

Building a Common Platform: Integrative and Territorial Approach to Planning Cultural Heritage within the Framework of the Spatial Plan of the Republic of Serbia 2021-2035

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1 ABSTRACT

In accordance with international documents, European regulations and standards, recent documents of spatial and urban planning in Serbia promote the objectives of an integrative and territorial approach for the protection and planning of cultural heritage. This is intended as a cross-institutional, cross-sectoral approach and extending the scope of the protection of single monuments to wider spatial entities. Institutional and legal frameworks of the cultural heritage protection and planning have not yet been harmonised with international recommendations and do not support achieving these goals. Cultural Property Law (1994) is still in force and does not recognise the categories of cultural landscape (although the European Landscape Convention was ratified in Serbia in 2011) and of urban landscape (as the UNESCO's Recommendation on the Historic Urban Landscape from 2011 has not been ratified yet, although the scientific and professional community has been acquainted with it). In accordance with the current law, single monuments dominate the structure of the Central Registry of immovable cultural properties. Considering that registration is not legally binding, there is a lack of additional research to recognise the architectural and urban heritage that is not under institutional protection. This has resulted in the decline of valuable buildings and ensembles, including entire urban settlements that represent important constituents of the cultural and urban identity of Serbia. Furthermore, Reports on the Implementation of the Spatial Plan of the Republic of Serbia from 2010 point to an unequal spatial distribution of registered cultural goods, which is not related to the factual cultural and historical importance of certain areas, but to the degree of economic development and the activity of certain regional protection services. This sets an additional task for the planning documents on enhanced urban protection measures in these areas. The preparation of the Spatial Plan of the Republic of Serbia 2021-2035 is underway, which affirms that cultural heritage is a resource of sustainable development as well as of national, regional and urban identity as one of the general objectives of spatial development. This paper is a summary of an initial analysis of the draft plan. It indicates the need to establish a common platform for the protection, planning and sustainable use of cultural heritage in Serbia. This platform should act on three main levels, firstly gathering data on cultural properties; secondly compounding all formal and informal documents relating to cultural heritage, especially s regards its spatial dimension; and last but not least, involving a wide range of participants in the protection, planning and management of cultural heritage.

Keywords: Spatial plan of the Republic of Serbia, protection, planning, use, cultural heritage, sustainable development, spatial dimension

2 INTRODUCTION

In accordance with international documents, European regulations and standards, recent spatial and urban planning documents in Serbia promote the objectives of an integrative and territorial approach to the protection and planning of cultural heritage. Such a cross-institutional, cross-sectoral approach extends extening the scope of the protection of individual monuments to wider spatial entities. Servian institutional and legal frameworks of cultural heritage protection and planning have not yet been harmonised with international recommendations and do not support achieving these goals. Cultural Property Law (1994) is still in force and does not recognise the categories of cultural landscape (although the European Landscape Convention was ratified in Serbia in 2011) and of urban landscape (as UNESCO's Recommendation on the Historic Urban Landscape from 2011 has not been ratified yet, although scientific and professional community has been acquainted with it). In accordance with the existing law, individual monuments dominate the structure of the Central Registry of immovable cultural properties (Republic Institute for the Protection of Cultural Monuments of Serbia, 2017). Considering that this is not legally binding, there is a lack of additional research to recognise the architectural and urban heritage that is not under institutional protection which would be needed to review the boundaries of cultural properties and protect the adjacent units. This situation has resulted in the decline of valuable buildings and units, including entire urban

settlements that represent important constituents of the cultural and urban identity of Serbia. Furthermore, Reports on the Implementation of the 2010 Spatial Plan of the Republic of Serbia point to an unequal spatial distribution of registered cultural goods, which is not related to the factual cultural and historical importance of certain areas, but to the degree of economic development and the activity of certain regional protection services. This sets an additional task for the planning documents to enhance urban protection measures in these areas. The preparation of the 2021-2035 Spatial Plan of the Republic of Serbia is underway, which affirms the cultural heritage as a resource of sustainable development as well as of national, regional and urban identity as one of the general objectives of spatial development. This paper presents the results of one of the initial analyses of the draft plan. It indicates the need to establish a common platform for the protection, planning and sustainable use of cultural heritage in Serbia. This platform should act at three main levels; firstly gathering data on cultural properties; secondly compounding all formal and informal documents relating to cultural heritage, especially its spatial dimension; and last but not least, involving a wide range of participants in the protection, planning and management of cultural heritage.

In accordance with the contemporary debate on the conservation and planning of cultural heritage, sustainability is one of the common denominators of conservation and urban planning. However, there is a lack of a balanced and holistic approach to managing development and focusing on sustainability. In doing so, conservation would be a major component, not an 'elitist niche', and conservationists would be important stakeholders in the planning and decision-making process (Chakravarty, 2017). This problem is particularly obvious in developing countries (Steinberg, 1996). In addition, it is important to note that neglecting the spatial dimension of cultural heritage in terms of character and place identity remains a global problem, mostly due to institutional and sectoral division that has negative spatial effects (Samuels, 2010; Bienstman, 2011).

The paper primarily points to the relationship between the international and national frameworks for the protection, planning and use of cultural heritage and to the existing capacities for reviewing the spatial dimension of cultural heritage in current spatial development policies and strategies of the Republic of Serbia (RS). It then presents strategic planning of cultural heritage in Serbia in the spatial plan instrument. Particular attention is given to the treatment of cultural heritage in planning documents that are adopted in accordance with higher order plans and their strategic goals, whose implementation directly affects changes in space.

3 THE RELATIONSHIP OF THE INTERNATIONAL AND NATIONAL FRAMEWORK FOR THE PROTECTION, PLANNING AND USE OF CULTURAL HERITAGE

3.1 Current international guidelines and trends

The following international charters in the field of the protection of cultural heritage have been ratified in Serbia: Convention Concerning the Protection of the World Cultural and Natural Heritage (UNESCO, 1972, ratified in 1974); Convention for the Protection of the Architectural Heritage of Europe-Granada (Council of Europe, 1985, ratified in 1991), European Convention on the Protection of the Archaeological Heritage (Council of Europe, 1992, ratified in 2009), Convention on the Value of Cultural Heritage for Society (Faro Convention, Council of Europe, 2005, ratified in 2010); European Landscape Convention (Council of Europe, 2000, ratified in 2011).

3.2 Current development policies and strategies

The map of strategically important public policy documents of the RS (available on the website of the Government of the RS, the Public Policy Secretariat) includes various planning areas. There are still no documents in the field of culture (the Draft Strategy for the Development of Culture of the RS from 2019-2029 is in process). In the field of urbanism, spatial planning and construction, the Sustainable and Integrated Urban Development Strategy of the Republic of Serbia until 2030 was adopted, in which the theme of protection and planning of cultural heritage was addressed within the framework of urban settlements, with the overall goal of improved and harmonised quality of urban organisation and accessibility of urban space.

3.2.1 Policy of Cultural Heritage Development

The Strategy for the Development of Culture of the RS 2019 - 2029 defines three priorities: personnel development (education, digitalisation, development of creative industries); infrastructure development (development of new and reconstruction of existing objects and spaces in the function of culture, improvement of the conditions of protection of cultural heritage, information and communication infrastructure, physical relations and networking with digital technologies); and European integration and international cooperation (participation in EU programmes and projects, conformation to international standards). The Strategy points to the need to improve the legislative framework in the field of protection of immovable cultural heritage and aligning it with the international charters in the field of cultural heritage protection that have been ratified in Serbia so far.

The Sustainable and Integrated Urban Development Strategy of the Republic of Serbia until 2030 is a public policy document, addressing the topic of protection and planning of cultural heritage within the framework of urban settlements, and defining the overall goal as improved and harmonised quality of organisation and accessibility of urban space. Development policy is in line with the binding policies and documents of the United Nations and the European Union.

3.2.2 Spatial aspect of the policy of cultural heritage development

The Strategy for the Development of Culture of the RS 2019 - 2029 suggests the digitalisation of heritage, a cross-sectoral approach, stronger partnership between administrative and professional institutions for the protection of cultural heritage and urban and spatial planning, in particular by adopting management plans for certain types of cultural heritage and enacting spatial plans for certain types of immovable cultural property. The strategy indicates that due to incomplete decentralisation and a non-unified system of protection services, the immovable cultural heritage in the RS is in an unequal position, i.e. it depends on the financial and personnel capacities of individual institutes and municipalities, which differ significantly and are insufficient in many cases.

In accordance with the spatial dimension of the Sustainable and Integrated Urban Development Strategy of the Republic of Serbia until 2030, priority areas of urban intervention have been identified, linking identified development problems with concrete locations thus directing local integrated urban development strategies to priority funding projects. Spatial units with cultural and architectural heritage and important reference points of cultural and historical development of urban settlements and groups of urban settlements were singled out, due to the need to extend the subject of protection and the notion of cultural heritage. The following interventions are proposed: rehabilitation and revitalisation of buildings and architectural heritage units, an integrative approach to the protection of cultural property and urban protection of buildings and entities which are not under institutional protection, especially from the second half of the 20th century, adaptation of architectural heritage facilities to modern requirements, such as energy efficiency. Measures to achieve the objectives of the Strategy are combined and applied to: urban reconstruction of central urban areas; urban regeneration of parts of urban settlements exposed to devastating processes; reactivation and development of brownfield zones, complexes and sites with industrial heritage; protection of buildings and units which are not protected as cultural assets; more efficient use of units with underutilised structures; landscaping and preservation of public spaces; and use of renewable energy sources.

4 STRATEGIC PLANNING OF CULTURAL HERITAGE IN SERBIA THROUGH THE SPATIAL PLAN INSTRUMENT

The planning system in Serbia has similar procedures as in most countries with a comprehensive planning approach and the principle of hierarchical integration of different spatial plans - from a larger scope of spatial plans to a smaller scope of urban plans. The Spatial Plan Instrument is a strategic document defining the goals and principles of spatial development of larger spatial units. In particular, it defines the planning units of common spatial and developmental features, for which smaller scope planning documents will be adopted (typological classification of areas), as well as the spatial development of transport and infrastructure systems of general importance. Prior to the Spatial Plan currently under development, the 1996 and 2010 Spatial Plans of the RS were adopted.

4.1 Key objectives, planning solutions and priorities for development in the field of cultural heritage protection in the previous Spatial Plans of the RS

In the 1996 Spatial Plan of the RS, besides preserving material remains of different cultures developed on Serbian ground, the emphasis is on the importance of preserving national identity through strengthening awareness of cultural heritage and the importance of continuity in the development and use of immovable cultural assets, through their reintegration into the contemporary context of life. The protection of immovable cultural property is considered an integral part of the development of society, and cultural heritage is considered an activator of the development of various activities that can have economic effects. The protection includes not only registered immovable cultural property, but also a heritage which was not included in the regime of protection, especially complexes, objects and places from 19th and 20th centuries. This implies a revaluation of cultural heritage and an even territorial presence of protection.

In the 2010 Spatial Plan of the RS, the development of cultural identity and territorial recognition and the promotion and protection of natural and cultural heritage as a development resource is one of the general principles of Serbia's spatial development, which forms also part of other general principles: sustainability, territorial cohesion, formation and strengthening of networks of cities and towns that can provide development of complementary functions and public-private partnerships. Cultural heritage is subject to protection, regulation and use (controlled and sustainable) in accordance with European regulations and conservation standards and is treated integrally with natural heritage and landscape protection. An integrative territorial approach implies further systematisation of cultural heritage and the development of networks of natural entities and cultural landscapes that are protected or have special values.

4.2 Basic concept of spatial development in the field of cultural heritage protection in the previous Spatial Plans of the RS

The 1996 Spatial Plan of the RS provides planning protection measures for three types of areas: protected urban structures and urban environments, rural architecture and sites, and archeological sites. This classification corresponds to the categories of immovable cultural property in the system of valorisation of the protection services and in that sense facilitates implementation. It is important that the previous 1996 Protection Plan of the RS suggests additional explorations of the territory of the RS in order to fully record cultural assets, especially in large spatial units such as e.g. the valleys of large rivers (Danube, Morava, Ibar), etc. Also, additional research is needed to review the protected environment of cultural property to include other spaces relevant to the experience and presentation of the property. Given the uneven distribution of cultural property on the territory of the Republic, greater attention is suggested regarding planning protection in areas of poorer heritage. Important advances in the field of planning protection under the previous 1996 Spatial Plan of the RS relate to the importance of identifying and delimiting a territory into parts that have homogeneous features, according to certain criteria. This further enables the planning of settlements by historical and topographical units in the way they were created. Particular emphasis is given to the importance of harmonising transport and infrastructural corridors with cultural heritage zones, as well as ensuring the accessibility of cultural monuments located in hard-to-reach sites (medieval and early antique fortifications).

The 2010 Spatial Plan of the RS introduces an integrative territorial approach to the protection of cultural and natural heritage and landscapes, in accordance with European standards of protection. This implies the introduction and definition of cultural areas, which will then be divided into zones with varying degrees of protection and treatment of cultural heritage. Priority cultural areas have been identified that should receive special treatment, regardless of their status within the protection services. Although this approach contributes greatly to the recognition of cultural heritage as a resource for sustainable development, the problem remains of a legal and institutional framework of protection that is still inconsistent with contemporary conservation approaches, which raises the question of the possibility of implementing planning recommendations. In accordance with the general principle of territorial cohesion, the division of the territory of Serbia into 7 large spatial units with their particular geographical, historical, functional and cultural characteristics is relevant for the planned protection of cultural heritage. In addition, the previous 2010 Spatial Plan of the RS identifies three development directions whose development would incite spatial integration and functional connectivity of regional entities. Particularly recognisable are the key characteristic entities and objects/

They are: urban centres, points of intersection of important corridors, objects of cultural and natural heritage, objects of social infrastructure, symbols of statehood.

4.3 Assessment of the realisation of the concept of spatial development in the field of cultural heritage protection

The reports on the implementation of the Spatial Plan of the RS (2011, 2012, 2013, 2014 and 2016) show the state of spatial development indicators of the RS, realisation of priority strategic projects from the Spatial Plan of the RS and the spatial planning documentation, based on which the assessment is given of the status of spatial development of the RS. Indicators are the number of protected cultural assets in the area (source: the Republic Institute for the Protection of Cultural Monuments of Serbia) and the number of immovable cultural assets enjoying prior protection (source: regional institutes for the protection of cultural monuments), according to legally defined categories and degree of protection.

The Report on the Implementation of the 2010 Spatial Plan of the RS (2015) estimates that there are significant differences in the number of protected cultural assets between administrative districts and that, in general, the number of cultural assets is increasing, whereas trends of disparity and spatial cohesion are stable. The number of cultural heritage sites and integral entities under previous protection is declining, whereas long-standing value trends are stable. It is pointed out that, in order to gain a better understanding and a more reliable assessment of the realisation of this indicator, additional spatial development criteria should be provided in the future. The largest number of recorded cultural assets is concentrated in the Belgrade and Vojvodina regions (the Danube Region), which are the most economically developed, while the sites on the World Heritage List are concentrated in other regions (south, east, west).

There is a constant increase in the number of recorded and declared cultural property, whereas the number of cultural property under previous protection is in stagnation or declining. This is a consequence of the slow process of declaring property, as well as the uneven methodology of record keeping in all protection services. There is a need for additional reconnaissance of the terrain. For spatial development, the property enjoying prior protection must be treated in the same way as the protected cultural property. Conversely, the preparation of spatial plans should include the recording of cultural assets, whereas planning documents that are directly implemented (urban planning, special purpose spatial plans and spatial plans of local self-government units) should define the rules of regulation and construction.

The following strategic priorities are defined in the sub-area of Protection and Sustainable Use of Cultural Heritage: arrangement, presentation and management of Roman sites in Niš and Mediana; development of national and regional "cultural pathways"; development and adoption of management plans for cultural property on the World Heritage List; preparation of nomination files and management plans for cultural property on the preliminary UNESCO World Heritage List; drafting the Strategy for the Development of Culture of the RS; revision of the status of identified immovable cultural property and compliance with applicable legislation; preparation of an analysis of the condition of industrial heritage facilities (complexes) for the purpose of defining criteria for industrial heritage valuation in order to determine the protection measures for industrial facilities (complexes) in the RS; identification of characteristic authentic types of rural settlements in all regions of the RS; elaboration of protection proposals for five selected types of the most preserved authentic rural entities with monumental features.

5 CULTURAL HERITAGE TREATMENT IN PLANNING DOCUMENTS

Planning documents incorporate data on protected cultural property and conditions for their preservation together with instruments for their preservation. Planning is based on the results of the work of the protection service which classifies cultural assets in the territory of the RS into 4 types of monuments: spatial cultural-historical units; cultural monuments; archeological sites and landmarks; and objects under previous protection. The regime of space protection, the instruments of protection, the size of the protected space, etc. is determined based on valorisation.

5.1 Regional spatial plans

In regional spatial plans, the area of cultural heritage protection represents a structural part of the integral protection of space and environment. The concept of protection and improvement of the environment is based on the projection of spatial development, which is harmonised with the specific regional character of

the landscape and the physical structure of the settlements in the territory of the plan; promotion, protection and sustainable use of declared natural and cultural heritage (landscapes and natural and cultural values in settlements), their integration in space (local, regional, national ecological and cultural networks), and strengthening and promoting the existing and creating new values in the spaces in which the value of landscapes and ambient of settlements is of particular importance for the development (tourist, cultural areas) that represent the part of international networks and border areas. The regional spatial plan is implemented by elaboration of planning solutions and spatial plans of the special purpose areas, spatial plans of local self-government units, urban plans and sectoral plans and programmes in accordance with the law, respecting the principle of horizontal and vertical connection.

Cultural heritage in the higher order plans, especially in the spatial plan of the RS, is unequally distributed on the territory of the Republic (See Fig.1 in: Niković and Manić, 2018). The lower order plans lack the results of additional research in the planning process that would predict urban protection for valuable objects and entities that are not subject to institutional protection and possess architectural, urban, historical, ambient and other values.

5.2 Spatial plans of special purpose areas and spatial planning in local self-governments

In addition to 9 regional and municipal spatial plans, several special purpose spatial plans for cultural landscapes (Bač), archeological sites (Viminacium) and areas with outstanding natural features and cultural and historical heritage (Sremski Karlovci, Radan, Ovčar-Kablar Gorge) were adopted.

In the spatial plans of the areas of special purpose, the concept of spatial development is based on the determination of measures for the protection of cultural property in accordance with the data of the competent protection services, as well as on the designation of the protective zone of cultural assets in accordance with detailed reconnaissance in the field. The most common developmental conflicts are the uncontrolled construction of protected areas and urban sprawl that disrupts the existing compact settlement structures.

5.3 Spatial planning in local governments

The spatial plans of the local government units mainly incorporate data obtained from the competent protection services and provide an overview of the cultural assets in the scope of the plan, together with protection measures. The protection zone of immovable cultural property generally coincides with the boundary established by the competent protection service, although it often does not cover other areas of importance for the experience and presentation of the property.

6 GENERAL ASSESSMENT OF THE SPATIAL DEVELOPMENT OF CULTURAL HERITAGE IN SERBIA

In Serbia, as in most developing countries, there is a problem of inconsistency of the institutional and legal framework with international recommendations, despite the existence of favorable preconditions for the improvement of the already developed system of protection. Cultural heritage still includes primarily individual monuments that dominate in number the structure of registered cultural assets. In this context, buildings of vernacular architecture, industrial heritage, modern architecture and valuable ambient units are not usually subject to conservation and restoration programmes, although they have significant architectural, urban, civilizational values and/or represent important reference points of cultural and historical development.

On the one hand, the current approach to the valorisation of the created structure leads to the neglect of the environment of the protected entities, and very often to the degradation of ambient entities, especially by illegal construction, which is a distinct problem in urban development in Serbia. On the other hand, we have the problem of decaying urban settlements and valuable examples of architecture that are not recognised through institutional protection, plans and strategies. These problems must be addressed by applying an integrative and territorial approach to cultural heritage planning.

STRENGTHS (advantages)	WEAKNESSES (disadvantages)
<ul style="list-style-type: none"> • Rich cultural heritage and cultural diversity • Urban settlements with specific typological characteristics • Recognizable architectural typologies • Developed system of the protection of cultural property • Trend of steady increase of the number of protected cultural assets in the Central Register of ICP (immovable cultural property) • Programs to encourage the preservation of old crafts • Serbia's representation in programs and projects for the rehabilitation of the architectural and archeological heritage of Southeastern Europe, under the patronage of the Council of Europe and the European Commission • The project "Digitalization of immovable cultural heritage" – Ministry of Culture and Information and Serbian Academy of Sciences and Arts has started • Several international charters in the field of cultural heritage protection have been ratified • International cultural cooperation proclaiming Novi Sad the European Capital of Culture for 2021; participation of Belgrade, Novi Sad, Sremska Mitrovica and Smederevo in EU program for culture - Creative Europe 	<ul style="list-style-type: none"> • Insufficiently developed database on cultural assets • Non-alignment of the institutional and legal framework for the protection of cultural heritage with international recommendations, conventions and ratified charters • Long-lasting processes for the declaration of cultural property, especially those under prior protection • Insufficient cooperation of the professions involved in cultural heritage protection, planning and management - lacking practical guides and methodologies • Inadequate treatment of immovable cultural property in planning documents - lack of contextual analysis and valuation of the building stock and spatial verification of individual sites • Directing funds intended for the maintenance of cultural monuments primarily to the technical protection and maintenance, without emphasizing the elaboration of development programs and projects that would contribute to the integration of cultural monuments in the environment and contemporary life • The typology of urban structure is not sufficiently recognized through planning documents • Declining urban settlements that represent important reference points of Serbia's cultural and historical past - especially smaller ones, in less economically developed parts of the country • Decay of valuable examples of urban architecture types (especially buildings and urban units from the other half of the 20th century and Industrial heritage) • Inadequate funding for heritage protection, cultural infrastructure, cultural programs and projects • Insufficient capacity of the cultural heritage protection service • Underdeveloped interpretation, animation and mediation at the immovable cultural heritage sites and cultural institutions • Low level of citizen participation
OPPORTUNITIES (chances, potentials)	THREATS (risks)
<ul style="list-style-type: none"> • The availability of digital technologies to integrate cultural property data into a single, central database • Awareness of the scientific and professional public on the importance of culture and the protection of cultural heritage • Liaison between educational institutions and institutions dealing with the protection and planning of cultural heritage; creative educational programs for raising awareness of cultural heritage from the earliest age • Diversification of the financing system and ensuring greater involvement of the private sector, public-private partnerships, donations and funds from various European and international programs and funds (greater representation of urban settlements in the EU program for Culture - Creative Europe, etc.) • Strengthening urban identity based on cultural diversity • Realization of projects in culture and heritage protection in individual and groups of urban settlements and their rural environment - projects in the Danube area, wine routes, roads of Roman rulers, etc. • Development of cultural tourism and urban tourist destinations with cultural heritage offering cultural content and natural heritage in the destination • Development of promotion of cultural heritage sites, programs and projects in culture <ul style="list-style-type: none"> • Encouraging the development of old crafts • Promoting good practice examples • Active participation of citizens, cultural and artistic societies and representative associations in decision making on cultural development and heritage protection • Development of international cultural cooperation • Improvement of cultural heritage management instruments 	<ul style="list-style-type: none"> • The system of protection of immovable cultural heritage is decentralized in an incomplete manner - it does not allow for a uniform approach to the protection of heritage in accordance with the cultural and historical significance of particular areas • Sectoral approach to the protection and planning of cultural heritage • Insufficient cooperation between protection and planning institutions and insufficient awareness of the need of modernizing protection and planning procedures • Decay of valuable objects and entities • Economic underdevelopment of areas with important cultural potential • In urban development planning and management procedures, insufficient recognition and differentiation of important features of urban structure that represent elements of their identity and potential for development • New typologies that violate the identity of urban settlements due to the dominance of investors' economic interests - partial construction, illegal construction, etc. • The unresolved issue of improving funding for heritage protection, cultural infrastructure, cultural programs and projects

Table 1: SWOT analysis of the spatial development of immovable cultural heritage in Serbia – prepared for the Sustainable and Integrated Urban Development Strategy of the Republic of Serbia until 2030 (by authors)

7 GENERAL OBJECTIVES, PRINCIPLES AND CONCEPTS OF SPATIAL DEVELOPMENT OF CULTURAL HERITAGE IN THE 2021-2035 SPATIAL PLAN OF THE RS

The overall objective of spatial development in the field of protection and planning of cultural heritage is to affirm cultural heritage as a resource for sustainable development and a factor of national, regional and urban identity. The principles of spatial development in the field of protection and planning of cultural heritage are:

- Integrative approach to the protection and planning of cultural heritage: cultural heritage consists not only of individual monuments and registered cultural assets, but also of objects of vernacular

architecture, industrial heritage, modern architecture and valuable ambient units, including the levels of the cultural area and cultural landscape;

- Harmonisation with international regulations: Serbia's cultural heritage is part of the international cultural heritage and, accordingly, protection and planning must be in accordance with international recommendations and standards;
- Sustainability: continued use of facilities that enjoy the status of cultural property saves resources and energy;
- Cultural heritage is a resource for sustainable development and a significant impetus to the development of urban settlements in Serbia, becoming a benchmark on tourist routes and contributing to the economic development of the community;
- Active public participation: the planning process takes place through a continuous dialogue between professionals and residents / users of the space;
- Respect for the context is the basis for improving the planning methodology in protected areas and in protected cultural assets; valorisation criteria must be applied to the overall physical structure in the environment of cultural property for the purposes of determining the precise protection zone;
- Digitalisation of cultural heritage for the purpose of more fruitful interdisciplinary cooperation, creation of a digital platform with a database and a map of cultural goods and cultural areas, with the possibility of filtering the database according to different attributes of cultural goods; in this way it is possible to assess the harmonised distribution of cultural property in the territory of Serbia and, through planned protection, to further affirm the lower category heritage in economically less developed areas, which in Serbia represent areas with rich culture and history (e.g. southern and eastern Serbia);
- Promotion and presentation of cultural heritage: national, regional and local identities are enhanced by raising awareness of cultural heritage and the responsibility of local and regional communities to their environment;
- Territorial approach to heritage conservation: cultural heritage is an integral part of broader spatial units to which it belongs, together with their ecological and landscape values, which imposes the need for integrated spatial management and development of holistic strategies and coordinated actions of all participants involved in urban development processes of contemporary cities in accordance with international documents dealing with the sustainable development of modern cities.
- Public-private partnership.

The expected effects of implementing an integrative and territorial approach to the protection and planning of heritage are:

- Connecting institutions through digitalisation of cultural heritage, better cooperation and awareness, transparency and visibility of cultural assets that are protected, in the process of protection or proposed for protection;
- Formation of networks and sub-networks, cultural routes and cultural areas through a territorial approach, which opens the possibility for project financing, special programmes (especially cultural tourism) for the regeneration and revitalisation of certain areas, which creates economic effects;
- Recognition of architectural and urban heritage and their inclusion in planning and institutional protection in accordance with the most recent international recommendations and charters;
- Strengthening of national, regional and urban identity as an important lever for sustainable development - increase of tourist appeal and consequently economic effects;
- Inclusion of Serbia in international cultural routes recognising its cultural potential, especially as part of its international cultural heritage.

8 CONCLUSION

Integrative approach, territorialisation and digitalisation were the 3 key topics of the principles of spatial development of Serbia in the field of protection and planning of cultural heritage. They are related to charters and recommendations adopted at European level since the adoption of the previous spatial plan (2010), primarily the UNESCO Recommendation on the Historic Urban Landscape 2011 and the Territorial Agenda of the European Union 2011.

The principle of an integrative approach to the protection and planning of cultural heritage is in line with the first topic. Therefore, not only individual monuments and registered cultural assets are included in cultural heritage, but also objects of vernacular architecture, industrial heritage, Modern architecture and valuable ambient units, including the levels of the cultural area and cultural landscape. Respect for context represents the basis for advanced planning methodology in protected areas and in protected cultural assets. In order to determine precisely the protection zone, valorisation criteria must be applied to the overall physical structure in the environment of cultural property.

The principle of a territorial approach to heritage conservation is in line with the second topic: cultural heritage is an integral part of the wider spatial units to which it belongs, together with their ecological and landscape values, which imposes the need for integrated space management and the development of holistic strategies and coordinated actions of all participants involved in urban development processes of modern cities in accordance with international documents dealing with the sustainable development of modern cities.

The principle of digitalisation of cultural heritage is in line with the third topic. For the purpose of more fruitful interdisciplinary cooperation a digital platform is suggested with a database and a map of cultural goods and cultural areas, with the possibility of filtering the database by different attributes of cultural goods. In this way, it is possible to assess the uniformity of distribution of cultural assets in the territory of Serbia and, through planned protection, to further affirm the lower category heritage in economically less developed areas, which in Serbia represent areas with rich culture and history (e.g. southern and eastern Serbia).

The access analysis of the drafting of the new 2021-2035 Spatial Plan of the RS indicates the need of a common platform for the protection, planning and sustainable use of cultural heritage. This platform should operate on three levels, first linking data on cultural property; second, all formal and informal documents relating to cultural heritage, and above all its spatial dimension; and last but not least, a wide range of participants engaged in the protection, planning and management of cultural heritage.

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