

THE CHALLENGES OF PLANNING IN THE FIELD OF CULTURAL HERITAGE IN SERBIA

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Abstract. *Serbia is characterized by a rich cultural heritage and cultural diversity, as well as by a developed system of protecting cultural property. The current trend is that of a constant increase of the number of registered cultural properties under protection. Urban settlements in Serbia are characterized by specific typological characteristics and recognizable architectural typologies that are valuable architectural heritage as well as an urban identity factor. Together, protected cultural property and architectural heritage belong to a wider concept of urban heritage in the sense comprised in the modern charters on the protection of cultural heritage (HUL). The primary starting point of the paper is that the law and plans in Serbia must become more sensitive to the context. In addition to protecting registered property, the protection of buildings and other structures that are not cultural heritage should also be introduced. However, current planning practice in Serbia does not sufficiently recognize cultural heritage in the wider sense of urban heritage, nor does it affirm it as an important resource for sustainable development. By analyzing the planning context, the problems and challenges in terms of institutional, legal and governance frameworks, as well as planning methodologies, can be identified. The paper is a contribution to the contextual analysis within the National Strategy for the Sustainable and Integral Urban Development of Serbia (currently developing within a wider team of experts), with the aim of affirming the cultural potential of Serbia and incorporating the topic of cultural heritage as a resource for sustainable development into Serbia's development programs and projects.*

Key words: *cultural heritage, urban heritage, planning, Serbia.*

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1. INTRODUCTION

Serbia is characterized by a rich cultural heritage and by a developed system for the protection of cultural property, as well as by the positive trend of a constant increase of the number of registered cultural properties. In addition, Serbia is a signatory to several international charters in the field of protecting cultural heritage, which, since the UNESCO's Convention concerning the protection of the world cultural and natural heritage (1972), have been constantly developing to extend the concept of cultural heritage, emphasizing its universal values, and calling on signatories to adapt their institutional and legal frameworks to new trends in conservation. From the aspect of sustainable urban development, the Convention for the Protection of the Architectural Heritage of Europe (1985) defines architectural heritage very broadly to include monuments, groups of buildings and localities. It reminds us that buildings that are not under institutional protection also have an important role in creating a quality urban and rural environment, and they cannot be excluded from the program of renewal, preservation and adaptation for new purposes, which stimulates the economic, social and cultural development of states and regions. This promotes a cross-sectoral and integrative approach to the protection of cultural heritage, which is at the core of contemporary urban development policies, as is the most recently adopted UNESCO's Recommendation on the Historic Urban Landscape (HUL)¹. This charter has not been ratified in Serbia, but the scientific and professional community are familiar with the latest trends in conservation and there are efforts to integrate them into practice (e.g. Šekarić, 2013).

However, despite the existence of favorable preconditions for improving an already developed system of protection, in Serbia, as in the majority of developing countries there is a problem with discrepancies between the institutional and legal framework and international recommendations. Cultural heritage continues to include primarily individual monuments, which in terms of their number dominate the structure of registered cultural property (see section 1). In this way, structures of vernacular architecture, industrial heritage, Modern architecture and valuable ambient units most commonly are not objects of protection or conservation and restoration programs, even though they possess significant architectural, urban, civilizational value and/or are important landmarks of cultural and historical development.

This approach to the valorization of the built structure leads, on the one hand, to neglecting the surroundings of protected entities, and very often also to the degradation of ambient units, especially by means of illegal construction, which in Serbia presents a special problem within urban development (see, for example, Meili, M. et al, 2012). On the other hand, we have a problem with the deterioration of urban settlements and valuable examples of architecture which are not recognized through institutional protection, or through plans and strategies. These problems can only be resolved through an interdisciplinary approach that includes a holistic understanding of space – its significance, character and identity. The absence of an interdisciplinary approach is not only a characteristic of developing countries, but rather a global problem that arises as a result of insufficient communication between

¹ In accordance with the HUL Convention (EU Report 2004 - Sustainable Development of Urban Historical Areas through Active Integration within Towns) - urban heritage includes 3 main categories: monumental heritage of exceptional cultural value; non-exceptional elements of heritage but which are shown in a coherent manner with relative richness, and new urban elements (e.g. buildings, open public spaces and infrastructure).

different professions involved in the creation and management of space (Niković and Roter Blagojević, 2018).

The precise need is for holistic strategies and coordinated actions among all participants involved in the urban development processes of modern cities, on the basis of key international documents dealing with the sustainable development of modern cities (i.e., EC, Leipzig charter, 2007). A particular emphasis is placed on the importance of establishing a territorial approach to preserving cultural heritage that involves connecting cultural heritage with all aspects of the space².

The paper presents an analysis of the planning context for cultural heritage in Serbia. It presents the institutional and legal framework in which the protection, planning and management of cultural heritage take place in Serbia. A particular emphasis is placed on the treatment of cultural heritage in planning documents, the subject of institutional protection, and the regime of protecting cultural property. The second section emphasizes the importance of cultural and historical heritage for strengthening the urban identity of settlements in Serbia as an important lever of sustainable development. The third section presents initiatives for including Serbia in international trends in which its cultural potential is recognized, especially as a part of the international cultural heritage.

2. APPROACH TO THE PROTECTION AND PLANNING OF CULTURAL HERITAGE

In Serbia, the protection of cultural heritage is under the jurisdiction of public institutions – the competent Ministry of Culture and Information of the Republic of Serbia and the Republic Institute for the Protection of Cultural Monuments, and the networks of provincial, regional and city institutions. The Republic institute holds a Central Register of Immovable Cultural Property (CR) divided into four categories: cultural monuments, spatial cultural and historical complexes, archaeological sites and landmarks, each of which can be classified according to the statutory criteria as property of great or exceptional significance.

According to information available from the Republic Institute for the Protection of Cultural Monuments (http://www.heritage.gov.rs/cirilica/nepokretna_kulturna_dobra.php) until 2018, 2536 immovable cultural properties were recorded in the CR, of which 2192 are cultural monuments, 77 spatial cultural-historical units, 191 archaeological sites and 77 landmarks. Of the 782 objects categorized as immovable cultural property there are 200 of exceptional importance and 582 of great importance. Among the immovable cultural property of exceptional importance, there are 155 cultural monuments, 11 spatial cultural-historical units, 18 archaeological sites and 16 landmarks, and among the immovable cultural property of great importance are 512 cultural monuments, 28 spatial cultural-historical units, 25 archaeological sites and 17 landmarks.

In Serbia there are 12 sites (or 6 entries) under the protection of UNESCO: the Stari Ras medieval complex of monuments and Sopoćani monastery, 4 monasteries in Kosovo,

² http://ec.europa.eu/regional_policy/sources/policy/what/territorial-cohesion/territorial_agenda_2020.pdf

The accent is on managing and linking ecological, landscape and cultural values in certain regions. It is also understood to include activities that emphasize the preservation of these values. 'We support the protection, rehabilitation and utilization of heritage through a place-based approach. Improving regional and local identity by strengthening awareness and responsibility of local and regional communities towards their environments, landscapes, cultures and other unique values is also important'.

the remains of Romulijana palace and three Stećci Medieval Tombstone Graveyard sites. In addition, 11 other sites have been proposed, of which there are: 1 monastery, 3 national parks, 1 nature reserve, 1 archaeological site, 1 historical place, 1 settlement, 1 fortress, 1 rare natural phenomenon and one cultural belt (Danube limes).

Currently, the database that makes up the Central Registry is only available as a tabular display of properties in the order of their declaration and according to the competent institution for the protection of cultural monuments. There is no spatial distribution or connection with the division of the territory of Serbia into spatial units, neither is there a possibility of filtering the database according to different attributes of the cultural property.

The Report on the Implementation of the Spatial Plan of the Republic of Serbia and the state of spatial development from 2014 shows the number of protected cultural properties by administrative districts (Table 1). A comparison of the data from 2014 and 2017 indicates a growth in the number of registered cultural properties³.

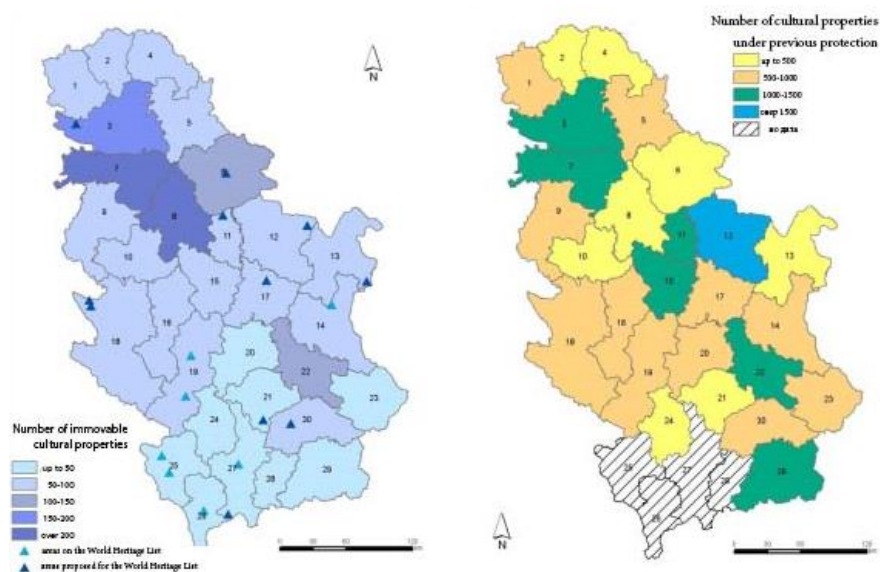


Fig. 1 Left: Number of protected cultural properties in the region.

Right: Number of cultural heritage sites and integral units proposed for protection (source: Report on the implementation of the Spatial Plan of the Republic of Serbia and the state of spatial development from 2014).

³ This positive trend is not supported by the fact that the declaration of properties enjoying prior protection and their identification as immovable cultural property is slow.

Table 1 Number of cultural goods by category and importance - by administrative district (source: Report on the implementation of the Spatial Plan of the Republic of Serbia and the state of spatial development from 2014).

Area (administrative district)	Type of cultural property				Degree of protection		Total
	Monument of culture	Spatial cultural and historical complex	Archaeological site	Landmark	Exceptional importance	Great importance	
REGION OF BELGRADE							
Belgrade region							413
City of Belgrade	374	9	22	8	14	51	413
REGION OF VOJVODINA							
West Bačka	58	3	2	1	1	34	64
South Banat	110	2	5	2	8	48	119
South Bačka	156	11	11	8	20	67	186
North Banat	55	1	4	0	4	25	60
North Bačka	81	3	0	4	2	20	88
Central Banat	58	1	1	1	1	33	61
Srem	175	4	16	20	30	124	215
REGION OF ŠUMADIJA AND WESTERN SERBIA							
Zlatibor	75	3	16	1	13	22	95
Kolubar	83	3	9	3	1	14	98
Mačva	63	3	4	9	6	7	79
Morava	67	1	4	3	5	22	75
Pomoravlje	58	1	4	2	3	10	65
Podunavlje	52	0	1	1	3	7	54
Braničevo	72	1	18	1	2	9	92
Šumadija	84	4	5	2	6	18	95
REGION OF SOUTHERN AND EASTERN SERBIA							
Bor	40	6	26	1	8	6	73
Zaječar	70	7	3	0	1	5	80
Jablanica	49	0	8	0	1	6	57
Nišava	127	2	9	5	6	12	143
Pirot	29	1	2	0	1	6	32
Pčinja	30	1	1	0	1	9	32
Toplica	21	0	3	0	2	6	24
Rasina	34	2	3	2	2	20	41
Raška	79	4	10	1	11	30	94
REGION OF KOSOVO AND METOHIJA							
Kosovo	11	1	1	0	12	0	13
Kosovo- Mitrovica	10	0	0	0	6	0	10
Kosovo-Pomoravlje	5	0	0	0	4	0	5
Peć	23	0	0	0	19	0	23
Prizren	19	0	0	0	19	0	19
Total	2168	74	188	75	212	611	2505

The review of property according to the administrative districts given in the 2014 Report provides insight into the spatial distribution of property and the allocation of areas according to the concentration of cultural property (Table 1). Accordingly, it can be concluded that the largest number of registered cultural properties is concentrated in the Belgrade and the Vojvodina region (especially Danube area), while the number of sites on the World Cultural Heritage List is concentrated in other regions (Figure 1).

This difference could be due to the fact that the Belgrade and Vojvodina regions are more developed and that their protection services are more active and supported. This further underlines the relativity of quantitative indicators and the need to connect them with spatial displays and other indicators. Also, quantitative indicators do not indicate the cultural and historical significance of certain parts of Serbia. Some of them, particularly those in western and eastern Serbia and Kosovo, which had great historical significance, now fall into the category of underdeveloped areas of Serbia due to their socio-economic circumstances, and they consequently have less developed protection services⁴.

The Ministry of Culture and Information of RS and UNESCO launched the project “The Digitization of Immovable Cultural Monuments” (<http://spomenickulture.mi.sanu.ac.rs/about.php>) that was implemented by a multidisciplinary team at the Mathematical Institute of the Serbian Academy of Sciences and Arts. So far it contains records of 1335 protected immovable cultural monuments. Its most important contribution is the mapping of heritage, as well as the possibility to search by category and type of monument. It particularly highlights development projects, and in this way affirms an integrative approach to the protection, planning and improvement of cultural heritage in Serbia. However, it is necessary for this database to be completed, and to be equally accessible, visible and editable by all institutions involved in the protection, planning and management of the development of cultural heritage.

2.1. The treatment of immovable cultural heritage in planning documents

The Law on Planning and Construction requires institutions for the protection of cultural monuments to be involved in the planning process by issuing documents on measures of protection in the planned areas that contain cultural and historical values, and which must be further integrated into the graphic and textual part of planning documents. In this way, the Law includes institutions for the protection of cultural monuments in the planning system in Serbia, which is based on the principle of hierarchical connections from large-scale spatial/regional plans to more detailed plans – urban, and especially regulatory plans. This legally prescribed procedure opens up the possibility for the strategic goals of protecting cultural heritage found in in general plans to be operationalized at the level of detailed plans.

⁴ In Serbia there are 14 institutes for the protection of cultural monuments. Territorial jurisdiction was established by the Decision on determining the territory of the Institutes for the Protection of Cultural Monuments. All institutions are responsible for several cities and/or municipalities. According to the Strategy for the Culture Development of the Republic of Serbia from 2017 to 2027 [2017, draft version], the system for the protection of immovable cultural heritage was decentralized in 2003 in an incomplete manner. Then, the responsibility for financing the core activities of all institutes for the protection of cultural monuments, excluding the Republic Institute, was transferred from the Ministry of Culture to the administration of the cities where their seats are located. Thus, the immovable cultural heritage in the territory of the Republic of Serbia has been placed in an unequal position, since the financing of its protection has become the responsibility of only certain cities, whose capacities are different and, in all cases, insufficient.

In the practice of spatial and urban planning the problem of the inadequate treatment of cultural property can be recognized in planning documents – they are seen as isolated entities without planned relationships with the wider environment that creates their context. This often leads to the degradation of their environment, especially by means of illegal construction, which in the case of Serbia is an irreversible process with a long-term negative effect on the quality of the built environment.

This is supported by the fact that the documents (conditions for the development of plans) issued by the cultural heritage protection services contain only data on declared and registered cultural properties, and their description, category and significance. There are no practical guides or methodologies for the research and evaluation of wider cultural and historical values that can be implemented in planning processes, particularly in terms of cases of regeneration (Niković and Roter Blagojević, 2018). In addition, since it is not legally binding, the possibility is not used for examining a location in detail in regulatory plans through the instrument of urban design, which would encourage a broader understanding of planning solutions by the local community and consequently contribute to more active public participation in the planning procedure. It is important that this theme is also recognized by the conservation experts who revise conservation approaches in the context of planning. They recognize that through the detailed analysis of a location, clear principles can be defined on which a planning solution is based, the application and respect of which could conserve the existing context (Dimitrijević Marković, S., 2012).

As valuable architectural heritage, objects of vernacular architecture, which make up the biggest percentage of the urban fabric in urban areas, are insufficiently recognized, as is the case for industrial heritage. In the practice of protection, the architectural heritage of the 20th century is neglected, which in particular refers to structures of the Modernist architecture and urbanism have arisen since the Second World War and possess significant historical, cultural and civilizational values.⁵

Up to 2018, 2536 immovable cultural properties were registered in the CR, of which only 78 are cultural-historical units. For comparison, only in Belgrade there are 160 properties registered that enjoy previous protection and 34 complexes with architectural and historical value⁶. According to the Cultural Property Law (1994), previous protection involves a status lasting 2 years, which is then lost if the nominated structure is not officially declared a cultural asset and is included in the CR. Consequently, the fate of cultural heritage depends on its treatment in planning documents, i.e. on the methodology applied to analyze the current state and valorize the construction fund. In the current practice, so far, with fewer deviations, there has been little attention given to these planning phases since they are not legally binding.

Based on data that are publicly available, in principle it can be estimated that the protection of cultural heritage is better integrated into planning processes in larger urban settlements. So, for example, in planning documents in Belgrade the term ‘urban protection’ occurs that includes both architecture and the urbanism of Modernism (Master Plan of Belgrade, 2016). However, this approach is not represented at the level of Serbia, but is a

⁵ Do.co.mo.mo. Serbia is registered within the framework of the Association of Architects of Belgrade (DAB), as a national working group that brings together experts, namely architects, conservators and historians of art and architecture, who deal with the modern movement in architecture and urbanism in Serbia. <http://www.docomomo-serbia.org/registar/>.

⁶ According to data available on the website of the competent institutions for the protection of cultural monuments.

consequence of improving the conservation approach in individual institutions or the position of those processing planning documents. So far, there are no strategic documents at the national level, which would also include other urban settlements.

2.2. The object of protection

So far, Serbia has participated in several programs and projects for the rehabilitation of the architectural and archaeological heritage of South Eastern Europe under the auspices of the Council of Europe and the European Commission (COE, 2014). A document entitled the Priority Intervention List adopted by the Ministry of Culture of the Republic of Serbia (2008) represents a significant contribution to the understanding of cultural heritage in terms of its comprehensiveness, that is, a widening of the scope of protection to also include those structures and units of architectural heritage that are not currently included in the CR. The need is also recognized for improving the documentation techniques, by digitizing heritage and ensuring open access to the digitized material. In addition to digitizing the complete registry, it is particularly important for heritage planning to map immovable cultural properties and characterize their areas through GIS and similar techniques.

The major problem is the lack of harmonization between the current Cultural Property Law and international documents. The law does not recognize the category of cultural landscape, even though since 2011 the European Landscape Convention (Florence, 2000) has been ratified in Serbia. This further increases the gap between the attitudes of professionals which tend towards modern conservation approaches to the protection and planning treatment of cultural heritage on the one hand, and the practice of protection and planning based on the Law, on the other.

Existing definitions of categories of cultural properties given by the Law do not reflect a holistic understanding of space as a specific and unique area in which connections are made between the material and non-material factors of cultural heritage and its surroundings. For some categories, definitions are based on their material factors (morphological, architectural, urban values), while others are based on their intangible factors: historical, cultural, and memorial values⁷.

Widening the scope of protection from individual monuments to wider urban and rural units and the cultural landscape, particularly the historical landscape, is the basis of modern conservation approaches, but it is an imperative of sustainable urban development. It requires a platform for interdisciplinary cooperation for establishing a balanced, integrative and sustainable process of managing space.

⁷ One problem is the categories of cultural properties and the definition of two categories related to historical places in the *Cultural Property Law* (RS, 1994): *cultural-historical complexes* are defined as urban and rural settlements, or parts of them, and areas with several immovable cultural properties of special cultural and historical importance; and *landmarks/places of significance/heritage sites* are defined as areas relating to important historical event, spaces with natural and cultural values or memorial complexes. We can see that in those two categories tangible and intangible values are separated: the category *cultural-historical complexes* considers urban and rural settlements and focuses on its tangible values (morphological, architectural, spatial etc.); and the category *landmarks/heritage sites* is focused on historical, cultural, natural and memorial sites and their intangible values (historical, cultural, memorial, etc.). The Law does not recognize the historical place holistic as a specific and unique area which reflects the relationship between tangible and intangible heritage and the natural environment.

3. BUILT HERITAGE AFFIRMING THE IDENTITY OF URBAN SETTLEMENTS IN SERBIA

The urban and rural settlements of Serbia were formed and gained their character and identity over a long period of time – through developmental stages spoken about by the material remains of different civilizations that have settled on the Balkan Peninsula from prehistoric times to today – Roman, Byzantine and Ottoman to the modern European civilization, including the period of socialism. In addition to the material remains recorded in the CR as cultural property, important factors in the character and identity of settlements are their geomorphologic characteristics and elements of the urban and physical structure observed at different levels of detail – the street system, public spaces, buildings, construction details and materials.

All these elements represent important cultural potential. However, the typology of settlements and the typology of urban and physical structures that are based on the identification and classification of these characteristics and elements are not adequately identified in the legal and planning documents. The rules of construction in the regulatory plans are not often defined in accordance with the character of the subject area, but are transferred from higher-order plans without re-examination in relation to the specificity of a particular site. Also, it is often the case that the same rules of construction apply to all parts of a settlement regardless of the differences in their visual and cultural identity.

In accordance with the Law on Planning and Construction (2014) for urban renewal zones, the detailed regulation plan elaborates a compositional or design plan. In addition, for specific areas covered by planning documents, it is not mandatory to carry out spatial checks, which would be useful for examining the limitations and possibilities of a particular location, and in particular for the valorization of the architectural heritage that does not have the status of immovable cultural property along with its urban protection.

In the last three decades in Serbia there have been forms of construction and transformations that are not harmonized with the principles of sustainable development. The problem of insufficient recognition and differentiation of the characteristics of the urban structure in the planning, design and construction procedures is reflected in the distortion of the identity of urban settlements. It additionally negatively affects the quality of the environment and the possibilities for sustainable development. Non-critical interventions in the space, and in particular partial construction, disturbs the balance of elements that must be present in the concept of architectural and urban solutions - greenery, open space, relationship with the street and neighboring buildings and plots. Partial construction is a consequence of the dominance of private interest in decision-making, which moves along the line of maximum exploitation of the construction potential of a location.

Based on the analysis of the existing state of the urban and physical structure in the settlements of Serbia, the necessity for the reconstruction of unregulated urban districts was noticed. There are problems concerning the absence of horizontal and vertical regulations, the lack of harmonization of the dimensions of old and new buildings, the insufficient width of the street regulation both according to the height of buildings and in relation to the functioning of pedestrian traffic, the high density of construction at the level of the block, where the percentage of poor construction resources in the interior of the blocks is high, and the inadequate treatment of open spaces in the city – squares, the neglect of green areas, inactive space – “pockets”; there is also the unresolved issue of economic objects that are

not in use and that are building resources in the process of deteriorating (Strategija održivog razvoja opštine Stari Grad, 2012).

Neither planning methodology nor instruments to implement plans have been developed, which, instead of partial construction at the level of the individual plot, would result in the planning and implementation of future construction at the level of the whole urban unit, primarily blocks, including the maintenance of these units.

The Spatial Plan of the Republic of Serbia distinguishes priority cultural areas that enjoy special treatment. As in the case of cultural heritage, there is no digitization of architectural heritage. It is necessary to establish a cadastre of spatial and physical structures that can be used in planning and design procedures. A methodology for the operationalization of the objectives for developing cultural areas by means of planning documents has not been developed.

3.1. Awareness of the importance of cultural and architectural heritage

There is a developed awareness among the scientific and professional public about the importance of culture and the protection of cultural and architectural heritage. A field that connects the disciplines of planning and conservation is also suggested, such as urban morphology. It could be a useful tool for consolidating knowledge about urban heritage, as well as being a common research platform on the urban form that facilitates the integration of theory into practice (Niković and Manić, 2017, Niković, 2015).

However, if we observe the general state of consciousness about architectural heritage, we come to the following data. According to the research by the Tourist Organization of Serbia (2016) the main destinations for foreign tourists in Serbia are cities, and the main motive for visiting them is the cultural and historical heritage. On the other hand, an analysis of the attitudes and habits of domestic tourists shows that the most visited destinations are mountains, and that the main motive for visiting the countryside is clean air. Cultural and historical heritage is ranked 10th on a list of priority motives, which speaks very clearly about the insufficient presentation of heritage and education of the local population. This further points to the universal value of the cultural heritage represented in Serbia and the need for its promotion as a resource for sustainable development.

One of the causes of the insufficiently developed consciousness on cultural heritage by the local population is certainly the underdeveloped interpretation, animation and mediation at heritage sites and cultural institutions. After decades of isolation and unfavorable economic circumstances, the awareness of cultural heritage as a common world heritage has been lost. The mechanisms for financing programs and projects that revitalize cultural and architectural heritage are not sufficiently developed. At the moment, the main source of funding is the national budget, although back in the 1980s the percentage of the contribution towards culture was reduced. A particular problem is the insufficient participation of the public and the passivity of local communities in the planning and design processes in protected zones. One of the causes of this is the lack of information, which could be improved by the presentation of heritage in the media.

4. INTERNATIONAL PROGRAMS AND PROJECTS

International projects and programs are important instruments in the development of an integrative approach to planning settlements in Serbia, through which cultural heritage is affirmed as an integral part of European cultural heritage. Serbia has already been or is currently involved in some of them (in particular, programs and projects involving an integrated approach to the planning of the Danube area).

In accordance with The Strategy for the Culture Development of the Republic of Serbia from 2017 to 2027 [draft version], regarding Serbia's international cooperation, strategic goals were set out in the field of culture: strengthening bilateral cooperation, the improvement of multilateral cooperation and the process of European integration.

Multilateral cooperation involves cultural cooperation between the member states of international organizations, and the introduction of international standards and generally accepted norms and principles that contribute to the common good.

In the framework of multilateral cooperation, cooperation with UNESCO, the Council of Europe, and the countries of central and eastern Europe and China is especially emphasized, in particular the improvement of regional cooperation.

Cooperation with UNESCO includes the protection and preservation of cultural heritage (5 UNESCO conventions, of which Serbia has ratified 4).

The process of European integration envisages involvement in European Union programs such as the Creative Europe Program, the program to support the city of Novi Sad as the European Capital of Culture for 2021 and the European Heritage Label program; then participation in European Union funds is envisaged – IPA funds for European Union candidate countries. In addition, involvement in Serbian projects for the implementation of the European Strategy for the Danube Region (EUSDR), as well as the Adriatic-Ionian Strategy (EUSAIR) and their programs, is important.

One instrument for strengthening the role of heritage is national urban policies (NUP) and another is strategic national documents. In this way, an inter-sectoral approach to the treatment of urban heritage is made possible. The United Nations New Urban Agenda and the Leipzig Charter propose the adoption of national development policies and local and national partnership as one of the key drivers of change. National urban policies are tools to support the implementation of the New Urban Agenda, the goals of sustainable development and other global agreements such as, for example, the agreement on climate change protection.

The report “Ten Years after the Leipzig Charter” (2017) is the first attempt to provide a comprehensive picture of the level of progress of the NUP process. Although urban changes and possibilities are contextually different and institutions vary from country to country, systematic qualitative informatics provides lessons and identifies good practices regarding the development of a national urban policy. The report offers comparative results not only in terms of the phases and elaboration of policies in each country, but also the sectors and other specific issues that the policy can cover. This creates ground for further analytical work with precise and clear information.

If we take Germany as an example of a highly developed country that first created a National Policy and Slovenia, which like Serbia is contextually closer to a country that at the same time managed to make a significant shift towards national policy through its own Spatial Development Strategy, we come to the following results. In Germany, the culture of construction and the improvement of urban design are seen as one of the key fields of

work. In Slovenia, the strategy focuses on vital and attractive cities and urban settlements through the quality of management and planning, especially for cultural heritage. Key measures for strategic urban development are the reconstruction and revitalization of built areas, as well as land conversion.

The National Strategy for Sustainable and Integrated Urban Development of Serbia provides a chance to recreate a common platform to review existing contributions and to review urban development goals. The harmonization of different national policies according to the New Urban Agenda and Leipzig Charter as foundational documents makes a comparative analysis of progress towards global goals possible. A comparative analysis of the situation in the countries that have advanced in terms of their national policies shows that cultural heritage occupies a high position and represents a significant indicator of development – existing in the case of Germany and desired in the case of Slovenia. The common characteristic that can be noticed is the territorial approach – connecting urban settlements and their integrated and harmonized development.

5. CONCLUSION

Current planning practice in Serbia does not affirm cultural heritage as an important development resource. Instead of programs and projects that enable structures and whole units of immovable cultural property to be integrated into modern development trends, due to the application of the strictest measures of protection (practices of the passive protection regime) immovable cultural property is most commonly exposed to degradation. In addition, structures of vernacular architecture that make up the largest percentage of the urban tissue in urban settlements, as well as industrial heritage, are insufficiently recognized as valuable architectural heritage. In the practice of protection, the architectural heritage of the 20th century is neglected, which in particular refers to the objects of Modernist architecture and urbanism that have arisen since the Second World War and possess significant historical, cultural and civilizational value.

The mechanisms for financing programs and projects that revitalize cultural and architectural heritage are not sufficiently developed. A particular problem is the insufficient participation of the public and the passivity of local communities in the planning and design processes in protected zones. Some of the causes of this are the lack of information, which could be improved by the presentation of heritage in the media.

Through the paper several key challenges concerning planning in the field of architectural heritage in Serbia can be seen:

- Improving the institutional and legal framework for the protection, planning and management of cultural heritage – harmonization with international recommendations, conventions and ratified charters; expanding the subject of protection and strengthening cross-sectoral cooperation through the introduction of an integrative approach to the protection of architectural heritage;
- Improving the system of management and finance – the preparation of development programs and projects that would contribute to integrating cultural monuments into their surroundings and the contemporary trends of life. On the other hand, implementing projects in the field of culture and the protection of heritage in both individual and groups of urban settlements and their rural surroundings – the development of a “Serbian brand” (spa and spa villages) and cultural route projects (projects in the Danube area,

wine routes, the routes of Roman emperors, connecting objects and whole units that belong to specific architectural styles e.g. the Moravian School of Architecture, etc.);

- Improving planning methodology by introducing an integrative approach to planning and the concept of urban protection in plans; the introduction of practical guides and methodologies for the contextual analysis and valorization of the construction fund; spatial checks of individual locations; typological classifications of urban and physical and urban structures.

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IZAZOVI PLANIRANJA KULTURNOG NASLEĐA U SRBIJI

Srbija se odlikuje bogatim kulturnim nasleđem i kulturnim diverzitetom, kao i razvijenim sistemom zaštite kulturnih dobara. Prisutan je trend stalnog povećavanja broja registrovanih kulturnih dobara pod zaštitom. Urbana naselja u Srbiji se odlikuju specifičnim tipološkim karakteristikama i prepoznatljivim arhitektonskim tipologijama koje predstavljaju dragoceno graditeljsko nasleđe i faktor urbanog identiteta. Zajedno, zaštićena kulturna dobra i graditeljsko nasleđe pripadaju širem pojmu urbanog nasleđa u onom smislu kako se poima u savremenim poveljama o zaštiti kulturnog nasleđa. Osnovno polazište rada je da zakon i planovi u Srbiji moraju postati osetljiviji na kontekst. Pored zaštite registrovanih dobara, treba uvesti i urbanističku zaštitu objekata i celina koje nisu kulturna dobra. Međutim, aktuelna planerska praksa u Srbiji nedovoljno prepoznaje kulturno nasleđe

u širem smislu urbanog nasleđa, niti ga afirmiše kao važan resurs održivog razvoja. Analizom konteksta planiranja uočavaju se problemi i izazovi u pogledu institucionalnog, pravnog i upravljačkog okvira, kao i metodologije planiranja. Rad predstavlja prilog kontekstualnoj analizi u okviru Nacionalne strategije održivog i integralnog urbanog razvoja Srbije, sa ciljem da se afirmiše kulturni potencijal Srbije i da se tema kulturnog nasleđa kao resursa održivog razvoja ugradi u razvojne programe i projekte za Srbiju.

Ključne reči: *kulturno nasleđe, urbano nasleđe, planiranje, Srbija.*