with the situation. - They are not ready because they have no concrete opportunity to cope with the situation. I do not know No answer		1 2 3 4 88 99
P.10	On a scale with 10 divisions, please evaluate how satisfied are you with the willingness of the government representatives in cases of flood situations?		
	Not at all Somewhat Enough Many 1 2 3 4 5 6 7 8 9 10 I do not know No answer		88 99
P.11	According to you, how do you assess their readiness:		
	- They are absolutely ready and have concrete opportunities to cope with the situation. - They are not ready even though they have concrete opportunities to cope with the situation. - They are not ready even though they have concrete opportunities to cope with the situation. - They are not ready because they have no concrete opportunity to cope with the situation. I do not know No answer		1 2 3 4 88 99
P.12	In the case of occurrence of flood situation, to which institution will you be firstly directed to ask for aid:		
	- The Municipality of Tirana - Prefecture - The army - Ministry of Defense - Other (Specify) I do not know No answer		1 2 3 4 5 6 88 99

3

P.13	In case of occurrence of floods, do you have information for the management of the situation:		
	- Yes, completely - Yes, to a large extent - Yes, somehow - Mostly not - I do not know where to ask for the information - Not at all I do not know No answer		1 2 3 4 5 6 88 99
P.14	If so, where did you receive the information:		
	- On the Web - From local authorities - From central authorities - From the media (TV, radio, newspapers) - From NGO-s or civil society - From individual experience - Other (specify) I do not know No answer		1 2 3 4 5 6 7 88 99
P.15	Which of the following Institutions do you contact (or will contact in the case of floods) through contact numbers set available for civil emergencies?		
	- Military - State police - Civil Emergency Department in the Municipality - Firefighter - Other (specify) I do not know No answer		1 2 3 4 5 88 99
P.16	How would you categorize management of these situations in the last two years?		
	- Very good - Pretty good - Somewhat good - Not very good - Not good at all I do not know No answer		1 2 3 4 5 88 99

4

P. 17	Which of the following Institutions do you think have more responsibility for effective flood management:	
	- Administrative Unit/ Municipality	1
	- Prefecture	2
	- Council of district	3
	- Ministry of Defense	4
	- Military	5
	- None of them	6
	- Other (specify)	7
	- I do not know	88
	- No answer	99
P.18	Which of the following elements do you think that the Municipality (the local authorities) should change for the effective management of flood situations?	
	- Increased number of specialized human resources	1
	- Adding necessary Logistics	2
	- Information to the citizens	3
	- Co working with local businesses	4
	- Strategy	5
	- Other (specify)	6
	- I do not know	88
	- No answer	99
P. 19	What comment will you add about the flood situation in your area?	

P. 20	What expectations do you have for the improvement of the flooding management?	

5

P.21	KA 2	0
	Gender of the asked person:	
	1. Female	1
	2. Male	2
P.22	Your age : _____ years	
	No answer	9
P.23	Who is the last school you have attended? [Only one answer]	
	1. No school/ professional education	1
	2. Compulsory school (primary, 8-year)	2
	3. Two-year professional school	3
	4. General secondary school	4
	5. Technical secondary school	5
	6. University/ High School	6
	7. Postgraduate School/ Degree/ Scientific title	7
	No answer	9

THANK YOU FOR THE TIME!

6

2. Field Survey





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