

HARMONIZATION OF CONFLICTS IN THE AREAS OF CULTURAL HERITAGE SITES: THE CASE OF BELO BRDO - VINČA IN BELGRADE, SERBIA

UDC 711.52:902(497.11)
904:72(497.11)

Milica Dobričić¹, Milica Maksić Mulalić²

¹Ministry of Construction, Transport and Infrastructure, Belgrade, Serbia

²Institute of Urban Planning Niš, Serbia

Abstract. *This paper researches the problems of protection and management of cultural heritage sites in Serbia and the possibilities of harmonization of conflicts in these areas. As a case study, the Belo Brdo archaeological site in the city of Belgrade was analyzed. The Belo Brdo archaeological site is of international importance and represents the largest and the most significant multi-layered prehistoric settlement in Europe and the eponymous site of the younger Neolithic, Vinča cultural group. The main research problem is how conflicts, between cultural heritage protection and other activities could be harmonized in the areas of cultural heritage sites. The basic goal of this research is to define the possible directions of improvements of planning and management practices in the areas of cultural heritage sites, including institutional and policy mechanisms, as well as a suitable management model. The results of the research could be applicable in the future planning practices of other cultural heritage sites in the country and region.*

Key words: *cultural heritage, archaeological site Belo Brdo-Vinča, conflicts, institutions, policies, spatial planning*

1. INTRODUCTION

As harmonization of conflicts in cultural heritage areas is really complex, institutional and policy mechanisms applied in these areas are of great importance. According to the National Council for Culture in Serbia, cultural heritage is the set of all assets inherited from the past. Cultural goods are creations of material and spiritual culture of general interest that enjoy special protection, established by the Law on Cultural Heritage [1].

Received January 16, 2023 / Revised March 24, 2023 / Accepted March 24, 2023

Corresponding author: Milica Dobričić, Ministry of Construction, Transport and Infrastructure, Nemanjina 22-26, 11000 Belgrade, Serbia
e-mail: milica.dobricic@gmail.com

There are three categories of cultural heritage in Serbia: cultural heritage, cultural heritage of great importance and cultural heritage of exceptional importance. The environment surrounding immovable cultural property also enjoys protection, as well as the cultural property itself. According to the Law on Cultural Heritage, cultural heritage is both tangible and intangible. Tangible cultural heritage is divided into movable and immovable, of which immovable cultural heritage includes: cultural landscapes, spatial cultural-historical units, cultural monuments, archaeological sites and famous places [2].

This paper, using archaeological site Belo brdo-Vinča in Serbia as a case study, researches institutional organization, policies and governance practices in the areas of cultural heritage sites in Serbia. The Belo Brdo archaeological site is of international importance and represents the largest and most significant multi-layered prehistoric settlement in Europe and the eponymous site of the younger Neolithic, Vinča cultural group. The paper researches the problems in the protection and management of this archaeological site and the possibilities of their solution.

For the management of cultural heritage and overcoming problems and conflicts in these areas, it is of particular importance to define an appropriate management plan, which would define the institution that manages the cultural property. There are several models of cultural heritage management, but the following can be singled out as the most important: management by means of objectives; management according to the facts; management by exception; management according to reaction; value-based management; community-based management. When choosing the most suitable model, a combination of several models is considered the most appropriate [59]. The main goal of the management plan in general is to ensure the sustainable development of the locality through the valorization, protection and promotion of heritage as a place that provides a unique experience to visitors and at the same time participates in the development of the local community [60].

The main goal of the research is to analyze the problems and conflicts at the Belo Brdo archaeological site and to propose institutional and policy mechanisms for overcoming them, as well as a suitable management model. The paper is structured as follows. Firstly, literature review has been done in order to provide documents, mechanisms and institutional arrangements from the world practice in order to protect, restore or manage cultural heritage sites. Secondly, the archaeological site Belo brdo-Vinča was analyzed as a case study through the site view and problems in the protection and management of the locality. The discussion refers to mechanisms for harmonization of conflicts, divided into planning policies and institutional organization and the planning process. Conclusions refer to defining new directions of improving harmonization of conflicts through international mechanisms and proposals for the Belo Brdo case.

2. METHODOLOGY

This research explores the possibilities of improvement of planning and management in the areas of cultural heritage sites, through the analysis of: 1) examples in the world related to planning and management of similar areas and the analysis of possible management models, 2) Belo Brdo case study, through the institutions responsible for the Belo Brdo archaeological site today and problems and conflicts related to its presentation.

Mechanism for harmonization of conflicts are divided into: 1) planning policies and 2) institutional organization and planning process. The following documents and data used in this research are: international and European documents relevant to the planning and protection of the archaeological site, the law on the protection of cultural heritage in Serbia, Spatial Plan for the Special Purpose Area of the Belo Brdo Archaeological Site (2016), Study of research, protection and presentation of the archaeological site Belo Brdo in Vinča (2016), legislation in the field of planning, and other available and relevant data. The analysis of documentation in this research provides a critical review of the mechanisms for conflicts harmonization in cultural heritage sites. An institutional analysis includes the key actors in the planning process, their involvement in solving problems and conflicts harmonization in the area in the different phases of the planning process.

3. LITERATURE REVIEW

Cities worldwide are developing various documents, mechanisms and institutional arrangements in order to protect, restore or manage cultural heritage sites. World practices show different types of plans prepared for cultural heritage sites. The zoning system was applied in many of them, with specification of types of facilities allowed and specific construction rules in cultural heritage sites. Very often, these plans are combined with management plans. Thus, in the case of the Syracuse archaeological site in Italy, a detailed urban plan was developed for the historic core, which defines the policies and criteria of intervention and functions compatible with the historic urban fabric [3]. In Oaxaca de Juárez, Mexico several plans for preservation and management were developed, including a specific management plan for the area (Plan de Manejo para el Centro Histórico de la Ciudad de Oaxaca) [4]. In the Old Town of Aleppo, a comprehensive protection and development plan was prepared through a participatory process, along with special construction rules and guidelines on conservation and construction standards [5]. In Stavanger, Mosjøen and Risør, preservation plans were combined with management tools adopted locally [6]. The delineation of the Bagan Archaeological Zone in Myanmar (UNESCO World Heritage site) into three hierarchical areas of land-use control appears to have worked to limit the urban sprawl in the area [7].

There are propositions for applying new methodologies in cultural heritage planning. Gogolou and Dimopoulou [8] recommend the implementation of the international Land Administration Standard based on a standardization process for the efficient design of an integrated land use policy with possibilities of interoperability. Halder and Sarda [9] propose a promotional strategy for the development of intangible cultural heritage tourism, combining with geotourism. Ashrafi et al. [10] suggest incorporating Heritage Impact Assessment into the heritage management plan, as well as into existing assessment tools such as Environment Impact Assessment. In Lijiang, the importance of community participation has been recognized by local government institutions. Various stakeholder groups have been engaged in the decision-making of local heritage management, such as discussing and approving new policies and institutional regulations [11]. Inspired by the Historic Urban Landscape approach, the City of Ballarat in Australia facilitated a large conversation with the community called Ballarat Imagine, to be better informed of their interests and needs. This participatory engagement project successfully produced well established procedures and a community vision of local conservation and development [11]. At Bannack State Park in North America,

collaborative efforts between the Montana Office of Public Instruction and Montana Fish Wildlife and Parks increased the visibility of indigenous histories at state park sites through primary school education. The increased collaboration between Montana Fish Wildlife and Parks and Montana Office of Public Instruction expanded the scope of heritage production at Bannack State Park by bringing it into the space of public education systems [12]. In Finland new strategies have been tried by one of its municipalities – namely, in the Kangas renewal area – to improve collaboration and participation in development through social media and face-to-face meetings. Another example is the Veturitallit Center, which promotes cultural activities for youngsters and encourages them to express their opinions about urban problems. Moreover, the strength of voluntary associations and citizens in community development is perceptible in many fields [13].

New institutional solutions in cultural heritage management are not rare. In the case of the Syracuse archaeological site in Italy, a central management office was established that allowed experts to guide the management process and its strategic coordination. Financing procedures were simplified, allowing the private sector significant participation [3]. In order to manage the properties in the historic center of Český Krumlov (South Bohemia, Czech Republic) that are registered by UNESCO, the local administration established a company, the Český Krumlov Development Fund, and its own department of tourism, Destination Management, in order to ensure the implementation of the City Council's strategy [13]. In the Old Town of Aleppo, the Old Town Directorate was established, with the aim of developing, planning, coordinating and implementing works [5]. In the case of the Big Wild Goose Pagoda Area in Xi'an, the special agency (as a quasi-governmental branch of the local government) the Qujiang Management Committee was established, which generated great benefits for developers and the local government, while it adversely affected local communities [14].

4. BELO BRDO CASE STUDY

4.1. Site View

The Belo Brdo site has been established as an archaeological site of exceptional importance of the first category of protection. It is located in the administrative territory of the municipality of Grocka, in the city of Belgrade, the capital of the Republic of Serbia [15]. Life at the Belo Brdo site has been going on with minor interruptions since 5700 years ago, which gives this place a special significance. This kind of continuity is a rare occurrence in the world. The time of such a long use of one place caused that the material remains of this continuity are visible in a layer about 10 m thick, of which a little over 8 m belongs to the Late Neolithic and Vinča culture. The importance of Vinča for the archeology of Europe is reflected in its continuity, so in the past it was used for the relative dating of the late Neolithic of the entire Balkans. Today, when precise dating has been carried out, Belo Brdo is again a benchmark for the chronology of Southeast Europe and indispensable in all considerations of the prehistoric periods of Europe [16].

The site is located on the right bank of the Danube River, 14 km downstream from Belgrade, on an area of 11,77 ha. A part of the archaeological site Belo Brdo was formally protected by the decision of the Institute for the Protection of Cultural Monuments of the City of Belgrade in 1965. By the Decision of the National Assembly of the SR Serbia in 1979, it was determined under the name "Vinča - Beli Breg site" as a cultural asset of

exceptional importance [17]. In a broader sense, the Belo Brdo archaeological site is also of international importance. It is the largest and most significant multi-layered prehistoric settlement in Europe and the eponymous locality of the younger Neolithic Vinča cultural group. Vinča culture occupied the region of southeastern Europe (i.e. the Balkans) which mostly corresponded (Fig. 1) to today's Serbia, but also to parts of Romania (especially Transylvania), Bulgaria, Bosnia, Montenegro, North Macedonia and Greece [18, 19, 20].



Fig. 1 Map of the Vinča culture (left) and anthropomorphic figurine (right) [21, 22, 23]

Archeological research of the locality was started by professor Miloje Vasić, an archaeologist, in 1908 [24, 25], which has been carried out intermittently until today. Today, scientific research is entrusted to the Faculty of Philosophy in Belgrade under the leadership of Professor Nenad Tasić, Ph.D. A high loess terrace and cultural layers fall towards the periphery and form a hill that dominates the surroundings. The position of the site is such that it provided all the conditions for a long-term stay of human communities and provided its inhabitants with an intermediary role between prehistoric cultures that developed in the south as far as the Aegean Sea and in the north as far as Central Europe. The remains of a settlement from the period between 5200 and 4200 BC were discovered on the site. The cultural layer, in some places up to 10.5 m high, contains the remains of life from the Neolithic up to the Iron Age, and in the youngest cultural horizon an Old Serbian cemetery from the 9th to the 15th century was discovered [15]. The collected archaeological material testifies that the bearers of the Vinča cultural group were skilled and high-quality craftsmen, and a certain number of finds, primarily those made for cultic and religious purposes, reach an extraordinary artistic level. The significance of the archaeological site is that based on numerous and very diverse objects, as well as research on the remains of architecture and used raw materials, it is possible to reliably reconstruct the entire history of Vinča, i.e. the material and spiritual culture of the numerous generations that lived there. Also, the favorable location enables long-term research and the establishment of a scientific, educational and tourist center that would represent the richness and continuity of prehistoric cultures on the soil of Serbia.

The decision on determining the location of Belo Brdo as an archaeological site from 2009 established the boundaries of the archaeological site and the boundaries of the protected environment in Vinča cadastral municipality, as well as protection measures. The protection of the archaeological site distinguishes two entities: the archaeological site - represents the potential for archaeological research and presentation; and protected environment - represents

potential for research, but is primarily in the function of protecting cultural property. The elements of the archaeological site are: the profile of the historical excavation formed during many years of excavations, the current excavation and the unexplored cultural layer [16]. In 2015, research was carried out which confirmed the new extended boundaries of the site, presented in Fig. 2. Surrounding includes the gardens with smaller residential and economic buildings that exist in the northeastern part of the Vinča settlement.



Fig. 2 The border of the archaeological site from 2009 (red line) and the border confirmed by the archaeological survey in 2015 (white line) [16]

4.2. Problems in the Protection and Management of the Site

Institutions at all levels of government are involved in activities of importance for the Belo Brdo archaeological site. At the national level, the National Assembly of Serbia determines cultural assets of exceptional importance. The Ministry responsible for cultural affairs performs state administration tasks related to the protection of immovable cultural heritage, including archaeological sites [26]. In addition to the above, there are also ministries responsible for tourism, spatial planning, science and environmental protection, which, within their competences, deal with the protection and promotion of cultural heritage. The Republic Institute for the Protection of Cultural Monuments takes care of the uniform application of international conventions and other international acts on the territory of the Republic of Serbia and immovable cultural assets of exceptional importance, which include archaeological sites [27].

At the local level, through its organs, the local community organizes activities related to the protection of cultural heritage of importance to the municipality, provides funds for financing and co-financing of programs and projects in the field of culture of importance to the municipality, and creates conditions for the work of museums and other cultural institutions that it establishes [28]. The institution that takes care of the Belo Brdo archaeological site is the Museum of the City of Belgrade, which protects and preserves

museum materials and intangible cultural heritage in accordance with the law [2]. Today, the Museum's holdings hold over 130,000 objects that bear witness to the development of the capital Belgrade from prehistory to modern times, which are divided into three sections: archaeology, history, and the history of culture and art [29]. The collections located within the Department of Archeology cover the archeology of Belgrade from prehistory to the Ottoman conquest of Belgrade, with a special collection of the Belo Brdo archaeological site and a cabinet for coins and medals. The Museum of the City of Belgrade is responsible for 15 different objects, of which 11 are part of museums, one of which is the museum and archaeological site Belo Brdo, located on the site itself (Fig. 3).



Fig. 3 Archaeological site Belo brdo (left) and exhibition space on the site (right) [30, 31]

However, despite the fact that today several institutions of different levels are involved in taking care of this cultural property, in accordance with their competences, the Belo brdo archaeological site today does not have the characteristics of a site that is under the highest category of protection. The problems can be summarized as follows: (1) the threat of the area of the archaeological site by an active landslide, which leads to deformations in the soil and thus rapidly degrades the cultural layers; the geotechnical condition of the terrain is completely analyzed through the Geotechnical study for the needs of landslide-landslide rehabilitation at the archaeological site Belo Brdo [32]; however, permanent landslide rehabilitation involves the preparation of technical documentation (project for the execution of works) and the execution of works followed by expert supervision; (2) the low elevation of the Danube bank, the flooding of which threatens the archaeological site; (3) a series of illegal buildings erected on the site, which, due to the lack of sewage infrastructure, threaten the site with their septic tanks; it is evident that the construction was carried out without a decision on technical protection measures issued by the Institute for the Protection of Cultural Monuments; (4) the conditions for the preservation and processing of movable archaeological findings are inadequate, in this connection the presentation of the archaeological site is of a temporary nature, and the activities related to the presentation of the discovered objects are occasional and lack continuity; (5) lack of piers and vehicle access to the museum building and other facilities on the site.

The Republic Institute for the Protection of Cultural Monuments, aware of the listed problems, initiated the development of a spatial plan for the special purpose area of the archaeological site in 2017 at the Ministry of Construction, Transport and Infrastructure, emphasizing that the plan should define the area for the development of the museum and the archaeological park, and that the museum building, i.e. the part intended for the

museological display, should be organically connected with the parts of the site that are presented in situ [16].

The problem in the management of the Belo Brdo archaeological site is the irregular and insufficient financial resources of the institution that takes care of it, the Museum of the City of Belgrade, which is required for the minimal maintenance of both the buildings on the site and the green areas [33, 34]. In this regard, Caust and Vecco [35] point out that the wealth of the country where the destination is located is a key factor in the protection of localities and local cultures. On the other hand, cultural heritage gives significant economic potential to the area where it is located [36], and its presence should be used to bring profit to countries in transition [37] such as Serbia and the revitalization of the wider area by the rules of the market economy.

From the aspect of institutional management of the archaeological site, the basic problem was an undefined management structure, i.e. the problem of a missing efficient management model for this specific space, with the need for controlled and coordinated future protection and development. In accordance with the Law on Tourism [54], it is necessary to declare a tourist area by the Government of the Republic of Serbia and determine its management. Unfortunately, the aforementioned procedure was not carried out for the Belo Brdo archaeological site, although there are good examples in Serbia, such as the "Golubački grad" Fortress, Palić or the Lepenski Vir archaeological site, which were declared as tourist areas and are regulated by law [55, 56, 57].

If a tourist area is declared and a spatial plan of a special purpose area is drawn up, then the area covered by the Law on tourism must be managed. That is a potentially key element in the implementation of planning solutions. In this way, cooperation becomes institutionalized by establishing a management body, so that, in addition to intradepartmental and interdepartmental cooperation, intersectoral cooperation is also established. The strategic master plan and justification study for the declaration of a tourist area is an integral part of the proposal for the declaration of a tourist area [16]. Protection regimes and internal order are applied to the part of the tourist area that simultaneously represents the area of protected immovable cultural property and other protected area in accordance with the regulations governing the preservation of that property, development and use, as well as measures to protect the tourist area.

5. MECHANISMS FOR HARMONIZATION OF CONFLICTS

5.1. Planning policies

The spatial development of the Belo Brdo archaeological site is guided by plans and policies from the international to the local level. A large number of international and European documents are relevant for planning and for archaeological sites, namely: (1) Transforming our world: Agenda for Sustainable Development 2030 [38] - emphasizes the importance of strengthening governance institutions as one of the global goals of sustainable development; (2) International guidelines on urban and territorial planning [39] – provide guidelines for all levels of spatial and urban planning with the obligation to respect cultural heritage and cultural diversity; (3) Convention on the Protection of Intangible Cultural Heritage [40] – regulates the system of preservation of intangible cultural heritage; (4) European Convention on the Protection of Archaeological Heritage [41] - emphasizes the importance of harmonizing the needs of archeology and development plans; archaeological heritage is considered a source of

European collective memory and as such is of common interest to the entire human society; (5) European Landscape Convention [42] – regulates the protection, management and planning of the area; (6) Recommendation No. R (89) 5 of the committee of ministers to member states concerning the protection and enhancement of the archaeological heritage in the context of town and country planning operations (Adopted by the Committee of Ministers on 13 April 1989 at the 425th meeting of the Ministers' Deputies) [43] - emphasizes the need to adopt legal and administrative measures regarding the treatment of archaeological heritage in spatial and urban plans [44, 45, 46, 47, 58]; and others.

The banks of the Danube with ancient buildings, Roman limes and medieval fortresses (Vinča et al.) belong to natural cultural areas that should enjoy special treatment (in addition to those on the World Heritage List) [48]. However, in the new Law on Cultural Heritage from 2021, there is no single article relating to the relationship between spatial planning for the protection of culture and heritage, i.e. the development of spatial and urban plans, unlike the previous Law on Cultural Heritage from 1994. In addition to the above, the Law on Cultural Heritage from 2021 defines an archaeological site as "an immovable cultural property, namely a part of the space on the surface of the land and in the ground, in caves and underwater, which contains the remains of individual buildings, complex building units and other objects, constructions and their parts, burial units and necropolises, hoards, movable objects, anthropological, paleontological and geological material".

For the archaeological site in Belo brdo, the Spatial plan for the area of archaeological sites Belo brdo was prepared in 2018. The plan covered the area of the locality and its protected environment, in accordance with the previously prepared document "Study of research, protection and presentation of the archaeological site Belo brdo in Vinča" prepared in 2016 by the Republic Institute for the Protection of Cultural Monuments. The solutions for the problems of the site (low elevation of the banks of the Danube, the flooding of which threatens the archaeological site; absence of a dock; lack of sewerage and wastewater treatment systems, etc.) are determined in the process of creating the spatial plan. These include the need to create a design for the rehabilitation of landslides, as well as the reconstruction and construction of an embankment at a height of 76.50 mm for flood protection; the port of embarkation and the fort. The spatial plan prescribes: the development of the urban project, due to the lack of basic technical elements necessary for the precise determination of their position and appearance; construction of the sewage network and the planned wastewater treatment plants "Vinča". Until the construction of the city sewerage network, the removal of used water from areas of the I and II degree of protection will be carried out by permeable septic tanks and pre-local facilities and the purification of used water). The formation of an archaeological park with the built-in central building of the museum is given with the possibility of phased construction. The solution for the location of the future museum in the fort will primarily be in accordance with the conditions of the Republic Institute for the Protection of Cultural Monuments. In addition to the above, it should also be noted that the Spatial Plan for the Special Purpose Area is of a strategic and regulatory nature and represents the basis for issuing information on the location, location conditions, and project and planning documentation.

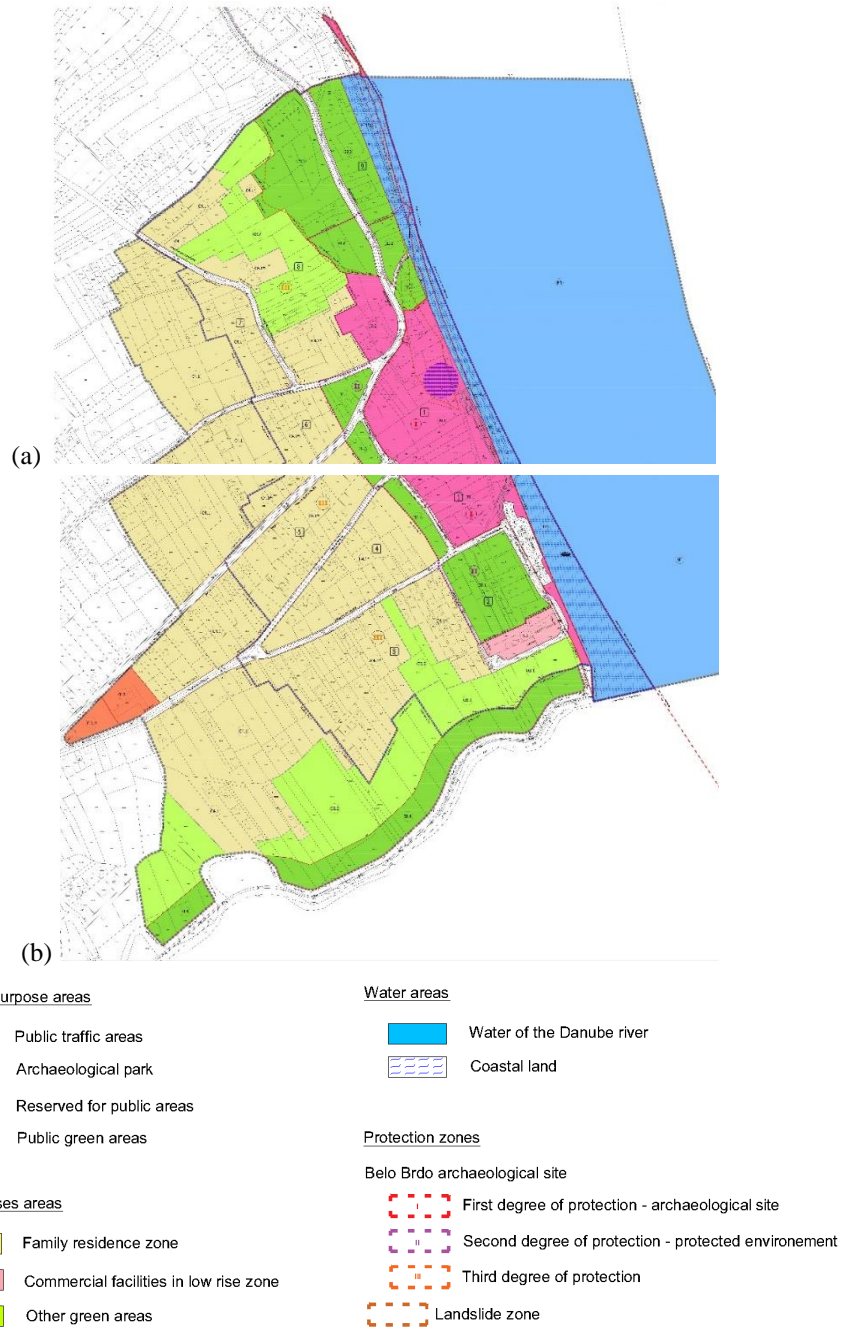


Fig. 4 Reference maps of the special purpose area, (a) and (b) [49]

5.2. Institutional Organization and the Planning Process

Institutions from all levels of spatial planning were involved in the process of making decisions about spatial planning of the Belo Brdo archaeological site. The key actors at the national level were the ministry responsible for spatial and urban planning, as the holder of the Spatial plan for the special purpose area of the Belo Brdo archaeological site, the ministry responsible for culture, the Republic Institute for the Protection of Cultural Monuments as the institution responsible for cultural heritage of the first category. The process of involving various actors in the creation of a spatial plan was undertaken through the formal procedure of creating spatial and urban plans, in accordance with the Law on Planning and Construction [50]. The decision on the development of the Spatial Plan for the special purpose of the Belo Brdo archaeological site was made by the Government of the Republic of Serbia in 2017 at the proposal of the Ministry responsible for spatial planning (Ministry of Construction, Transport and Infrastructure) and was published in the Official Gazette of the RS, 2017 [51]. Special organizations and holders of public authority for granting conditions for the protection, planning and construction of buildings (competent ministries, Institute for the Protection of Cultural Monuments, Institute for Nature Protection, PUC, etc.) are included in the process of creating a spatial plan. During the early public inspection, there were no objections, while the Republic Institute for the Protection of Cultural Monuments made suggestions related to the correction of the boundary of the cultural. Neither persons nor non-governmental organizations took advantage of the moment to submit their proposals, and neither did the local self-government.

The draft plan was subject to expert control by the planning commission formed by the ministry responsible for spatial and urban planning. The public inspection was organized by the ministry responsible for spatial planning in cooperation with the city of Belgrade, i.e. the city municipality of Grocka, while the planning commission was in charge of conducting the public inspection procedure. During the public review, the objections were stated by several institutions (the Republic Institute for the Protection of Cultural Monuments, the Ministry of Culture and Information, the Museum of the City of Belgrade, the Faculty of Philosophy in Belgrade, the Association "Purpurna Vinča", the Association "Vinča Neolithic"), for which expected to be solved directly without the additional preparation of planning or project documentation and research. These objections refer to the issue of solving the problem of landslides (which requires the additional development of a special project for the rehabilitation of landslides); solving the problem of sewage (which requires the construction of the city sewer network). precise determination of the position of the passenger pier, closer to the mouth of the river Bolečica, which flows into the Danube on the new embankment, i.e. planning the training of the Danube bank (which require preparation and the urban project due to the lack of basic technical elements and conditions necessary for the precise determination of their position and appearance). The mentioned problem was also solved through several organized meetings and explanations of further necessary steps in the implementation of this plan. After the public inspection, a report was drawn up with data on the public inspection, with all objections and responses to each objection. Before the adoption of the plan by the Government of the Republic of Serbia, the opinions and consents of the relevant ministries and special organizations were obtained. Finally, the spatial plan was adopted by the RS Government in 2018.

One year after the adoption of the spatial plan for the special purpose area, the institutional responsibility of the interested parties involved in the protection and management of the site was significant, since a coordinating body was formed by the Government of the Republic of Serbia for the implementation of the Spatial plan for Belo Brdo [52]. It is also provided that the coordinating body will carry out tasks until the management of the Belo Brdo archaeological site is determined, and its tasks are ambitiously determined: (1) monitoring and coordination of activities on the implementation of the Spatial plan for the special purposes are for the Belo Brdo archaeological site; (2) considering and proposing priority projects determined by the Spatial plan, which are related to: rehabilitation of landslides; reconstruction and construction of embankments up to a height of 76.50 mm; construction of a sewage network; construction of a supply steel gas pipeline; construction of a museum facility; construction of the "Vinča" pier; (3) consideration and proposal of funding programs in accordance with priorities; (4) synchronizing the participation and work of competent institutions responsible for the implementation of individual projects in accordance with defined priorities; (4) defining the system of monitoring, evaluation and reporting on the implementation of the Plan; (5) consideration and proposal of an organizational model for the management of the archaeological site. Professional and administrative-technical support to the Coordination Body is provided by the Ministry of Culture and Information. Representatives of other bodies and organizations, as well as other experts, can participate in the work of the Coordinating Body. The following are appointed in the Coordinating Body: (1) for president: representative of the Minister of Culture and Information; (2) for the deputy president: representative of the Unit for the Implementation of Strategic Projects in the Office of the Prime Minister; (3) for members: representatives of the Cabinet of the Prime Minister, the Ministry of Construction, Transport and Infrastructure, the Ministry of Trade, Tourism and Telecommunications, the Republic Directorate for Water - Ministry of Agriculture, Forestry and Water Management, the Administration for Agricultural Land - Ministry of Agriculture, Forestry and Water Management, Administration for forests - Ministry of Agriculture, Forestry and Water Management, Department for Urban Planning, City of Belgrade, Republic Institute for the Protection of Cultural Monuments in Belgrade, Faculty of Philosophy in Belgrade and Museum of the City of Belgrade (Fig. 5). In addition to the above, the fact that the project Research, protection and presentation of archaeological sites in Belo brdo in Vinča for period 2020-2022. was declared as capital project for the Republic of Serbia [53] is an obvious proof that the state has begun to invest both administrative and financial efforts in Vinča.

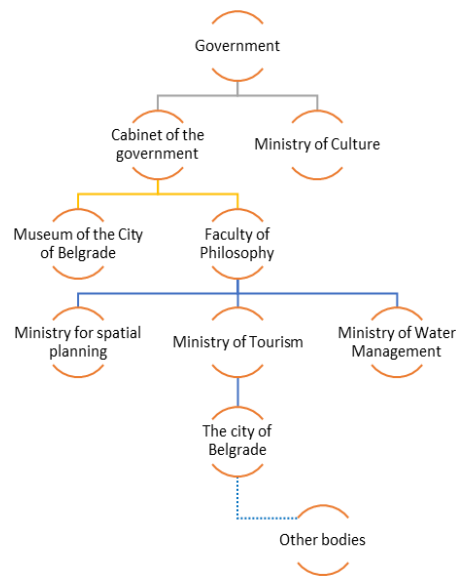


Fig. 5 Coordinating body for the management of the Belo Brdo archaeological site [52]

6. CONCLUSIONS AND RECOMMENDATIONS

This research confirmed the importance of the application of policy mechanisms (that is, the application of policies in the field of protection and sustainable use of cultural heritage) in solving problems and conflicts in the area of archaeological sites. More precisely, the synergy of legal measures (measures stipulated by international documents in the field of cultural heritage protection and planning and the law on the protection of cultural heritage) and planning measures (development of a spatial plan of the special purpose area for the Belo Brdo site and definition of planning measures for conflicts harmonization in the multi-actors environment) and their implementation, by the elected manager, leads to the sustainable protection, use and management of this cultural asset of exceptional importance.

The support of the state is very important in cultural heritage management and protection. This was proven through the Belo brdo case study, where the Ministry in charge of spatial planning was the holder of spatial plan preparation. Formation of coordinating body by the Government of the Republic of Serbia for the implementation of the spatial plan and inclusion the representatives of different ministries and bodies is the mechanism that can be recommended for future planning practices for cultural heritage sites.

The commission of the competent ministry for spatial and urban planning, which consists of representatives of planning experts from various fields, has proved in this paper to be a good coordination mechanism in the field of cultural heritage policy. However, new coordination mechanisms could also be considered in the field of cultural heritage protection. This is the model of development a management plan, applied in the case of Belo brdo which brought participatory planning methods to cultural heritage management.

There are many different cultural heritage management plans. However, for the needs of the management of the Belo Brdo archaeological site, and based on a detailed analysis of the current management situation, a combination of several management models is proposed as the most appropriate, such as a combination of the following three models: management by goals (the goals are defined with the full consent of the actors), management based on values (designs actions that will improve the values of the locality) and community-based management (a "bottom-up" approach, i.e. a decentralized model of management with the broadest participatory approach). This model includes actors as authors of the management plan while respecting the basic principles of heritage protection, based on an inter-thematic and inter-sectoral approach. The idea of the management plan is to coordinate sectoral approaches with maximum utilization of local potentials and resources. This paper highlights the importance of a comprehensive analysis of institutional and policy mechanisms as well as models of cultural heritage management, whose results can be applied to other cultural assets in the country and region.

A special challenge is defining new institutional arrangements in Serbia based on examples of cultural heritage management and planning from different parts of the world, such as those illustrated in this paper. The experiences that could be applied in Serbia include: engagement various stakeholder groups in the decision-making of local heritage management as in Lijiang, facilitating a large conversation with the community (Ballarat in Australia), new strategies by municipalities to improve collaboration and participation in development through social media and face-to face meetings (Kangas renewal area), formation a center, which promotes cultural activities for youngsters and encourages them to express their opinions about urban problems (Kangas renewal area).

REFERENCES

1. Zakon o kulturnim dobrima (Službeni glasnik RS, br. 71/94, 52/2011 - dr. zakoni, 99/2011 - dr. zakon, 6/2020 - dr. zakon i 35/2021 - dr. zakon) [Law on Cultural Heritage (Official Gazette of RS, No. 71/94, 52/2011 - other laws and 99/2011 - other laws)] (in Serban).
2. Zakon o kulturnom nasleđu (Službeni glasnik RS, broj 129/2021) [Law on Cultural Heritage (Official Gazette of RS, No. 129/2021)] (in Serban).
3. S. Stunpo, "Siracusa, Italy", In E. Rojas, F. Lanzafame, Eds. City Development: Experiences in the preservation of ten World Heritage Sites, Washington DC, Inter-American Development Bank, 2011, pp. 255-283.
4. A. Quartesan and M. Romis, "Oaxaca de Juárez, Mexico", In E. Rojas, F. Lanzafame, Eds. City Development: Experiences in the Preservation of Ten World Heritage Sites, Inter-American Development Bank, Washington DC, 2011, pp. 13-59.
5. M. Spiekermann, "Aleppo, Syria", In E. Rojas, F. Lanzafame, Eds., City Development: Experiences in the preservation of ten World Heritage Sites, Washington DC, Inter-American Development Bank, 2011, pp. 309-329.
6. T. Nyseth and J. Sognnaes, "Preservation of old towns in Norway: Heritage discourses, community processes and the new cultural economy", *Cities*, no. 31, 2013, pp. 69-75. DOI:10.1016/j.cities.2012.05.014
7. B. Edwards, T. Frasch and J. Jeyacheya, "Evaluating the effectiveness of land-use zoning for the protection of built heritage in the Bagan Archaeological Zone, Myanmar—A satellite remote-sensing approach", *Land Use Policy*, no. 88, 2019, 104174. <https://doi.org/10.1016/j.landusepol.2019.104174>
8. C. Gogolou and E. Dimopoulou, "Land Administration Standardization for the integration of cultural heritage in land use policies", *Land Use Policy*, no. 49, 2015, pp. 617-625. DOI:10.1016/j.landusepol.2015.01.029
9. S. Halder and R. Sarda, "Promoting Intangible Cultural Heritage (ICH) tourism: Strategy for socioeconomic development of snake charmers (India) through geoeducation, geotourism and geoconservation", *International Journal of Geoheritage and Parks*, vol. 9, No. 2, 2021, pp. 212-232. <https://doi.org/10.1016/j.ijgeop.2021.02.008>
10. B. Ashrafi B, M. Kloos and C. Neugebauer, "Heritage Impact Assessment, beyond an Assessment Tool: A comparative analysis of urban development impact on visual integrity in four UNESCO World Heritage Properties", *Journal of Cultural Heritage*, no. 47, 2021, pp. 199-207. <https://doi.org/10.1016/j.culher.2020.08.002>
11. J. Li, S. Krishnamurthy, A.P. Roders and van P. Wesemael, "Imagine the Old Town of Lijiang: Contextualising community participation for urban heritage management in China", *Habitat International*, no. 108, 2021, 102321. <https://doi.org/10.1016/j.habitatint.2021.102321>
12. R. Briwa, "The changing terrain of heritage at a Montana state park", *Journal of Historical Geography*, no. 71, 2021, pp. 17-27.
13. E. Caldeira and N. Tomaz, "Culture in development strategies of small and medium-sized European cities: A comparative analysis", In S. Hristova, M. Dragičević Šešić, N. Duxbury, Eds. *Culture and Sustainability in European Cities: Imagining Europolis* Routledge, London, 2015, pp. 86-100.
14. Y. Zhao, D. Ponzini and R. Zhang, "The policy networks of heritage-led development in Chinese historic cities: The case of Xi'an's Big Wild Goose Pagoda area", *Habitat International*, no. 96, 2020, 102106.
15. Odluka o utvrđivanju lokaliteta Belo brdo za arheološko nalazište (Službeni glasnik RS, broj 71/2009) [Decision on the determination of the Belo Brdo site as an archaeological site, no. 71/2009]
16. Republički zavod za zaštitu spomenika kulture Beograd: Studija istraživanja, zaštite i prezentacije arheološkog nalazišta Belo brdo u Vinči, 2016. [Republic Institute for the Protection of Cultural Monuments Belgrade: Study of research, protection and presentation of the archaeological site Belo brdo in Vinča, 2016] (in Serban).
17. Odluka o utvrđivanju nepokretnih kulturnih dobara od izuzetnog značaja i od velikog značaja (Službeni glasnik SRS, br. 14/1979 i 30/1989) [Decision on determination of immovable cultural assets of exceptional importance and of great importance, Official Gazette of SRS, no. 14/1979 and 30/1989]
18. J. Chapman, *Fragmentation in Archaeology: People, Places, and Broken Objects*, London, Routledge, 2000.
19. C.I. Suci, "Early Vinča Culture Dynamic in South-Eastern Transylvania", In S. Mills, P. Mirea, Eds. *The Lower Danube in Prehistory: Landscape Changes and Human-Environment Interactions*. Bucharest: Editura Renaissance, 2011, pp. 75-86.
20. S. Perić, "Drenovac: a Neolithic settlement in the Middle Morava Valley, Serbia", *Antiquity*, vol. 91 no. 357, 2017, e4, pp. 1-7.

21. J. Chapman, *The Vinca culture of South-East Europe: Studies in chronology, economy and society*, Oxford: British Archaeological Reports, Vol. 117, 1981.
22. Wikipedia, 2022. https://en.wikipedia.org/wiki/Vin%C4%8Da_culture#/media/File:Vin%C4%8Da_culture_locator_map.svg
23. Belgrade City Museum, Museum Collections, 2022. <http://www.mgb.org.rs/zbirke/pregled/531>
24. M. Vasić, *Preistoriska Vinča: Oblici grobova, Mistične oči, Igra na tabli, Datovanje Vinče*, Izd. Državne štamparije, Vol. 2, 1932.
25. D. Srejšević, Miloje M. Vasić, *tvorac srpske arheološke nauke*, Elektronsko izdanje, Biblioteka Lavirint, Beograd, Knjiga 10, 1985.
26. *Zakon o ministarstvima (Službeni glasnik RS, broj 128/2020)* [Law on Ministries (Official Gazette of RS, no. 128/2020)] (in Serban).
27. Republički zavod za zaštitu spomenika kulture, 2022. http://www.heritage.gov.rs/cirilica/nadleznost_zavoda.php
28. *Zakon o lokalnoj samoupravi (Službeni glasnik RS, br. 129/2007, 83/2014 - dr. zakon, 101/2016 - dr. zakon, 47/2018 i 111/2021 - dr. zakon)* [Law on Local Self-Government (Official Gazette of RS, no. 129/2007, 83/2014 - dr. Law, 101/2016 - dr. Law, 47/2018 and 111/2021 - dr. Law) (in Serban)].
29. Muzej grada Beograda. <http://www.mgb.org.rs/visit/details/4>
30. Srbija na dlanu, 2021. <https://www.srbijanadlanu.rs/upoznaj-srbiju/arheoloska-nalazista/vinca/>
31. Blic, 2013. <https://www.blic.rs/kultura/vesti/ponvo-otvorena-postavka-na-arheoloskom-lokalitetu-belo-brdo-u-vinci/dsv7tjn>
32. Preduzeće za geološka istraživanja Geolfa d.o.o. Beograd: Geoteničko stanje terena je u potpunosti analizirano kroz Geotehnički elaborate za potrebe sanacije klizišta-odrona na arheološkom lokalitetu Belo brdo, 2012 [Geological Research Company Geolfa d.o.o. Belgrade: Geotechnical study for the needs of landslide-landslide rehabilitation at the archaeological site Belo Brdo, 2012] (in Serban).
33. Muzej grada Beograda: Godišnji izveštaj ustanove, Beograd, 2021.
34. Muzej grada Beograda: Program rada za 2022 godinu. Beograd, 2022.
35. J. Caust and M. Vecco, "Is UNESCO world heritage recognition a blessing or burden? Evidence from developing Asian countries", *J. Cult. Heritage*, no. 27, 2017, pp. 1–9. DOI: 10.1016/j.culher.2017.02.004
36. N. Kurtović-Folić, "Kulturno nasleđe kao javno dobro – ekonomsko i društveno vrednovanje konzervacije (u Srbiji)", U B. Šekarić, Ed. *Moderna konzervacija 2*. Nacionalni komitet ICOMOS Srbija, Beograd, 2014, str. 37–46.
37. L. Terzieva, "Entrepreneurial learning and communities of practice: the case of the cross-border cultural tourism development Bulgaria–Romania", In J. Ateljević, J. Trivić, Eds. *Economic Development and Entrepreneurship in Transition Economies Issues, Obstacles and Perspectives*, 2016, pp. 271–286.
38. UN: *Transforming Our World: the 2030 Agenda for Sustainable Development*, United Nations, New York, 2015.
39. UN-Habitat: *International Guidelines on Urban and Territorial Planning*, Nairobi, Kenya, 2015.
40. UNESCO WHS: *Convention for the Safeguarding of the Intangible Cultural Heritage*, Paris, Report of the Second Consultation on its Implementation by Member States, UNESCO World Heritage Centre, 2003.
41. COE: *European Convention on the Protection of the Archaeological Heritage*, Valetta, 1992.
42. COE: *European Landscape Convention*, Florence, 2000.
43. COE: Recommendation No. R (89) 5 of the committee of ministers to member states concerning the protection and enhancement of the archaeological heritage in the context of town and country planning operations (Adopted by the Committee of Ministers on 13 April 1989 at the 425th meeting of the Ministers' Deputies).
44. M. Matić, "Pravni aspekti zaštite arheološkog nasleđa", *Nasledje*, XII, Beograd, 2011, str. 283-288.
45. S.G. Popović, M. Dobričić and S.V. Savić, "Challenges of sustainable spatial development in the light of new international perspectives-The case of Montenegro", *Land Use Policy*, No. 105, 2021, 105438. DOI: 10.1016/j.landusepol.2021.105438
46. M. Maksić, M. Dobričić and S. Trkulja, "Institutional limitations in the management of UNESCO cultural heritage in Serbia: The case of Gamzigrad-Romuliana archaeological site", *Land Use Policy*, No. 78, 2018, pp. 195-206. DOI: 10.1016/j.landusepol.2018.06.055
47. J. Petković, "European Cultural Policy: Priorities and Practices in the field of Cultural Heritage", *Facta Universitatis, Series: Philosophy, Sociology, Psychology and History*, vol. 18, no. 3, 2019, pp. 115 – 130. <https://doi.org/10.22190/FUPSPH1903115P>
48. *Zakon o Prostornom planu Republike Srbije od 2010. do 2020. godine (Službeni glasnik RS, broj 88/2010)* [Law on Spatial Plan of the Republic of Serbia from 2010 to 2020 (Official Gazette of RS, no. 88/2010)] (in Serban).

49. Prostorni plan područja posebne namene arheološkog nalazišta Belo brdo (Službeni glasnik RS, broj 85/2018) [Spatial plan for the special purpose area of the archaeological site Belo Brdo (Official Gazette of RS, no. 85/2018)] (in Serban).
50. Zakon o planiranju i izgradnji (Službeni glasnik RS, br. 72/2009, 81/2009 - ispr., 64/ 2010 - odluka US, 24/2011, 121/2012, 42/2013 - odluka US, 50/2013 - odluka US, 98/2013 - odluka US, 132/2014, 145/2014, 83/2018, 31/2019, 37/2019 - dr. zakon, 9/2020 i 52/2021) [Law on Planning and Construction (Official Gazette of RS, no. 72/2009, 81/2009 - april, 64/2010 - decision US, 24/2011, 121/2012, 42/2013 - decision US, 50/2013 - decision US, 98/2013 – decision US, 132/2014, 145/2014, 83/2018, 31/2019, 37/2019 - another law, 9/2020 and 52/2021)] (in Serban).
51. Odluka o izradi Prostornog plana područja arheološkog nalazišta Belo brdo (Službeni glasnik RS, broj 43/2017) [Decision on the development of the Spatial Plan of the area of the Belo Brdo archaeological site (Official Gazette of the RS, no. 43/2017)]
52. Odluka o obrazovanju Koordinacionog tela za implementaciju Prostornog plana područja posebne namene arheološkog nalazišta Belo brdo (Službeni glasnik RS, broj 40/2019) [Decision on the formation of the Coordinating Body for the Implementation of the Spatial Plan for the Special Purpose Area of the Belo Brdo Archaeological Site (Official Gazette of the RS, no. 40/2019)]
53. RTS, 2020. <https://www.rts.rs/page/magazine/sr/story/2523/nauka/4172007/konacna-zastita-arheoloskog-lokaliteta-vinca.html>.
54. Zakon o turizmu (Službeni glasnik RS, broj 17/2019) [Law on Tourism (Official Gazette of RS, no. 17/2019)] (in Serban).
55. Odluka o proglašenju Turističkog prostora Tvrdava Golubački grad (Službeni glasnik RS, broj 41/2011) [Decision on the declaration of the Golubački grad Fortress Tourist Area (Official Gazette of the RS, no. 41/2011)]
56. Odluka o proglašenju Turističkog prostora Palić (Službeni glasnik RS, broj 37/2012) [Decision on the declaration of Palić Tourist Area (Official Gazette of RS, no. 37/2012)]
57. Odluka o proglašenju Turističkog prostora Lepenski Vir (Službeni glasnik RS, broj 41/2011) [Decision on the declaration of the Lepenski Vir Tourist Area (Official Gazette of the RS, no. 41/2011)]
58. M. Dobričić, R.S. Kesić and B. Josimović, "The Spatial Planning, Protection and Management of World Heritage in Serbia", *Spatium*, no. 36. 2016, pp. 75–83. DOI: 10.2298/SPAT1636075D
59. Priručnik o standardima za izradu planova upravljanja kulturnim nasleđem, OEBS, 2020.
60. K. Živanović, "Menadžment plan kulturnih dobara kao preduslov za održivi razvoj lokalne zajednice", *Zbornik radova Fakulteta dramskih umetnosti* 21, 2012, str. 325-332.

PREVAZILAŽENJE KONFLIKATA U PODRUČJIMA KULTURNOG NASLEĐA: STUDIJA SLUČAJA BELO BRDO-VINČA U BEOGRADU, SRBIJA

U radu se istražuju problemi zaštite i upravljanja kulturnim nasleđem u Srbiji i mogućnosti prevazilaženja konflikata u ovim područjima. Kao studija slučaja analizirano je arheološko nalazište Belo Brdo u gradu Beogradu. Arheološko nalazište Belo Brdo je od međunarodnog značaja i predstavlja najveće i najznačajnije višeslojno praistorijsko naselje u Evropi i istoimeno nalazište mlađe neolitske, vinčanske kulturne grupe. Glavni istraživački problem je kako se konflikti između zaštite kulturnog nasleđa i drugih aktivnosti mogu uskladiti u oblastima kulturnog nasleđa. Osnovni cilj istraživanja je definisanje mogućih pravaca unapređenja prakse planiranja i upravljanja u oblastima kulturnog nasleđa, uključujući institucionalne i mehanizme politika, kao i odgovarajući model upravljanja. Rezultati istraživanja mogli bi da budu primenljivi u budućoj praksi planiranja drugih objekata kulturnog nasleđa u zemlji i regionu.

Ključne reči: kulturno nasleđe, arheološko nalazište Belo Brdo-Vinča, konflikti, institucije, politike, prostorno planiranje