SPATIAL PLAN
OF THE REPUBLIC
OF SERBIA
2010 – 2014 – 2020
Abridged version

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Foreword by Minister of Environment and Spatial Planning

As a sovereign state, the Republic of Serbia is making its first Spatial Plan. Statehood doesn’t mean only to determin and protect state borders and have constitution. Stathood means to look ahead ten years into the future, to establish the vision of development of one community and give opportunity to all citizens to progress together and individually.

Spatial Plan is the cover document of all planning documents and development strategies, in all sectors and at all levels of government in Serbia. Its role is to be the link of previous generations for future generations and link between past and future of this generation.

Existence of the Spatial Plan in every country is the sign that it concerns a mature political community with the time horizon isn’t until the next harvest or the next election cycle, but much longer than that. Time horizon of this plan is the year 2020. Today, all of us as society and state should be proud that we rose out of everyday problems and looked ahead into the future to define the answer on the question what we have to do from year to year in order to use in optimal way our development potentials and avoid all the traps that development brings.

It is generally accepted that a living environment is not prosperous if it is not able to attract those who can choose where they want to live. Our task is to ensure that in Serbia there are not only two or three such places, but lots of them, evenly distributed on the map of entire country where many people would like to live. This should be our essential and the most important goal. From this Spatial Plan we expect nothing less than to get us closer to fulfillment of that goal.

Today, with this Spatial Plan, we are laying the foundations for core reforms in the good governance of space as a limited and sensible resource.

In the same time, this document is the proof of state commitment to hold all cities and municipalities responsible for fulfillment of their duties in regard to their planning documentation, because by adopting this plan the final excuse for adoption of planning documents by local self-government disappears.

The Spatial Plan defines spatial conditions to direct economic development and it respectively defines the framework for balanced regional development of Serbia. Special attention in this plan is given to the rural development and the need to strengthen it. By insisting on better infrastructure and functional relationships between villages and urban entities, this Spatial Plan of Serbia has strong demographic, economic, social and cultural aspect.

The Spatial Plan defines long-term conception of sustainable development for Serbia. This plan defines integral planning solutions for ecological, economic, social and institutional development. It means that all areas and sectors should optimally and anticipatory use their territorial capital and comparative advantages of Serbia.
The Constitution of Serbia establishes the competencies of Republic in order to organize and assure the development, policies and measures to foster balanced regional development of its parts, including the development of undeveloped areas and organization of land use. Spatial Plan of Serbia represents the base for further elaboration of planning activities from the national to local level.

Making of national Spatial Plan means first of all registration and also coordination of numerous interests: economic, social, as well as political. The process of Spatial Plan of Republic of Serbia elaboration has been conducted taking into account all key interests of stakeholders of spatial development in Serbia which are further on coordinated and harmonized.

The first task is to define problems and planning solutions for protection of what is the interests of all citizens in Serbia: for nature, natural heritage and resources, for cultural heritage and values which mark the identity of Serbia and its consisting parts, as well as for the environment with all its elements and conditions for successful development.

The second task of Spatial Plan is to suggest proposals, rules and measures for management of territory in Serbia and its consisting parts, having in mind all problems of spatial development which the Republic has been facing up to now.

And the third task, the most important one, is to offer planning solutions which give chance for successful and sustainable spatial development of Serbia in 10 forthcoming years based on principles of rationality, social cohesion and ecological sustainability.

Monitoring of Plan implementation and the improvement of spatial development of Republic of Serbia will be realized using the system of spatial development indicators. By controlling of attaining the planned values of indicators the opportunity is given to eventual modifications and amendments of the Spatial Plan. Validity of this plan expires in 2020 when all the projects and solutions proposed which were not realized will be examined in sense of its further validity.

Dr. Oliver Dulić
Minister of Environment and Spatial Planning
Foreword by Director of Republic Agency for Spatial Planning

The position of Serbia in the constellation of European countries, as well as the state and level of its development, indicate the necessity of preparing national spatial plan and not only a strategy. The new plan, changing the old one (1996), is legally founded on the Constitution and the Planning Law (2009), and has some basic tasks: (a) to continue activities started with the Spatial Development Strategy in 2009, (b) to establish the new system of planning policies, directives and propounds for protecting assets, heritage and environment, and for development of regions and the country as a whole, (c) to harmonize physical (environmental), economic and social development on the principles of sustainability, (d) to put forward the rational framework for implementation of strategic priorities that can be realized based on existing institutional, financial and legislative systems, and (e) to pursue the system of indicators for monitoring spatial development of Serbia and its regions.

With relation to above mentioned the methodology of preparing the Plan was based on following principles:

- **Integral comprehension** of spatial development problems, by interrelating environmental, social and economic aspects for any proposal;
- **Reality of proposals**, i.e. leaning on existing legislative, institutional and economic/financial capacities of the country and its constitutional parts for strategic priorities;
- **Basic goals orientation** for the period of ten years and beyond for the long-term vision
- **Horizontal coordination** by organizing all stakeholders in the process of preparing planning options and proposals, and by including all relevant national strategies and international documents in the Plan
- **Active participation** of numerous actors, cities, municipalities, regional offices, civil sector and citizens, through public meetings and hearings, together with professional institutions;
- **Cross-boarding relations** with neighboring countries for information exchange, better understanding of joint problems and interests, for the sake of spatial (functional) integration of Serbia in Europe.

The Spatial Plan of Serbia has been prepared under conditions of dynamic changes in economy, financial system, legal system, social priorities and physical context. These changes are partly resulting from adapting Serbia to EU acquis in the process of approaching to the membership. The uncertain dynamics of these changes is impacting stability and feasibility of long term planning policies, but the Plan is flexible enough opening ways to regions and local tier and not fixing a blueprint for the future. The complex and uncertain circumstances, as much internal (financial and economic crisis, uncompleted legislative) as external (global environmental and financial crisis, dynamics of Serbian candidate status, status of Kosovo), enlarged the list of difficulties in the Plan preparation.
The Spatial Plan of Serbia is a general framework of national spatial development directed towards three time horizons: the horizon of realistic certainty with projects that could be realized till 2014, the horizon of the 5 goals achievement, controlled by spatial development indicators and annual reports to the Parliament, till 2020, and unlimited time horizon for approaching to the defined vision with possibilities of changing and adapting the Plan if necessary in 5-year periods. The Plan is a binding document, enacted by Law, and will be interpreted for any other plan by the Republic Agency for Spatial Planning, but also serves as a guideline for many other strategies and strategic documents in Serbia.

The Spatial Plan of Serbia defined proposals and directives for all spatial development issues upon the same methodological matrix consisting of problem definition, basic principles, objectives and tasks, concept with directives or policies, strategic projects (priorities), and measures and instruments for their implementing. This should help all regional and local spatial plans in their preparation since the Spatial Plan of Serbia is the top of vertical coordination pyramid for all plans and strategies related to spatial development.

The Program of Implementation will be elaborated in sequel after adopting and enacting the Plan at the Parliament with the Law on Spatial Plan of Serbia. The Plan is valid up till 2020, with possible changes and adaptations in the meantime.

Prof. Dr. Borislav Stojkov
Chief coordinator and methodologist of the Plan
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VISION, PRINCIPLES AND GOALS
OF SPATIAL DEVELOPMENT OF THE REPUBLIC OF SERBIA

On the basis of analyses and evaluation of the present condition and existing problems, as well as up to date tendencies in the development of the Republic of Serbia:
- having in view realistic and potential capacities for spatial development that is economically, socially and environmentally sustainable in the existing and improved institutional system;
- taking into account the present and future external influence on spatial development;
- finalization and improvement of the legal framework which influences spatial development;
- striving to provide a healthy environment for the citizens of Serbia, good quality and secure conditions for life and work;
- tending to provide attractive and effective conditions for sustainable investment;
- respecting European principles in spatial planning and regional development;
thus are defined the vision, principles and goals of spatial development of the Republic of Serbia and its regional entities, within its constitutionally defined boundaries.

VISION OF THE SPATIAL DEVELOPMENT OF SERBIA

In the future Serbia should be:

Territorially defined and regionally well balanced, competitive, socially coherent and stable with sustainable economic growth, proper infrastructure and good transport accessibility, preservation and protection of natural and cultural heritage, enhanced environment and functionally integrated with neighboring countries and regions.

In order to achieve this vision, the Republic of Serbia will make special efforts to:
- firmly establish its borders and to affirm its national identity as well as the identity of its specific regional entities;
- take advantage of its geostrategic position in Europe, based on transnational potentials of the rivers Danube, Drina, Sava and Tisa as well as the mountain chains of the Carpathian and Balkan mountains;
- affirm functional cross border contacts and cooperation with neighbors;
- preserve and enlarge protected natural entities and provide their sustainable protection and use;
- preserve cultural and historic heritage and provide its sustainable organization and use;
- take advantage of its demographic potential in areas of concentration,, i.e., improve it considerably in areas that are being emptied, by means of systematic demographic and economic policy;
- affirm and consequently conduct a policy of polycentrism and decentralization, with simultaneous functional-development networking of local self-government units;
- encourage development and restructuring of underdeveloped areas through special measures and regional development policies, giving at the same time full support to further development of developed areas;
- considerably increase the level of accessibility in respect to transport and infrastructure, especially in the areas lagging behind;
- establish a new system of organization and distribution of public services, as well as consequent and strict protection of public interest, that is public property;
- stimulate awareness of citizens, investors and administration at all levels of the importance of the protection of public property, territorial and sustainable spatial development;
- systematically develop and update the spatial information system and make it accessible to all those interested in the spatial development of the Republic and its constituent wholes;
- rapidly rationalize and modernize its administration which is responsible for spatial development as well as final prevention of illegal construction, along with elimination of corruptive and other negative phenomena which drastically jeopardize the spatial development of Serbia.
GENERAL PRINCIPLES OF THE DEVELOPMENT OF SREBIA

General principles stand for the Guiding Principles for Sustainable Spatial Development of the European Continent, adopted at the 12th Session of the European Conference of Ministries Responsible for Regional/Spatial Planning (CEMAT), Hanover, September 2000. Along with the guiding principles, an important orientation in the spatial development of Serbia will be the Ljubljana Declaration on the Territorial Dimension of Sustainable Development (CEMAT, 2003), adapted to the needs of spatial development of Serbia, the Territorial Agenda of the European Union: Towards a more Competitive and Sustainable Europe of Diverse Regions (2007), which includes the goals of the Lisbon and Gothenburg strategies, Leipzig Charter on Sustainable European Cities, Leipzig 2007, EU Cohesion and Regional Policy 2007-2013, and other documents of importance for the Republic of Serbia in the phase of accession to the EU. The starting point in defining vision and goals of spatial development is the state of key factors of spatial development and activating development potentials of the Republic of Serbia. Strengthening sustainability, identity, competitiveness, cohesion, as well as improvement of the management of spatial development of the Republic of Serbia, will be of high importance, since in the practice of spatial development in Serbia the main principles have still not become effective in the necessary measure. The following principles of spatial development of the Republic are emphasized, amongst which key principles are stated also as criteria for the evaluation of the achieved level of spatial development of the Republic and its particular territorial units:

- **sustainability**, as the general principle which must be applied on all spatial activities in Serbia;
- **territorial cohesion**, as the result of well balanced social-economic regional development;
- **strengthening competitiveness**, which means further development of metropolitan areas and at the same time strengthening and functionally profiling the less developed regions, especially rural and industrial zones;
- **active implementation**, of spatial development policies and public participation;
- **polycentric territorial development**, with an emphasized role of cities and functional urban areas (economic regions, districts), as well as strengthening of connections between rural and urban areas;
- **functional specialization**, respecting the comparative advantages regarding development potentials of regional entities;
- **creating and strengthening the network of cities and settlements** (clusters), which can provide development of complementary functions;
- **improving accessibility** to information and knowledge through telecommunication networks developed to cover complete regions/the country;
- **improving transport accessibility**, as the dominant factor in the use of territorial potentials and well balanced development;
- **developing cultural and territorial identity**;
- **permanent education** of the population and administration;
- **subsidiarity** is the possibility of solving certain problems at more decision making levels i.e. on the level of decision making that provides best efficiency;
- **strict respect of the protection of public interest, public property and public space**;
- **improvement and protection of natural and cultural heritage** as a development resource;
- **reducing harmful impact on the environment**;
- **public-private partnership**;
- **greater transparency** in making decisions concerning spatial development;
- **cross-border, transnational and interregional functional links** of regional and local units;
BASIC GOALS

BALANCED REGIONAL DEVELOPMENT AND IMPROVED SOCIAL COHESION
Territorial cohesion should be understood as the result of sustainable activation of the total capital and potentials of those territorial units which have the responsibility and capacity for this. At the same time this means strengthening "soft" territorial capital (institutions, personnel, strategic plans, culture, education, tradition etc.), especially in those parts of Serbia that do not have adequate capacities. Social cohesion, as a goal of the spatial development of Serbia, represents an effort towards lessening differences in the level of development and strengthening territorial competitiveness of the Republic as a whole, as well as of its regions. This goal will be achieved by means of full legislative and institutional support for the policy of balanced regional development, equal equipment and accessibility to the transport and technical infrastructure, public services and information.

REGIONAL COMPETITIVENESS AND ACCESSABILITY
Growth of competitiveness will be made possible by development of urban centers, that is, centers of national and regional importance, along with full activation of territorial potentials and strengthening of territorial capital on the basis of sustainability. This demands efficient implementation of all transitional and reform processes that can activate regional development potentials - human, material and natural – and help the economy of Serbia to become more attractive for investment. Strengthening jurisdiction and responsibility for better quality and more efficient spatial development of local and regional self-government units, along with the systematic support by the state, should provide success in competition for those who increase productivity, and reduce expenses, strengthen institutions and invest in education. Through development and modernization of all types of transportation systems, the access to regions will be improved.

SUSTAINABLY USED NATURAL RESOURCES AND PROTECTED AND IMPROVED ENVIRONMENT
Improvement of the environment will be based on rational use of natural resources, increase of energy efficiency, along with the use of renewable energy sources and introduction of cleaner technological solutions (especially regarding energy and transport), thorough and systematic cleaning of Serbia and the principle of regional waste disposal, considerable reduction of negative influences in the urban and rural surroundings by the development of green areas in cities, planting forests and developing landscape and other measures that will provide a healthier and more comfortable life in Serbia, harmonized with higher European standards.

PROTECTED AND SUSTAINABLY USED NATURAL AND CULTURAL HERITAGE AND LANDSCAPE
Protection and sustainable use of natural and cultural heritage and natural resources will be the basis of the identity of Serbia and its regions, and as well, the basis of the future economic/tourist development. In accordance with priorities of spatial development of Serbia, it will be necessary to insist on development of networks of valuable/protected natural and cultural landscapes in accordance with world and European standards and conventions.

SPATIAL-FUNCTIONAL INTEGRATION WITH THE SURROUNDINGS
Functional integration with surrounding regions, that is, territorial cooperation of Serbia, will proceed according to European principles of cross-border, transnational and interregional cooperation and will present an important task for all levels of administration in achieving spatial integration of Serbia in the European surrounding. In order to achieve this goal, a clear and constant policy will be needed, as well as an adequate legislative framework which will provide development of projects in compliance with European and national funds. Amongst the topics of importance for defining projects, special emphasis should be put on protection of the environment, protection and preservation of natural and cultural heritage, development of technical infrastructure and transport, agriculture, tourism etc.
VISION OF THE SPATIAL DEVELOPMENT OF SERBIA

GOAL 1
GOAL 2
GOAL 3
GOAL 4
GOAL 5

Environmental development
Economic development
Social development
Institutional framework

PROPOUNDS AND DIRECTIONS

STRATEGIC PRIORITIES

20 KEY PROJECTS by 2020

IMPLEMENTATION PROGRAMME
A. REGIONAL DEVELOPMENT

The phenomenon of uneven regional development is present in most countries and is expressed as the relation between developed and undeveloped areas. Generally, regional development of a country has many characteristics of the overall economic development. Changes in society, economy, demography, infrastructure and ecology in Serbia in the period 2001-2009 have been accelerated causing larger regional disparities. Uneven development is not observed only through economic indicators (income, salaries) but also through other indicators of employment and living standards. Especially important segments are society and social aspects of development of territories (regions, areas) which are measured and interpreted through basic and accompanying indicators of poverty, spatial accessibility, social isolation, accessibility to institutions, demographic characteristics, infrastructural potentials, ecological issues, etc.

DECENTRALIZATION AND REGIONAL DEVELOPMENT

The basic goal is to establish effective regional organization and coordinated regional policy (in accordance with EU recommendations) which will provide balanced regional development and a higher level of territorial cohesion.

Strategic priorities until 2014:
- finishing the coordinated and complete institutional framework for regional policy management; solving accumulated regional disparities; implementing laws through adoption of bylaws which will define necessary criteria, methodologies and instruments for measuring regional development, specifying regional policy mechanisms, further enhance regionalization according to NUTS classification, define jurisdiction of institutions, financing, program documents, system of incentive measures etc;
- establishing incentive mechanisms for leading efficient regional policies, especially incentives for more rapid development of areas with special development problems;
- efficient use of EU funds allocated for regional development;
- solving common development regional needs through cross-border and interregional cooperation;
- gradual functional and fiscal decentralization, in order to strengthen local government capacities and provide conditions for better quality in performing activities within their jurisdiction, especially activities concerning local economic development.

REGIONS AND DISTRICTS

The basic goal of regional state organization according to the model of functional regions has to create an optimal organization form which would provide the most efficient and overall engagement of all natural and other potentials for the sake of the most rapid, and at the same time balanced regional and spatial development.

Strategic priorities until 2014:
- by adopting the Act on Nomenclature of Statistical Territorial Units, Serbia has demonstrated its commitment to establish regions and districts, according to the NUTS classification, creation of those two levels of territorial units is initiated by the Law on Regional Development from 2009, amended in 2010.
- establishing a network of regional institutions, creating regional managerial structures (councils, bodies), defining criteria for measuring development and classification of regions, districts and local self-government units according to the level of development, with the aim of defining measures and instruments for incentive policies regarding development problems of different areas.
- documents at district level and level of one or more local units (strategies, programs, spatial plans and action plans) have to be harmonized with the adopted development documents at national and regional levels;
- according to the Law on Planning and Construction all regions and districts will be covered by regional spatial plans and regional development strategies until 2012.
B. SPATIAL DEVELOPMENT CONCEPT OF SERBIA

Considering the vision as landmark on the long way towards efficient spatial development of Serbia, principles as rules of behavior which will control spatial development, and goals as structural orientations on that way full of opportunities, but also of threats, the concept of spatial development of Serbia establishes basic choices, key solutions and propositions which will have to be respected by all relevant bodies, organizations and institutions of national, regional and local level. Based on experiences of previous Spatial Plan of the Republic from 1996 as well as learning from processes in spatial development of Serbia in the period of its implementation until 2009, this Spatial Plan analyzes the perspective of long-term spatial development, taking into account the difficulties, both internal (financial and economic crisis, missing legislations) and external (international relations, status of Kosovo). For those reasons, the Spatial Plan determines the future spatial development framework oriented towards two time horizons. The horizon of realistic opportunities is perceived following the institutional, organizational and financial opportunities until 2014. The horizon of assumed opportunities has for horizon the year 2020.

Particular importance for the future spatial development of Serbia will be given to spatial integration of Serbia and its regions and municipalities in the surrounding area. In the period until 2013, cross-border and transnational cooperation will be realized mainly through EU programs of territorial cooperation supported by the Instrument for pre-accession funds (IPA). Accent will be put on the cross-border cooperation with Republika Srpska in Bosnia and Herzegovina as well as the perspective cooperation with Albania through autonomous province of Kosovo. Transnational cooperation of Serbia and its regions will be realized through wide transnational cooperation areas among which the most important are corridor X, corridor VII (Danube river basin), Drina river basin, Sava river basin and Carpathians, in accordance with signed conventions on cooperation of Serbia with countries in or along those spatial systems. This way Republic of Serbia should confirm and improve its geostrategic position in European surroundings. Functional links with Russian Federation, first of all in the field of energy, should improve existing economic capacities and competitiveness of Serbia. Being full member of United Nations, Serbia participates in programs of UNESCO (Man and Biosphere (MAB) and World Heritage), UNDP and UN Habitat. In the framework of Council of Europe Serbia will pursue its involvement in the activities of CEMAT.

SOCIAL COHESION

Demographic capital of Republic of Serbia represents one of the most critical limiting factors for its future spatial development. Therefore it is necessary to improve social and economic measures and programs with the objective to direct the desirable trends in distribution of population and internal and external migrations.

Social coherence of Republic of Serbia and its territorial units will require strengthening of human and social capital, particularly in the parts with registered depopulation and unfavorable demographic structure like in eastern Serbia, southern Serbia and at lesser extent in Banat and Western Serbia. Development projects on regional level with inclusion of all local communities in its realization can contribute to economic and social revitalization of this space what will require specific efforts of the Republic for strengthening of social infrastructure systems.

Social capital of Serbia is interlinked with specificities of territorial cohesion and demographic processes. Healthcare, education, social protection and culture will be an important issue because of their key role in spatial development of Serbia, supposed the improvement of their spatial distribution, modernization, connectivity and accessibility.
ECOLOGICAL LINKS, DISPOSITION AND SUSTAINABILITY

**Protection of natural heritage** until 2014 will cover more than 10% of the territory of Serbia what will represent an increase of almost 100% compared to the state from 2008. New protected areas will be included with an accent on valorization of natural assets of high mountains and biodiversity (Beljanica-Kučaj, Valjevo mountains, Radan-Sokolovica, Suva mountain, Mokra Gora-Prokletije), areas along the Sava, Danube and Tisza rivers. Specific programs will consider the reduction of bad influence on climate changes which are the consequence of global heating and gas emissions ruining the ozone layer. Increase of renewable energy sources use (geothermal energy, solar energy, wind energy, hydro energy) will have a particular role in some parts of Serbia where favorable conditions exist. Mineral resources will be used in controlled and sustainable way as non-renewable source. Lignite basins of Kolubara, Kostolac and Bor, mining potentials of Kosovo, sources of crude oil in AP Vojvodina, as well as other smaller existing and new sources should contribute to the realization of energy sufficiency and independence of Serbia, as well as to its competitiveness.

**Protection and management of cultural heritage** (like monasteries in Fruška Gora and Ovčar-Kablar gorge, Sremski Karlovci and Prizren) will contribute to development of regional and local identity and more efficient development of economic activities among which tourism occupies an important place. Management and renewal of urban and rural space of Serbia will focus on limiting of illegal construction and uncontrolled sprawl of construction land, recycling of construction land and protection of environment. Priorities are the renewal of urban conservation areas like Sremski Karlovci, Petrovaradin, inner cities of Sombor, Subotica, Zemun, Valjevo and Prizren, as well as functional links between rural and urban settlements.

ECONOMIC-REGIONAL INTERACTIVITY

**Economic links and interactivity** should assure that in the period until 2020 Serbia is spatially structured and economically developed in order to be competitive at international level, socially coherent and ecologically sustainable. This means: a) need to mobilize territorial capital and potentials in sustainable way on bigger part of territory of Serbia, in accordance with regional specificities and real capacities, with b) accentuation of specific role of cities with their functional surrounding as barriers of development. Having in mind that objective it is necessary to network or cluster at the level of development regions by the geographic, historic, functional and cultural characteristics which will have capacity, obligation and responsibility to improve regional development.

Spatial integration and functional links of regional entities, indispensable for realization of increased territorial cohesion of the Republic and for strengthening of development capacities and stronger competitiveness of all its parts, it suggests the identification of development belts which are already formed or expected in the future. In that sense three development belts are going to be dominant:

- Danubian belt recognized as Corridor VII, comprising the greater area around the Danube, but also the Sava river with the ports of Novi Sad, Belgrade, Pančevo and Smederevo;
- Belt of the corridor X along the Morava river, linking the most developed areas and urban centers of Serbia;
- Belt of the Western Morava towards the Corridor X and further on along the Nišava river, the axes that hasn’t been exploited enough and it will demand important investments.
CONCEPT OF TERRITORIAL CAPITAL USE

Strategic objectives of use of "hard territorial capital" encompass:

- the most suitable access to the Thessaloniki bay, as well as to the Southern Adriatic in order to use optimally geostrategic position of Serbia in relation to the surrounding area (Central Europe, west coast of the Black sea etc.);

- for optimal use of combination of paneuropean corridors VII and X rehabilitate the Danubian space; develop intermodal transport; further implementation of River Information System (RIS); reconstruction and construction of bridges across the Danube; reconstruction of river ship locks Iron Gate I and Iron Gate II; cleaning of the Danube bed of drowned vessels (German fleet, hazards etc.);

- development of action area, or further concentration and polarization of activities and population at the territory between Novi Sad, Belgrade and other urban centers; reindustrialization by combined activation of new (greenfield) and previously used (brownfield) locations, particularly in intermediate cities and their regional areas;

- to use potentials of other important regional centers (Kragujevac, Užice, Zaječar, Niš, Kosovska Mitrovica), with the objective to achieve the overall polycentric development, in order to establish the contra-balance to further concentration of activities and population at smaller part of the territory of Serbia;

- decrease of inequalities of demographic trends, differences in the overall extent of development, employment, investments, development of public services and level of construction of technical infrastructure; definitive elimination of uncontrolled construction; reparation of the general neglect and disorder of the territory; increase of the quality of natural and cultural landscapes etc.

- among huge parts of abandoned and inactive areas, particularly rural, the priorities should be identified for demographic, economic, cultural and other renewal and rehabilitation.

Successful spatial development of Republic of Serbia will, without any doubt, depend on the good governance for spatial development. Based on that Serbia will:

- Develop logistic and other support to local self-governments
- Develop information base
- Develop service functions of municipalities/cities as centers which gathers all actors of spatial development, links them with external partners through creation of agencies and other non-profit organizations
- Develop instruments of administrative pressure to implement laws, standards, national and local regulations and all other documents including urban and spatial plans
- Develop instruments of administrative stimulations and destimulations like fiscal policy, priorities in use of public goods etc.
- Institutionalize different forms of partnership between public and private sector
- Develop legally binding but also locally influenced and non-formal forms of participation through the decision-making process
- Develop instruments of communication and cooperation, vertically towards regions and republic, and horizontally on the level of surrounding and cross-border cooperation
C. NATURE, ECOLOGICAL DEVELOPMENT AND PROTECTION

1. NATURAL RESOURCES

Natural resources, which include agricultural and forest land, relief, mineral raw materials, water and water land and potentials in renewable energy resources, may be an important potential and basis for economic development of Serbia.

Agricultural land takes up 60% of the territory of Serbia. It is possible to achieve optimal use of this resource by adequate measures of protection from erosion and other sorts of degradation, prevention from change of land use on attractive agricultural land sites into industry and commerce, conducting agro technical measures (avoiding their negative effects) and taking advantage of its potentials for the production of organic food and providing the local market with good quality products as well as competing abroad.

The economic-tourist and hunting potential directly depends on the way of managing and the protection of forest land. Improving the state of the forests and preventing reduction of forest land will provide conditions for conducting principles of sustainable management and integrating forestry in the policy of rural development.

Insufficient capacity and quality of surface water and local watercourses, implies the use of transit waters, whose quality is not always reliable. Solutions are, amongst others, in the construction of integral waterpower systems (regional and rivers), thus achieving all goals of use, development and water protection.

From the total of quality and heterogeneous potentials for the development of high- mountain areas, only a small part has been activated. By eliminating conflicts between protection of nature and development of tourist and other activities and along with adequate infrastructural equipping, good conditions could be provided for developing year-round tourism and better quality of life and work for the local inhabitants.

Incomplete valorization of deposits of metallic and nonmetallic and energy mineral raw materials is the consequence of still insufficient land research, old capacities for exploitation and manufacturing and lack of their sustainable use.

Natural potentials in Serbia provide conditions for use of sources of renewable energy, such as biomass energy, sun and wind energy, small hydroelectric power stations and geothermal energy. The energetic potential of these sources is approximately ¼ of the present primary energy consumption. High cost of consumption (along with relatively low price of electric energy) and unfavorable economic conditions prevent greater investment and adequate use.

AGRICULTURAL LAND

The basic goal is protection of ecosystems, agro ecological, economical, landscape, socio-cultural and other important agricultural land functions, along with improvement of spatial heterogenic conditions for production of good quality agricultural-food products.

Strategic priorities until 2014:

- Creating a complete land resource information basis, compatible with the geographic information systems, using of the first component of the Instrument for Pre-accession Assistance (IPA) for the program period 2007-2013, based on the Program for Strengthening Institutional Capacities of Land Administration, in order to define and execute land policies in accordance with EU laws.
- Harmonization of law and strengthening institutional capacities, for implementing Common EU agricultural policies (financial procedures, information technology, control, monitoring) and additional rules and standards that regulate production and trade of agricultural and food products in EU, through the program Strengthening Capacities for Approaching the Rural Development Policies to EU Standards, also supported from the IPA first component.
- Registering terrains jeopardized by water and wind erosion processes, defining and controlling execution of specific works and measures of land protection on these terrains, according to guidelines which will be defined by the Republic Agricultural Strategy;
- Precise zoning of ecologically vulnerable areas, in order to avoid excessive expanding of agricultural-technical restrictions on areas which – in the conditions of increasing demand in the world market - are capable of export expansion of conventional agricultural products.
FORESTS AND FOREST LAND

The basic goal of forest management is sustainable forest management, which implies management and use of forests and forest land in such a manner and to such an extent that would preserve biodiversity, while productivity, renewal, vitality and forest potential should be at a level which would satisfy ecological, economic and social needs of the present and future population, at the local as well as at the national level and at the same time would not endanger or harm another ecosystem.

Strategic priorities until 2014 are:
- implementation of the Strategy of Forest Development;
- sustainable use and development of the forest fund in protected areas;
- project on biodiversity of forests on the regional level;
- improving planning, management and control of the forest fund;
- adopting the Strategy of Wildlife and Hunting Management and hunting strategies through regions and
- promotion of hunting in the country and abroad.

WATER RESOURCES AND WATER LAND

The basic goal is integrated development, protection and use of water resources.

Strategic priorities until 2014 are:
- complex protection of waters and harmonization of water-economy strategy, ecological and development goals;
- integrated water management in the framework of the administrative systems – level of larger rivers
- realistic economic policy which enables self-financing of the water sector; economic price of water as a measure of rational consumption, while respecting the principle: consumer pays, polluter pays, complete compensation for costs which include all costs of water and river basin protection.
- reconstruction and increasing of the flow rate of the Hydro System Danube-Tisa-Danube, as well as the Hydro System Northern Bačka;
- exploiting Drina river potentials, as a part of the Serbian and Republika Srpska (Bosnia) joint system.

HIGH MOUNTAIN AREAS

The basic goal of spatial development of high mountain areas in Serbia will be the protection and development of these areas as extraordinary natural values of Serbia, along with sustainable social-economic development which will ensure better quality of life and work for local inhabitants, and create conditions for leisure and recreation for the urban population, in accordance with capacities of natural systems and elements.

Strategic priorities until 2014 are:
- Kopaonik: sustainable development of tourist centers, transport and technical infrastructure, along with integration of various offers from the surrounding villages at the foot of the mountain; promoting agriculture and other complementary activities; improving protection and maintaining the status of the National park according to EU standards;
- Golija: sustainable development of tourism, development of infrastructure, networking of rural settlements with improvement of agriculture and other complementary activities, improvement of Golija-Studenica UNESCO-MAB biosphere reserve - the first protected area which received that status in Serbia in 2001;
- Balkan mountain: creating tourist centers and ski centers on the territories of Knjaževac and Pirot municipalities, and developing tourism and infrastructural equipping in villages at the foot of the mountain; promoting agriculture and other complementary activities; developing cross-border cooperation with Bulgaria; improving protection and maintaining the status of the Park of nature;
- **Vlasina-Krajište**: opening of the sub-destination Vlasina by developing Vlasina lake and its tourist center; opening of the sub-destination Krajište by constructing ski centers and preliminary center activities on Besna Kobila mountain on the territory of Vranje and Bosilegrad municipalities, at the same time initiating tourist development and infrastructural equipping of the villages at the foot of the mountain; promoting agriculture and other complementary activities; developing cross-border cooperation with Bulgaria and Macedonia;

- **Tara-Drina**: rehabilitation and integration of offers, valorization of natural and ethno-values of the National park Tara; promoting agriculture and other complementary activities; developing cross-border cooperation with the Republika Srpska.

### MINERAL RESOURCES

The basic goal is strictly controlled, planned, sustainable and economic use of mineral raw materials and underground waters, with adequate measures of protection, in order to be competitive on the local and world markets.

Strategic priorities until 2014 are:

- preparation of the geological map of Serbia in scale 1:50,000 giving priority to areas with existing indications for discovering new mineral potentials; preparation of hydro-geological and engineering-geological maps in scale 1:100,000, especially sheets which cover planned corridors of significant roads and other infrastructure facilities;
- development and implementation of the geological information system;
- study on hydro-geological quality of space;
- study on possibilities for substitution of stone in road construction with secondary raw materials.

### 2. PROTECTION AND IMPROVEMENT OF THE QUALITY OF ENVIRONMENT

The long term strategy of the Republic of Serbia in the field of environment and sustainable protection implies improvement of the quality of life for the population, by providing good quality environment and preserving nature, reducing pollution and pressure on the environment, using natural resources in a manner which provides their availability for future generations. Key steps include strengthening of existing measures and development of new measures for executing policies of sustainable development, further integration of environmental policy into policies of other sectors, accepting greater individual responsibility for the environment, harmonization of regulations with EU legislation and their full implementation and more active public participation in decision making processes.

The Spatial Plan of the Republic of Serbia foresees and stresses the need for detailed elaboration of the most significant factors of importance for planning, protection, development, and land use in the sense of creating prerequisites for sustainable development adjusted to natural and anthropogenic values and conditions. This is achieved by introducing strategic impact assessment in the process of preparing plans and programs as well as the environmental impact assessment of more significant facilities and activities. The Spatial Plan must provide prerequisites for simultaneous rational use and protection of the environment.

The Spatial Plan of the Republic of Serbia and the National Program of Environmental Protection are the main planning documents in the field of environmental protection management and are of the greatest strategic importance. The Plans define categories of pollution according to zones, and in that context define solutions, measures and priorities in preservation and improvement of the environment.

One of the eight UN Millennium Development Goals is to ensure environmental sustainability. This goal became a commitment in the course of preparation of national strategies and action plans and implying principles of sustainable development into national policies, preventing loss of natural resources, encouraging their revitalization. These are the measures presented in the Spatial Plan of the Republic of Serbia.

The diversity of natural resources and high level of biological and geo-diversity and preserved nature in non-industrial areas is an important development resource of the Republic of Serbia, which must be evaluated as an advantage and protected by all means. The Republic system of evaluation must be viewed through the prism of its regional diversities which depend on geographical specificities as well as tradition and mentality of its larger regional entities.
On the other hand, influence must be exerted in the direction of reducing degradation of areas caused by unplanned exploitation of natural resources, restoring ecological hot spots as well as reducing pollution of water, air and land by the sectors of industry, power supply, transport, and agriculture. However, purification of communal waste waters and well as waste management remain key challenges. Poorly developed space as well as numerous phenomena which endanger health and security of the population, require continual and systematic institutional activities as well as activities of citizens, by strengthening awareness, education and informing. The campaign “Cleaning Serbia”, as well as a set of new laws (year 2009), in that sense, are an indication of a new policy which can help improve the situation, otherwise it is not possible to expect greater attractiveness for investment in some territorial units of the Republic of Serbia. It is necessary to establish the real state of quality of, and threats to the environment as a resource, its values and priorities concerning its protection, rehabilitation and improvement.

**ELEMENTS OF THE ENVIRONMENT**

The basic goal is protection and improvement of the environment as the basis of balanced development, utilization and land development of the territory of Serbia - ceasing further degradation, preventive protection from all planned activities which can endanger the existing quality of nature and environment, along with rehabilitation and revitalization of endangered areas.

**Strategic priorities until 2014 are:**

- **continuation and further systematic development of the campaign “Cleaning Serbia”,** along with the engagement of all actors and local self-governments;
- **rehabilitation of all polluted industrial and mining-energy sites** implying: execution of the procedure of rehabilitation and remediation of hot spots - contaminated industrial sites, re-cultivation and remediation of the most degraded sites by the exploitation of mineral raw materials (RTB Bor, flotation wasteland and smeltery, lignite basins of Kolubara and Kostolac) and rehabilitation and remediation of polluted watercourses (parts of the Veliki Bački canal);
- **reduction of air pollution which originates from energy production and other industries,** which implies: establishing a register of polluters with emission balance, building plants for desulphuring and denitrification in thermal power stations and installing new or reconstruction of existing electro filters in plants which emit suspended particles above the standard level and which present the greatest risk for the environment and health of the population;
- **improvement of the quality of surface and underground water** which implies: preparing a water management plan for the Danube river basin (ICPDR), building a system for collecting, transporting and purifying waste water in the most endangered settlements which undergo the greatest risk for health of their population and environment and providing rational use of water supply in industry and power supply, introducing new technologies and recirculation;
- **prevention of further deprivation of land and preserving and improving its quality** which implies; rehabilitation of degraded and contaminated land in industrial areas and execution of measures for protection from erosion;
- **reducing the level of noise along roads and industries that endanger housing,** which implies: identification of the most frequently used roads which need noise monitoring and reduction of the noise level with sound barriers on endangered locations, along roads and industry adjacent to residential areas;
- **harmonizing national regulations in the field of environmental protection with EU legislature, along with strengthening institutional capacity** which implies: adopting laws and bylaws, ratification and implementation of international agreements, adopting the National Program of Environmental Protection and Action Plan for its implementation and National Strategies for Sustainable Use of Natural Resources and Goods and establishing and strengthening institutional capacities at all levels;
- **establishing and extending monitoring and further development of an integrated cadastre of polluters** which implies: modernization of the monitoring network of ambient air quality, establishing automatic monitoring over major polluters, modernization of laboratories for the research of air quality, establishing a monitoring network of emission of waste water, developing land quality monitoring and further development of the integrated cadastre of polluters in the Agency for Environmental Protection;
- improving public access to information on the quality of the environment and developing public awareness which implies: organizing campaigns, developing ecology oriented culture among the population and increasing public participation in decision making on matters of the environment;
- promoting rational use of natural resources and maximum use of secondary raw materials, reducing emission of polluted materials and introducing cleaner production technologies which implies: establishing a register of gases with the green house effect in the sectors of energy industry, industry, agriculture, and waste management, revitalization of outdated power production facilities along with the possibility of improving technological and operational performances, restoring and improving existing protection systems, in order to reduce emission of polluted materials from thermal power plants, as well as rehabilitation for maximum use of secondary raw materials, improving the existing and further development of district heating along with the extinction of a number of small local boiler rooms, reconstruction of thermal power plants, cement plants, steel plants, according to technical requirements for co-incineration, along with establishing standards for thermal power plants, cement plants, steel mills, establishing ISO 14000 standard for environmental management in corporations, establishing and implementing EMAS system and substitution of fossil fuels by improving existing capacities of renewable energy sources.

### WASTE MANAGEMENT

The basic goal is developing a sustainable system of waste management in order to reduce pollution of the environment and spatial degradation.

Strategic priorities until 2014 are:

- construction of 8 regional centers for solid waste management with plans for separation of recyclable waste, transfer towards recycling stations and centers, recycling yards (paper, glass, plastic, tins etc);
- establishing a system for collecting and treating waste flows (waste oils, waste from electric/electronic products, used batteries and accumulators, waste tires, waste vehicles, packaging, etc)
- construction of a central plant for physical and chemical treatment of dangerous waste and 5 central regional storages for dangerous waste in Serbia;
- shutting down, rehabilitation and recultivation of existing waste dumps.

### EFFECTS OF CLIMATE CHANGES

The basic goal is including climate changes as a factor of sustainable environmental development into sector strategies and developing a system for management from risk of climate changes.

Strategic priorities until 2014 are:

- executing multidisciplinary research programs on local climate changes and influence of these changes on agriculture, forestry, water management, energy industry, biodiversity, and ecosystems, infrastructure and health of the population and preparation of sector plans and programs of adaptation and reduction of effects from climate changes;
- executing the strategy of introducing ecologically acceptable technologies in manufacturing, energy industry, transport and others, including increased use of existing sources of renewable energy;
- developing a climate monitoring system and information database on local and regional climate changes, including information on extreme climate changes and disasters, vulnerability of certain areas in order to utilize them in strategic spatial development planning;
- establishing operational, research and communication and information functions of the National Center for Climate Changes which executes functions of the Sub-Regional Center for Climate Changes in Southeast Europe;
- participating in project implementation within the Sub-Regional framework action plan of Adaptation for Southeast Europe.
3. BIODIVERSITY, PROTECTION AND SUSTAINABLE USE OF NATURAL AND CULTURAL HERITAGE AND LANDSCAPE

The existing level of biological diversity in Serbia can be estimated as relatively high, while it is still necessary to provide protection through the system of protection of nature which relates to certain species and other natural heritage. Besides biodiversity, the rich and valuable natural and cultural heritage, as well as diverse and attractive landscapes are important resources for the future spatial development of the Republic of Serbia. Problems are numerous and they refer to the lack of national strategies in the domain of protection, development and sustainable use of natural and cultural heritage, landscape studies, poor execution of established measures and regime concerning protection of natural and cultural heritage, as well as a low level of awareness about potentials and values of these resources. Values of natural and cultural heritage, as well as landscapes of the Republic of Serbia, must be viewed as indicators of spatial development through the prism of regional and local diversities, uniqueness and particularity as elements of identity, which will strengthen the competitiveness of certain municipalities or regions.

The forecast in the planning period (until 2021) includes an increase of the total area under protection of natural heritage up to 12% of the territory of Serbia, strengthening of cross-border cooperation, approaching the project of European Grand Cultural Paths, stimulating new economically efficient activities in areas rich with cultural heritage, and increasing competitiveness among cultural areas or historical cores as investment sites. The priority strategic projects with and activities on protection and sustainable use of landscape, natural and cultural heritage are: establishing the National Ecological Network and identification of areas for the European Ecological Network NATURA 2000, adopting national strategies in the field of protection of nature, biodiversity and cultural heritage, a study on the landscape of Serbia and a series of new laws.

NATURAL HERITAGE AND BIODIVERSITY

| The basic goals of protection and sustainable use of natural heritage are: preservation and improvement of biological diversity, geo-heritage values and landscape and development of public functions of protected areas especially in fields of scientific research and education, culture, sports, and recreation; sustainable development of protected areas and realization of wellbeing for local communities through planned, controlled and limited use of natural resources and spaces in terms of building activities, tourist development and agriculture; interconnecting and harmonizing national with international systems of protection of nature. |
| Strategic priorities until 2014 are: |
| - adopting the Strategies of Preservation of Biodiversity and of Protecting Nature and Values of Nature; |
| - increasing the total area under protection up to 10% of the territory of Serbia in the period until 2014 by declaring new protected areas; |
| - revising the status of previously proclaimed protected areas and protected species of wild flora and fauna on the state level and harmonizing with existing legislative regulations; |
| - entering international lists of ecologically important areas with: Golija, Kopaonik, Kovilj–Petrovaradin marsh (with Krčedin Island), Okanj pool (possibility of enlisting together with Rusanda) and the Drina in Mačva in the Ramsar list; Gornje Podunavlje (Apatin-Monoštor marsh), Tara and Balkan mountain in the biosphere reserve; Iron Gate and Djavolja Varoš, in the World Heritage List-UNESCO; |
| - Establishing the National Ecological Network and identification of areas for the European Ecological Network NATURA 2000 through a special project; |
| - preparing spatial plans for areas of special purpose for larger protected areas (with priority for areas which, apart from ecological, have the function of protecting water sources of the regional water supply and important tourist areas); preparing urban plans for sites within protected areas on which either a major construction has been registered or is being planned; |
| - rehabilitation of degraded areas, quarries, sites devastated by fire, wild dumps, gravel excavation pits which have significant adverse impact on nature and the environment; |
| - establishing GIS on protected and ecological areas and interconnecting it with the National Infrastructure of Geo-Spatial Data (NSDI); |
- establishing a system of protection and sustainable use of biological resources which can be realized through activities with the following priorities:

  o building and strengthening the documentation basis on biological diversity: establishing the information/program system of biodiversity monitoring (by application of GIS technologies), establishing a list of species and areas in which the state of biodiversity is being monitored; realization of the action plan of control of entering, monitoring and repression of alochtonous invasive sorts: completion of work on the “Red Books” of plants, animals and mushrooms; in the framework of strategic documents the following has been prepared: Action Plan for Preservation of Swamp Areas on the Territory of the Republic of Serbia and the Action Plan for Protection and Preservation of the Black Bear (*Ursus Arctos*), Wolf, (*Canis Lupus*) and Bobcat (*Lynx Lynx*) in the Republic of Serbia.

  o building and strengthening institutional and personnel capacities for the protection of biological diversities and increasing efficiency of the legislative and institutional framework in the field of protection of biodiversity/protection of nature; executing campaigns for strengthening public awareness for observing relevant laws through activities of the government and non-governmental sectors.

  - incorporate measures and conditions for protection of biodiversity and protection of nature into regulations and documents in all branches of economy which use biological/natural resources, especially in forestry (including the exploitation of “secondary forest products”), hunting, fishing; identification of wild plant and animal species which have priority in the preparation of action plans /programs of protection.

  - integration of biological diversity protection into sectors: tourism, (standards for the development of eco-tourism in areas of protected nature), regional development (master plans), spatial planning and constructing infrastructure (providing crossings for wild life on roads of their usual daily or seasons’ migration, constructing fish paths, providing planting of forests and green areas in zones influenced by traffic, providing functioning of drainage canals and building noise shelters).

**PROTECTION AND SUSTAINABLE USE OF CULTURAL HERITAGE**

| The basic goal is to articulate cultural heritage as a development resource, protect, develop and use it in a manner which will contribute to the establishment of regional and local identity in accordance with European standards of protection. |

**Strategic priorities until 2014 are:**

- *adopting the new Law on Protection of Cultural Heritage* harmonized with the Law on Culture and other laws and legal acts relevant to the field of cultural heritage;

- *redefining and adopting government strategies* in the field of cultural heritage and reorganization of the division for protection in compliance with social, legal and economic changes;

- *revision of old and adoption of new regulations for the categorization of cultural assets* through a quicker procedure harmonized with the new Law, preparing and adopting management plans for all cultural monuments on the World Heritage List, as well as preparing new nominations;

- *preparing study on cultural areas* and their differentiation according to different levels of protection, as the information basis for protection, planning, management and monitoring;

- *development, presentation and management of the Roman archeological site in Niš and Mediana* and realization of the program of celebration of 1700 years since the Milano edict on religious tolerance;

- *defining and building infrastructure and roads* for two cultural paths of the Serbian middle age culture, Raška and Moravská;

- *priority cultural landscape* which should have a special treatment, irrelevant of their status within protection services (apart from those on the World Heritage List ) are: Fruška Gora, Sremski Karlovci and Petrovaradin fortress; Bač, Bođani, Plavna and Karadordevo; Ovčarsko-kablarška gorge; beer halls of Negotin (Rajačke, Rogljève and Stubičke); the Danube riverbank with prehistoric constructions, Roman Limes and middle-age fortresses (Kalemegdan, Vinča, Smederevo, Ram, Golubac, Lepenski vir, Diana, Pontes, Fetislam); Viminacium; Justiniana Prima; wider territory of Niš with Mediana; territory of Golija and Novi Pazar.
PROTECTION AND DEVELOPMENT OF LANDSCAPES

The basic goal of protection and development of landscapes in Serbia is to achieve various high quality and adequately used landscapes and physically developed rural and urban settlements pleasant for living and leisure, with rich identity based on respect and affirmation of natural and cultural values.

Strategic priorities until 2014 are:

- "Characterization of landscapes of Serbia" implies identification of landscapes of different character on the national and regional level, creating the basis for: valorization and protection of natural and cultural landscapes, planning and controlling their quality; strategic impact assessment and environmental impact assessment; creating GIS on natural and cultural values of landscapes;

- Pilot projects "Characterization of landscapes" for particular priority areas (local level).

Priority areas are:

- Areas of particular natural and/or cultural value:
  - areas of the protected natural value: national parks, parks of nature, landscapes of outstanding features and monuments of nature (Tara, Fruska gora, Iron Gate, Kopaonik, Šar mountain, Balkan mountain, Golija, Vlasina, Mokra Gora, Valjevo mountains);
  - areas of the protected cultural value: spatial cultural and historical entities (Fruska Gora with monasteries, Stari Ras with Sopočani, beer halls of Negotin...), archeological sites (Gamzigrad, Viminacijum), monuments of culture (historical cities and fortresses: Golubac, Smederevo, Maglić; monasteries: Gradac, Žiča, medieval monuments in Kosovo) and prominent places and their surroundings;
  - areas of integrated natural and cultural value (Golija – Studenica, Ovčar – Kablar);

- Spaces within which the quality of landscapes and physical settlement structure have special importance
  - tourist destinations: mountain areas (Balkan mountain, Vlasina – Krajiste, Kopaonik, Golija, Zlatibor, Tara, Prokletije with Mokra Gora, Šar mountain), spas and health resorts (Vrnjačka Banja, Niška Banja, Sokobanja, Mataruška Banja, Bukovička Banja, Banja Koviljača, Vranjska Banja), rivers (the Danube, Sava, Drina), lakes (Srebrno, Palićko, Vlasinsko), tour centers and their surroundings (Belgrade, Novi Sad, Niš, Subotica);
  - international networks (Emerald, Corridor VII and X, Eurovelo, international cultural routes: prehistoric, Roman, Ottoman and Austro-Hungarian);
  - border areas (Gornje Podunavlje, Morovičke Forests, Deliblato sands, Iron Gate, Prokletije, Balkan mountain, Šar mountain, Vlasina, Jerma, Pčinja);

- Endangered and degraded spaces requiring measures of restoration
  - areas of open lignite pits, ash dumps, thermal power plants (coal basins of Kolubara Kostolac and Kovein);
  - quarries, waste land, areas of gravel and sand exploitation, water courses of the 4th class and "no-class" (river Morava hinterland, canals in Vojvodina);
  - regional centers for waste management / regional waste dumps (according to plan);

- Areas under special development pressure
  - areas and settlements along transport corridors (Corridors VII and X, national roads of 1st and 2nd class: metropolitan axis Belgrade – Novi Sad, Ibarska highway, tri-city-area of Jagodina – Paraćin – Ćuprija;
  - new infrastructure and energy production systems (new water management system of Veliki Rzav with the reservoir Velika Orlovača; possible use of wind energy: Southern Banat, Balkan mountain, Vlasina, Ozren, Rtanj, Suva mountain);
Spatial Plan of the Republic of Serbia – ABRIDGED VERSION

- cities and urban settlements (with peri-urban areas): metropolitan Belgrade, cities of international importance (Novi Sad, Nis and Priština), cities-nodes (Subotica, Pančevo, Kragujevac, Užice, Novi Pazar, Zaječar), towns and urban settlements in border areas (Sombor, Vršac, Sremska Mitrovica, Loznica, Šabac, Kladovo, Negotin, Peć), towns of particular importance within the network of settlements and in the region (Kikinda, Valjevo, Kraljevo, Bor, Kosovska Mitrovica, Pirot, Vranje);
- tourist areas (Kopaonik, Divčibare, Zlatibor, Balkan mountain).

NATURAL DISASTERS AND TECHNOLOGICAL ACCIDENTS

<table>
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<th>The basic goal</th>
<th>is integral management of natural and technological disasters and accidents as the basis for providing conditions for efficient spatial development, preservation of human lives and material goods. In that sense, it is necessary to create well organized and equipped services which will be capable of working successfully on prevention from these catastrophes as well as on defense and elimination of consequences, if they occur.</th>
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Strategic priorities until 2014 are:

- preparation of referral maps of natural disasters for the territory of Serbia; a series of seismological maps for respective return periods; maps of erosion in Serbia and protraction of deposits in river basins; cadastre of unstable surfaces on the territory of Serbia; plans of defense from torrential floods in municipalities of Serbia;
- harmonizing national legislative regulations in the field of protection from natural disasters and technological accidents with EU legislature; adopting a system Law on natural disasters and technological accidents; preparing and adopting bylaws;
- adopting the National strategy of Integrated Protection from Natural Disasters and Technological Accidents;
- strengthening technical expert capacities for preventive protection from natural disasters and technological accidents; strengthening administrative and institutional capacities; founding the Agency (of the Republic Center) for protection from national and technological accidents.
D. POPULATION, SETTLEMENTS AND SOCIAL DEVELOPMENT

4. DEMOGRAPHIC DEVELOPMENT

The main characteristics of the population and demographic tendencies represent an important determinant of social-economic development, planning and spatial development. Long-term negative tendencies and spatial misbalance in the migration of the population of the Republic of Serbia today impose the need to approach planning and spatial development of Serbia from a new angle of unfavorable trends of demographic development and reduced demographic potential, since there is a serious threat for demographic factors to become limiting factors for spatial and regional development of Serbia.

In the second half of the twentieth century serious changes took place in the number, spatial distribution and natural growth of the population. The territory of Serbia has been seized by the process of demographic transition, whose main negative effects (depopulation, considerable decrease in natural population growth and aging) have been especially emphasized in the past two decades. Along with the political and social crisis that began in the 1990s, negative long range demographic trends have accelerated and intensified, while changes of geopolitical character on the territory of former Yugoslavia were followed by new migration flows. The direct effect of these events was the flux of a large number of refugees from the former Republics of Yugoslavia and internally displaced people from Kosovo and Metohija, and at the same time massive abandoning of the country.

According to the last census of 2002, the Republic of Serbia, without the territory of the AP Kosovo and Metohija, had a population of 7,498 million. Since 1999, Kosovo and Metohija has been under the control of UNMIK and the Republic Institute for Statistics of Serbia has not been able to collect and release information for the province, although the amount and reliability of information for the preceding years was also very limited. In statistic reports published by UN, it has been estimated that the Republic of Serbia in 2007 had a population of 9,858 million (World population Prospects, the 2006 Revision). The estimation of the population number for Kosovo and Metohija is based on the results of the last census in this province in 1981.

Having in mind natural reproduction of the population in Serbia, the main characteristic is simultaneous coexistence of two opposite reproductive models, based on ethnic roots. The model of high fertility and expanded reproduction is present in the Albanian, Roma and Moslem (Bošniačka) population while the model of low fertility and insufficient reproduction is present in the Serbian and other nationalities.

DEMOGRAPHIC TRENDS, SPATIAL DISTRIBUTION AND PROJECTIONS OF THE POPULATION

The basic goal is alleviating negative tendencies of demographic development of the Republic of Serbia which would be achieved through the growth of the level of fertility and positive migration balance and reaching the level of simple reproduction of the population (stationary population) in a longer period of time. Establishing even territorial distribution of the population and more harmonized spatial-demographic relations implies demetropolization, encouraging development of small and midsize towns, demographic revitalization of emigration, endangered hilly, mountain and border areas, according to objective possibilities and needs, support to the development of depopulated areas through programs and plans and other support, improving urban-rural relations and interrelating with the rural surroundings.

Strategic priorities until 2014 are:
- alleviating negative tendencies of demographical development, implies urgent adoption and execution of measures and actions which would help reduce the problems of insufficient reproduction of the population, achieving better balanced territorial distribution of the population, removing particularly negative phenomena in the socio-economic structure of the aging of the population with all the negative consequences that produces on the micro and macro level;
- alleviating the phenomenon of low birth rate through active implementation of the population policy;
- alleviating the causes of emigration flows;
- establishing an active relation with diaspora around the world and including it into development programs of economy and society in transition.
- application of the National Strategy for solving matters of refugees and internally displaced persons back from 2002;
increasing the level of acquired information, education and awareness concerning demographic issues as national issues through programs of continual education of the population, about population factors, reproductive health, parenthood, health promotion etc.

5. POLYCENTRIC URBAN SYSTEM

According to the share of urban population (56%) Serbia is a less urbanized territory in comparison to other European countries. According to the level of urbanization Serbia is on the level of Southeastern countries in Europe. The process of urban transition in Serbia was intensified in the mid-XX. century only. It developed in conditions of dynamic industrialization with a polarized character. This led to the development of an urban network that is characterized by regional differentiation, (non)compatibility of its units, asymmetry and in some cases functionally unconnected territories, even isolation. An urban system structured in this manner is neither compatible nor coherent with the goals of creating the European urban system. The urban systems of the EU are characterized by a high level of centralization and distinct functional hierarchy, so the ultimate goal of its development policy is to create an optimally structured polycentric network of urban centers. Along with this, great significance is attributed to the functional specialization of smaller urban centers or their agglomerations in the international distribution of labor. Since the future European strategy is headed towards the development of polycentric urban systems it is an imperative that planning in Serbia conforms with this concept. For these reasons, in planning and directing the development of the urban system of Serbia, one must insist on the application of European principles, models, methods and instruments within which nodality dominates as the starting point of spatial and functional organization of the state territory.

By implementing functional hierarchy and regionalization on the principles of polycentrism and balanced spatial development or division of large territorial wholes into smaller spatial units (larger or smaller functional urban areas – FUA) whose initiators and regulators of development are centers of relatively equal functional characteristics, envisaging regional-development problems and possibilities of improving some regions by applying adequate measures is alleviated. This provides the classification of regional entities and enables comparison of the level of their functional organization, economic and social development. It is the precondition for planning even or "tolerably uneven" spatial, demographic, economic and overall development of the society, of regions separately as well as their associations and the whole national territory, which should lead to the creation of stable economy and improving the quality of life for the population, on one hand and to the possibility of inclusion into international competition on the other. Accordingly, regional spatial planning, as well as other forms of planning, can give a great contribution to equal social-economic development which is, to a great extent determined by rational distribution of centers, settlements, population, economic and non-economic contents in the regions.

SETTLEMENT STRUCTURE

The basic goal is that spatial and functional development of Serbia must be based on the model of functional urban areas which will be instruments of even or "tolerably uneven "spatial development of Serbia.

Strategic priorities until 2014 are:

- scientific approach to the system of urban and rural settlements through multidisciplinary research of increasing and diverse problems of settlements;
- redefinition of the notion of "settlement" and its harmonization, as well as establishing criteria for the typology of settlements, according to the level of development and needs of Serbia, with the recommendations of EUROSTAT and experience of developed countries in the world;
- revitalization of numerous settlements, in the first place rural, by encouraging development of market oriented economy in them, according to accessible and available natural and other resources;
- urban and rural systems – their constitution through spatial-economic and rational sub systems according to the needs of sustainable development;
- transferring functional competences from functionally most developed centers to centers and settlements of lower functional significance;
- spatial and functional merging and interconnecting neighboring centers and municipalities, or territorial grouping of municipalities and settlements (urban and rural) in the framework of networking
municipalities should provide that a smaller number of functionally larger centers serve several functionally less developed centers on smaller geographic distances, creating basic assumptions for homogenizing the total social-economic development of the given territories and better spatial-functional relations and links within the settlement network.

**FUNCTIONAL URBAN AREAS**

<table>
<thead>
<tr>
<th>The basic goal</th>
<th>is determining, organizing and networking functional urban areas as the basis for balanced regional development of the Republic of Serbia.</th>
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</table>

**Strategic priorities** until 2014 are:

- **decentralization and establishing the regional level of administration** - the necessity to establish middle tier administration and a new territorial organization of the Republic of Serbia is of fundamental importance for developing its balanced development and affirmation of urban areas as generators of development (strategy of polycentrism);

- **Networking within functional urban areas and interconnecting them with similar areas outside the boundaries of Serbia** - the existence of a strong network of urban areas in Serbia enables solid development progress of its regions and the whole territory (strategy of increasing territorial cohesion);

- **decentralization of functions on the level of the local community and comprehensive planning within functional urban areas** by principles of subsidiarity through transfer of competence to sub-centers and village community centers within functional urban areas. Comprehensive planning will be implemented through a system of regional plans (strategy of local decentralization and regionalization);

- **systematic monitoring of spatial phenomena and processes within functional urban areas** - tracking indicators and creating a common data base on spatial development on the level of functional urban areas and their harmonization with the EU methodology and data base. Updating and modernizing the cadastre and solving legal property problems on ownership of land especially in cities (strategy of creating a unified data base and monitoring);

- **increasing accessibility within and between functional urban areas and between functional urban areas (clusters)** - completion of the commenced and planned infrastructure corridors would ensure wider accessibility between functional urban areas, whereas the construction, improvement and adaptation of the local transport network, would enable better interconnection of centers, sub centers and villages within functional urban areas (strategy of increasing accessibility);

- **renewal of villages and cities** - economic, physical and social renewal of village settlements is the basis for stopping depopulation in rural areas and achieving a higher quality of life in them (strategy of renewal of settlements);

- **attracting new technologies into technology intensive industrial sectors, i.e. strengthening competitiveness.** Encouraging development of small and middle size enterprises, especially in villages would ensure rounding up economic processes and increasing development perspectives of these settlements (strategy of increased competitiveness);

- **establishing regional bodies (councils) for cross-border cooperation** - focal points - due to shortage of information and personnel trained to apply for financial help from some of the institutions which render support for development projects, it is necessary to enable some of the existing institutions or form a new body (council) which would take over this task on the level of municipality/region (strategy of improving institutional capacities);

- **adopting adequate planning documentation for all urban and rural areas of Serbia** - provide adoption of strategic documents through legislative framework and local decisions which would help arrange and improve spatial relations within the city/municipality territory and functional urban areas (strategy of adopting planning documentation)
6. SUSTAINABLE URBAN DEVELOPMENT

In Serbia today more than half of the population lives in settlements of urban character. Processes of spatial migration and movements of population towards urban centers are still taking place. It is estimated that the process of urbanization will be stabilized by the middle of the third decade of this century. In that sense the problems of development and organizing cities and urban settlements exceed local importance by far and become one of the key questions of spatial development of the Republic of Serbia. Cities may have the power to encourage development in the region and that is why their position and role will be closely connected with regional resources and comparative development advantages of certain regions. In Serbia, in spite of two decades of stagnation or regression of cities and urban settlements, some of them still possess the necessary capacity which is estimated as a development generator or a possibility for development. The size and quality of the capacities vary and they are greater in larger cities and centers, as well as in places where stronger inter city connections have been established. Development capacity is also greater in the case of those cities which have defined their functional area.

In spite of strong domination of Belgrade in the past decades, along with two strong urban centers - Novi Sad and Niš, it has been estimated that in the larger part of the country, Serbia has a relatively fair network of settlements which have been evaluated as a good basis for further planning of spatial development. The network of settlements in Vojvodina has the capacity to function as a regional cluster. The situation in central Serbia is similar. Western, eastern and southeastern parts of the country have a less advantageous network of cities and urban settlements. Their settlements are less developed, often isolated or without necessary capacities to generate development. Apart from other development weaknesses which characterize these regions, they are areas to which this plan pays special attention with the aim to strengthen their urban centers and connect settlements.

Cities and urban settlements in the Republic of Serbia face many issues and problems concerning development and in order to solve them it is natural that the limits must be defined on the national level. Issues such as the treatment of spatial dispersion or concentration, urban renewal, urban sprawl, interconnection and similar, are far beyond local significance and must be based on national and regional policies. This plan deals with issues that concern all cities and urban settlements in Serbia, and defines general strategies on the national level as well, which create the basis for activities on local level, making a distinct difference between the domain of local activities and activities in coordination with the national level. In that sense sustainable cities and settlements will be those in which economic, social and spatial development is created and interconnected to last and provide good quality of life for the whole population.

The basic goals of spatial development of urban clusters and networks of cities and urban settlements are: developing territorial cohesion on the principles of sustainable development, along with activating all capacities of cities and other settlements for interconnecting with the surroundings, increasing rural-urban cooperation as well as intraregional networking and grouping smaller territorial units;

The basic goals of spatial development on the city level and level of other urban settlements:
- creating dynamic, vital urban centers capable to encourage urban renewal and give impulse to development in the region based on recognition and affirmation of their own qualities and advantages;
- strengthening the identity of the city on the basis of its cultural, natural and economic matrix;
- rational utilization of resources on which the development of urban settlements is based, such as energy, city land, agricultural land and other important resources of sustainable development;
- protection of public space and interests, environmental quality and fighting climate changes;
- harmonization of spatial and functional settlement matrix with the capacities of the environment, solving conflicting interests and development problems in space and improving the quality of the physical space;
- strengthening competences and responsibilities of cities for the development and organization of villages within the functional surroundings.

Strategic priorities until 2014 are:
- study on sustainable development options, establishing and defining standards of sustainability suitable for Serbia for the needs of planning on the national, regional and local level;
- harmonizing regulations and standards in the field of spatial and urban planning with European regulations;
- defining solutions through **bylaws** which will provide full integration of the public, citizens, civil sector, etc. in the decision making process on spatial and urban development;
- adopting incentives for projects of sustainable development and innovative projects, including new technologies, renewable energy sources. Initiating the same incentives with bank sector;
- adopting a set of incentives for “nodal” cities, cities that have a special importance for balanced development of Serbia, and cities that are of particular interest because of their specific geographic position, that is locations in border areas;
- development of cities in border areas which will become important factors in trans border cooperation with neighboring countries;
- adopting spatial and urban plans for cities and urban settlements according to the Law;
- innovating the planning methodology, especially in the field of sustainable development, implementation, use of ICT and new standards;
- establishing a “bank of sites” on the local level, i.e., database on sites planned for construction, brownfield sites etc, which will enable more efficient activation of these sites and their construction;
- initiating dislocation of activities and functions which are now located in urban surroundings and the immediate vicinity of residential, recreational and other non industrial zones and which pollute the surroundings and do not have the possibility to switch to clean technologies.

### URBAN RENEWAL AND RECYCLING

**The basic goal** will be the renewal of cities towards improving the economic, functional and esthetic level, which results in the creation of new working places and improvement of the environment; and institutionalizing urban renewal as a principle of sustainable development by establishing a particular legislative and institutional framework.

**Strategic priorities** until 2014 are:

- registering cities or sites for urban renewal (economic, social and physical renewal) including ranking of priorities on the basis of attractiveness and potentials for encouraging development and regulation 1: high quality building construction and/or archeological heritage (suitable for the development of tourism), 2: city entities of ambience quality, 3: vernacular (local), everyday architecture;
- preparing the brown field cadastre with valorization
- “green urban renewal” implies introducing all technological achievements so that priority is given to efficient protection of the environment, better thermal characteristics of reconstructed buildings, meaning reduced need for heating and cooling.

### PUBLIC UTILITIES IN CITIES AND TOWNS

**The basic goal** of developing the public utilities in towns and cities of Serbia is preservation and sustainable development of existing utilities as a precondition for quality life and work.

**Strategic priorities** until 2014 are:

- Preparing a unified **public utilities information system** on the level of the Republic and functional urban areas, with a cadastre of networks and installations in order to preserve existing and future systems, and activate them for future development and harmonization with EU standards;
- preparing a unified **Strategy for Developing and Improving the Public Utilities** and activities for developers and consumers, based on the experience of developed EU countries;
- establishing regulations, harmonized with the EU legislation, in the field of public utilities as the basis for networking the utility systems with city life standards and the transformation of public utilities towards private-public partnership;
- integrating the **Strategy of City Renewal and the system of budgeting with programming public utility systems and building land development** in order to recognize and affirm actors of urban life improvement.
7. SUSTAINABLE RURAL DEVELOPMENT

The position and jurisdiction of municipalities and consequently, planning practice in Serbia, have left villages on the margins of development, without adequate instruments and incentives which would enable them a more dynamic economic and social development and better communal facilities, as well as an environment of higher quality. Nevertheless, the intensity and the characteristics of structural changes in villages and the rural areas of Serbia, as well as their importance for the total and balanced territorial development of the country, require renewal and development of rural areas and villages in a sustainable and socially rational manner as one of the basic strategic priorities of Serbia.

Practically half of the population of Serbia lives in village settlements. Regardless of the large number of villages in Serbia, especially small ones, all the settlements should be included into the integrated system of development and spatial planning, but in a sustainable and socially rational manner. Therefore, first of all it is necessary to implement decentralization and categorization of settlements according to the degree of their importance and then perceive them in the regional framework and in relation to functional urban areas.

In the integrated development approach for villages and rural areas, strategic measures and guidelines are grouped into three large categories: 1) restructuring/competitiveness; 2) protection of the environment/land management; 3) rural economy/rural community/rural area. The basic principle which must be applied in all categories of villages when implementing the planning and program activities on their renewal and/or urban development is the preventive protection of the environment – preservation of natural environment, preservation and/or improvement of the rural landscape and resources of settlements and their cadastral territories.

DEVELOPMENT OPPORTUNITIES IN RURAL AREAS

The basic goal is increasing the quality of life through preservation, renewal and sustainable development, as the result of decentralization of cities and municipalities.

**Strategic priorities until 2014 are:**

- projects for improving the quality of soil, its protection and preservation of natural elements, building and agricultural land and watercourses, consideration of regional and specific landscape features in the course of renewal, construction and rural development, in order to preserve and cultivate their identity;
- connecting villages with urban centers on the functional basis, where spatial and economic possibilities exist, will be defined by planning and program activities on the regional and local level;
- reconstructing and building the local road network and local infrastructure of priority being centers of the community of villages, (re)organization of mobile public services, mainly in the sector of social protection and the organization of specific modes of transport;
- strengthening entrepreneurship - plans for encouraging the development of small and middle size companies as well as projects for processing agricultural products in the regional context; creating cluster systems and networks of retail centers for local products (eco markets, ethno markets etc.)

PUBLIC UTILITIES AND DEVELOPMENT OF VILLAGES

The basic goal is the improvement of the existing and construction of new utility systems which will enable better quality of life and work in the countryside and open development perspectives.

**Strategic priorities until 2014 are:**

- creating the legislative framework harmonized with the EU standards which will enable the construction, modernization and extension of the village infrastructure of the "successful" rural areas;
- preparing the Study on Development of Rural Areas, based on experience of developed European regions which defines the priorities of successful rural areas and those being underdeveloped;
- preparing spatial plans of local communities which create spatial-functional conditions for networking utility systems of rural with urban areas;
- preparing the Strategy of revitalizing decaying villages through programs of reactivating villages and offering their potentials to the market;
- preparing the Program of development and accommodation of public utilities to the protection of agricultural land, forests, water, preservation of natural and created landscape values.
8. SOCIAL DEVELOPMENT AND SOCIAL COHESION

The concept of social development implies: (1) improving welfare and the quality of life of the population; and (2) changes in the society – standards and institutions, which will make the society more just and accessible to all its members. Social development is based on economic justice and social inclusion in order to reduce poverty, to provide a wider distribution of development, to build a cohesive and supportive society, and realize sustainable development. The pillars of sustainable social development are: (a) legal state and rule of law, (b) ensuring human rights, (c) social values and norms and social capital, and (d) the concept of public good.

Social cohesion indicates the potential of a social community to create conditions for achieving welfare for all the population and social groups, through (a) reduction of social and economical differences and improvement of the quality of life, including reduction of social exclusion; and (b) strengthening social contacts, socializing and organizing amongst the citizens, social groups and institutions with the goal to achieve common welfare, that is strengthening the community social capital.

Social housing is providing decent conditions of housing for citizens who can not afford it under market conditions. Social housing does not only have the goal to provide accommodation but also to create social cohesion and encourage economic development, which is why it is not treated as an expenditure but as an economically and socially good investment with long term positive effects. Defining the policy and strategy of social housing in Serbia is connected with the goals of regional and spatial development of the Republic.

Particular phenomena in the Republic of Serbia are informal settlements and illegal constructions. The concept of illegal construction refers to building or building extensions; adaptation or reconstruction of residential or other buildings (business, auxiliary and others) without a legal urban or building permit. Informal settlements are settlements that have developed spontaneously or settlements that are not in accordance with legal procedures and regulations.

SPATIAL ORGANIZATION AND DISTRIBUTION OF PUBLIC SERVICES

| Basic goals are achieving social equity and cohesion through accessibility and quality of services of public interest and promoting social solidarity as the main social value for improving the welfare of socially vulnerable and sensitive social groups; improving public services in areas of poor accessibility to facilities; strengthening human resources and instructing local communities in order to improve public services; improving public healthcare by standardizing conditions of primary healthcare and health education (promoting healthy life styles) and reducing health risks, especially in the areas of above-average social and economic vulnerability. |

The strategic priority until 2014 is reaching minimal standards and complete coverage within the category of fundamental services. Strategies and particular projects for implementing this priority will be prepared with the engagement of local institutions and local management.

TERRITORIAL ASPECT OF SOCIAL EXCLUSION AND POVERTY

| The basic goal is integrating poor areas and Roma enclaves into the social and economic settlement tissue. |

Strategic priorities until 2014 are:

- **Expert and financial support** to local government, in cooperation with the citizens in poor areas and Roma enclaves, to introduce minimal public utility standards of communal equipment through encouraging public works, reducing tax rates, engaging individual workforce etc.
- **Instructing and training** (a) local authorities in municipalities in which poor areas and Roma enclaves exist and (b) citizens and organizations of civil society in poor areas to compete for the use of EU funds and funds of other international organizations and countries allocated for reducing poverty and solving other problems typical for poor areas.
SOCIAL HOUSING

The basic goal of social housing is creating conditions for housing available to all citizens in a sustainable way, with the support and engagement of the state and local communities and establishing a system and models for providing housing for families which cannot independently provide adequate housing solutions on the market due to social, economic and other reasons.

Strategic priorities until 2014 are:

- preparing a consistent legislative system through preparation and adoption of bylaws and other regulations in order to define the institutional framework;
- reforming existing outdated legal regulations such as the Law on Housing from 1992 and the Law on the maintenance of residential buildings from 1995 and execute revisions (or abolition) of various legal acts that deal with solving residential needs of specific categories of beneficiaries;
- adopting an adequate law on the non-profit sector, as a condition for the implementation of the Law on social housing and legal solutions that will provide the framework for public-private partnership;
- supporting the establishment of housing agencies as the main actors of implementation of programs of social housing on the regional and local level;
- preparing and adopting strategic documents on social housing on the national level, National strategy for social housing, local strategies of social housing and adequate action plans and programs for the implementation of these strategic documents;
- determining the realistic sources and legally establishing the system and mechanisms of financing, loans and subsidies for social housing, as well as transparency of their implementation (particularly public funding at the state and local level).

INFORMAL SETTLEMENTS AND ILLEGAL CONSTRUCTION

The basic goal of future activities aimed at improvement of legal regulation and informal settlements is to unconditionally stop further illegal construction and the formation of new informal settlements, and carefully and rationally integrate the settlements into urban structures.

Strategic Priorities until 2014 are:

- initiating development of a comprehensive study of informal settlements and illegal construction;
- preparing a decision on the national strategy for rehabilitation and improvement of informal settlements/zones, with measures to prevent further illegal construction;
- establishing inter-sector bodies and institutions at the level of municipalities, cities and the state that will coordinate the work of different departments, dealing with this issue in a comprehensive manner;
- improving the information base on the construction of unplanned areas in maps of the present state and planned development in respective spatial and urban plans (spatial plans of municipalities and master and regulation plans of settlements), through the identification of zones of informal settlements, particularly the settlements built with no plan or no adequate plan on basis of which it is possible to effectively issue location and building permits;
- coordinating cadastre, magistrates and public utility companies in order to regulate and prevent further illegal construction;
- pilot projects in different locations before the creation of inter-sector bodies and institutions, before or during the preparation of the study and before preparing laws and bylaws;
- insisting on creating a special law on informal settlements and illegal construction which would help overcome all the contradictions in existing laws and bylaws of the competent ministries;
- a new type of planning document for the legal regulation and improvement of informal settlements;
- activating all capacities for the removal of illegally built structures in the protected belts and zones;
- organizing an international conference on regulation and improvement of informal settlements.
E. SUSTAINABLE DEVELOPMENT OF ECONOMY, TRANSPORT AND INFRASTRUCTURE

9. ECONOMY

The territory of Serbia is rich in natural diversity of regional structures and resources that provide conditions for economic development and quality living standards. However, the favorable economic conditions for development and the created economic capacities are not equally distributed in all areas of Serbia, so the conditions are not equal for the entry of new capital and economic development. That is why a large regional disparities exist on the level of economic development and why in planning development and land use, special importance should be given to the valorization of natural resources in less developed areas and creating better economic and social infrastructure in order to alleviate the imbalances. The process of urbanization, which is necessary for economic development, inevitably will continue to generate even greater regional disparities, which confirms the need for special approach to isolated and poor areas. The result of this process, intensified by the negative impact of transition, is concentration of economic activities in two regions that dominate in the Gross Added Value with 76% in total: Belgrade region with 53% and Vojvodina, with 23%. Other regions together participated in the GAV of Serbian agriculture with 12%, 36% in industry and services only 14%.

In the period 2001 - 2008 GAV has grown at an average annual rate of 5.4% and in the year 2008 was 34 million euro (4.700 euro per capita). The largest contribution to gross added value is realized in the sector of services (64.3%). Industry participation of 20.3% is an insufficient basis for accelerated economic development. There is still a considerable business inefficiency, low productivity and efficiency and technological backwardness of much of the economy. The continuous increase of differences in the level of economic development in some areas caused shifting of demographic structure, de-agrarisation and vacating of certain rural areas. On the other hand, the process of urbanization is characterized by a quantitative growth of cities without a proper form of qualitative urbanization and its spread to all parts of the country. Thus, many areas remain without adequate economic infrastructure and basic conditions for the valorization of resources and economic development.

SPATIAL DEVELOPMENT OF ECONOMY

The basic goal is to strengthen the position and the economic competitiveness of Serbia and its regional units based on the principles of sustainable development and greater territorial cohesion.

Strategic priorities until 2014 are:
- macroeconomic stability,
- construction of a modern economic infrastructure and creating favorable investment climate to attract foreign investment,
- re-industrialization and creating a competitive economy,
- reduction of regional inequality and poverty;
- development based on knowledge - a basic development factor.

SPATIAL DISTRIBUTION AND ORGANIZATION OF AGRICULTURE

The basic goal of managing the spatial distribution and organization of agriculture is achieving the appropriate scope and range of a secure supply of quality food and raw materials for the development of a competitive manufacturing industry, according to the territorially heterogeneous natural and socio-economic benefits and limitations.

The main strategic priorities until 2014 are:
- improving the competitiveness of agriculture and food industry;
- sustainable use and protection of natural resources, environment and landscape values;
- development of related activities, infrastructure and local partnerships; and
- strengthening cross-border cooperation.
**SPATIAL DEVELOPMENT OF MINING**

The basic goal of mining is the optimal and rational production of mineral raw materials including complex treatment of mineral deposits and its raw materials.

**Strategic priorities** until 2014 are:

- **in the sector of coal surface exploitation**: PK Drmno - increase production to 12 million tons per year, Field D - expansion; Veliki Crnjeni Field, Field C, Field E, Field G; Radljevo Field;
- **in the sector of coal underground exploitation**: construction of the pit IR “Progorelica”; Open lignite mine coal “Ćirikovac”; building Thermal power and heating plant “Zaječar” and increase of production in the mine “Lubnica”;
- **in the field of metallic mineral resources**: the opening of the mine Čoka Marin, Borska Reka and Cerovo (extraction of copper) and re-opening of Leće and Suva Ruda (lead and zinc);
- **in the non-metallic mineral resources sector**: opening of small mines for the exploitation, opening smaller mines for exploitation including the mine of litium in Jadar near Loznica, opening mine of Lisina near Bosilegrad, opening mine of molibden Mačkatica near Surdulica, opening mine of copper and gold Velja Straža near Bor and others; spatial plans at the local level should solve the problems of infrastructure (construction of transportation links, energy supply, tailing disposals etc).

**SPATIAL DISTRIBUTION AND DEVELOPMENT OF INDUSTRY**

The basic goal of the development of industry is revival, increasing sector and territorial competitiveness and employment, by providing favorable general, infrastructural and spatial conditions, as well as its even spatial distribution adjusted to the potential of regional, urban and rural areas, and to demands of climate change and reducing pressure on resources.

**Strategic priorities** until 2014 are:

- **industrial revival**, establishing a better legal and institutional framework in relation to neighboring regional, EU and other markets, promotion of international cooperation and multilateral governance including rules of the international trade and financial system, incentives for the allocation of facilities, sustainable business, the use of clean energy and improved technology.
- **building program of “industrial infrastructure”** that includes TEN, main and regional roads, IKT network, hydro-technical infrastructure, as well as construction and equipping of industrial sites, industrial zones, industrial parks, free zones (creation of strategic development plans for IZ, IP and FZ.);
- **establishing a new national policy of industrial development**, development of high-tech industry and the promotion of horizontal industrial policy based on an integrated approach to competitiveness in the field of knowledge, markets and entrepreneurship, social and economic cohesion, infrastructure conditions, promotion of clean technologies, sustainable development, investment in education, research and development. The priority incentive is the policy of competitiveness, eco-innovation, energy efficiency, better technology and entrepreneurship.
- **regional development of the industry** treats the development of clusters and the accessibility of technical infrastructure.
- **preparing the Strategy of territorial development of industry** for the promotion of regional industrialization outside the metropolitan areas of Belgrade and Novi Sad in order to identify and support specific areas and corridors where needs and economic potential exist.
- **preparing the Strategy** of brownfields on the basis of the cadastre of brownfields in all municipalities and cities in Serbia.
- **participation in the Transnational cooperation program South East Europe (IPA)** in the areas of developing innovative approaches and entrepreneurship and establishing areas of sustainable growth.
SPATIAL DEVELOPMENT OF TOURISM AND RELATIONSHIP TO PROTECTION

The basic goal of spatial development of tourism in Serbia is the spatial-ecological support of implementation of the concept of sustainable tourism development, optimal integration of principles and strategic, planning and program documents for tourism development, protection and development of tourist areas, along with satisfying the social, economic, spatial, environmental and cultural needs of national and local levels, market interest and the terms of cross-border and international cooperation.

Strategic priorities until 2014 are:
- Belgrade on the rivers (urban rehabilitation)
- Kopaonik (modernization of ski infrastructure, construction of tourist sites and places for rest (repose), completion, traffic connection and integration of offers with the environment);
- Touring Road Corridor X, with lateral directions (equipping for roundtrips and linear tourist trips / tours / paths);
- Fruška gora with Novi Sad and Sremski Karlovci (rehabilitation of the National Park);
- Tara-Drina (rehabilitation and integration of supply);
- Upper Tisa with Subotica, wellness relaxation place Palić etc. (development of tourist resorts);
- Touring navigable route Danube Corridor VII (equipping for navigation, nautical tourism and thematic routes / tours);
- Balkan mountain (the development of tourist sites and places for vacation and ski resorts);
- destination Vlasina-Krajiste (development of tourist areas and ski resorts).

10. SUSTAINABLE TRANSPORT, NETWORKS AND FACILITIES

With its geographical position, Serbia is within the group of Balkan and Danube countries which have a natural connection to the Black Sea (by the river Danube), to the Aegean Sea (by the Corridor X) and to the Adriatic Sea (by the Corridor South Adriatic). Opportunities to strengthen comprehensive economic, cultural and social development of Serbia in the region, are reflected in the strengthening of infrastructure connections (primarily road and rail infrastructure), which will enable more efficient and economical movement of freight, people, information exchange and so on. Two pan-European corridors are passing through Serbia. Sections through Serbia represent almost 37% of the entire length of the Corridor X: Salzburg-Ljubljana-Zagreb-Belgrade-Nis-Skopje-Veles-Thessaloniki with its two branches, Budapest-Belgrade and Niš-Sofia. Corridor X has connections with the corridors IV, V, VII and VIII and thus it links Serbia with EU member states and other countries through which the Corridor X runs. As such, in addition that it links with Europe and the major ports, the Corridor X is rendering high-quality transport route to Serbia and connections to Southeast Europe and the Middle East.

Planning of transport infrastructure development is a complex process which is conditioned by a number of factors that are in indirect or direct connection. The aim of defining the transport corridors, planning and providing space for their realization is connecting sites, towns, regions, states, preservation and improvement of ecological values and regional accessibility. It is therefore necessary to adhere to certain principles of development of transport systems: the economic cost, balanced development, user-orientation, integration with the environment and orientation toward the environment protection. Guided by these principles, it is proposed to plan transportation systems in the form of interconnecting the insufficiently accessible parts of the territory of Serbia, minimum use of space and areas for construction and exploitation of transport systems and environmentally justified and more economical systems. In this regard the development of railway transport should be intensified and should take over a leading role in the passenger transport, and particularly in freight transport through the development of inter-modal freight hubs in places where it is possible to connect the railway and river transport.

ROAD NETWORK AND FACILITIES

The main objective of the road transport and road infrastructure development is: creation and development of the transportation system, which enables the sustainable mobility of the population, supports rapid development of Serbia and its competitiveness in the region and beyond in the area of Southeastern Europe.
Strategic priorities until 2014 are:

- **Adjustment to European standards** in the design and construction of roads and road equipment, the introduction of new technologies in traffic management, establishment of high-quality database, new license plates, driving licenses, etc;

- **Better quality management**: by planning, designing, operation and maintenance of road infrastructure, organization and traffic safety (new categorization of state roads of the 1st and 2nd order is underway as well as preparation of regulations for designing roads outside the city boundaries);

- **Corridor X**: construction and extension of the highway in the length of 95 km: Leskovac - border with Macedonia at Preševo; completion of the second half of the highway in the length of 107 km: Horgoš-Novi Sad (branch Xb); construction of the highway in the length of 85.5 km: Niš - border with Bulgaria at Dimitrovgrad (branch Xc) completion of the bypass near Belgrade (Sectors A, B5, B6), subsequent construction of sector C (Bubanj potok - Boleč - Starčevo - Pančevo-east - Pančevo-north);

- **Reservation of the corridor for the northern part of the Belgrade highway bypass** (connection E-75 - M-24.1 - M-24 - M-19, ie., the end of sector C, loop Pančevo north);

- Completion of highway bypass around Subotica (Y branch of the highway E-75) (border-crossing Kelebija - loop Subotica south) (M-17.1);

- Activities on the road of 1st class, (highway construction, E-70) part of the route 4 (SEETO); border with Romania - Vršac - Pančevo-Belgrade;

- Activities at the road of the 1st class, (construction of highway E-763), part of the route 4 (SEETO): Belgrade - Čačak - Požega - Arilje - Ivanjica - Sjenica (Duga Poljana) - Boljare (Montenegrin border),

- Activities on the existing state road of the 1st class, route 5 (SEETO): Paraćin - Boljevac - Zaječar - Vrška Čuka (border with Bulgaria) (E-761, M-5);

- Activities on the road of the 1st class, (construction of semi-highway, E-80), a part of route 7 (SEETO) section Niš - Prokuplje;

- Activities on the road of the 1st class (corridor of highway E-761) Pojate - Kruševac - Kraljevo - Čačak - Požega - Užice - Kotroman (border with Bosnia and Herzegovina) (E-761, M-5);

- Completion of the construction of the road of the 1st class M-1.11, section Batočina - Kragujevac;

- Rehabilitation and construction of sectors of the state road of the 1st class, Sombor (connection with Hungary / Croatia) - Subotica (connection with Hungary) - Senta - Kikinda (connection with Romania);

- Reconstruction and construction of 1st class road Vrbas - Kula - Sombor - Bački Breg (link to corridors X and VII, also link to planned highway in southern Hungary)

- Activities on the 1st class road, Sombor (connection with Hungary and Croatia) – Bačka Palanka (M-18) (with the extension of the connection towards Šid) – Ruma – Šabac (M-21) (branch to Loznica and connection with Bosnia and Herzegovina M-19) – Valjevo – Požega and connection to Ivanjica (M-21.1);

- Activities on the 1st class road (M-7) Novi Sad – Zrenjanin to Timisoara (border with Romania);

- Activities on the 1st class road: Dala (border with Hungary and Romania) – Čoka (P-112) – Kikinda – Zrenjanin – Pančevo – Kovin (M-24) Banatska magistrala;

- **Restoration and construction of bridges and tunnels** such as bridges on Sava and Danube, in the zones of Belgrade and Novi Sad;

- **Reconstruction and construction of the primary network**;

- **Development of traffic in cities** through stimulating ecologically acceptable systems and favoring public transport introducing advanced technologies in supervision, control and management of traffic, particular accent being given to the necessity of introduction of the metro system into the system of public transportation of Belgrade, in order to strengthen mobility through and within Belgrade;

- Identifying political and institutional instruments for planning and operational participation of the Republic of Serbia in the evaluation, reconstruction and modernization of the road network connecting the Serbian enclaves in Kosovo and Metohija with Kosovska Mitrovica and the rest of Serbia;

- Development of appropriate plan with study-technical elements to enable solving property-legal affairs at border crossings, and defining organization-functional needs to comply with EU standards;

- Preparation of an adequate study to define cycling routes across the territory of the Republic of Serbia and a system of development centers of cycling in order to achieve inter-state cooperation (routes 6 and 11 EuroVelo - European Network of bike paths), in addition, cities to provide conditions for cycling.
RAILWAY NETWORK AND FACILITIES

The basic goal is to achieve, with adequate measures and in a reasonable period of time, such a level of infrastructure, which, along with the modernization of rolling stock, will allow improvement of the quality and speed of rail transport on the national network of rail services in order to become more competitive in relation to the transport on roads. The main objective of the development of the Corridor X is rapid, high quality and competitive rail connections with significantly reduced travel times between major urban, commercial and industrial centers in Serbia and Europe.

**Strategic priorities** until 2014 are:

- **Corridor X** – is the first priority. The goal in the first stage is to construct two-track railroad of “high performance” on the longest route north of Nis in accordance with financial possibilities, to continue with the construction of the Belgrade Node (Beogradski čvor) and electrification of the railway line Niš – Dimitrovgrad.
  - Stara Pazova – Novi Sad – Subotica – state border (reconstruction and construction of the second track with a bridge across the Danube and nodes Novi Sad and Subotica);
  - Belgrade – Stara Pazova (extension of capacities for the needs of functioning of the common sections from Belgrade towards Budapest and towards Zagreb with separation of freight and passenger transport in Batajnica on different levels.
  - The Belgrade Node (completion of the passenger system and removing all facilities from the Sava river amphitheatre as a preparation for planned construction: stations Belgrade Center, TPS (Technical Passenger Station) and FTC (Freight Transport Center) facilities in Makiš and the second rail-track from the Pančevo bridge to Pančevo);
  - Gilje – Cuprija – Paračin on the railway Belgrade – Niš (construction of the new two-track section with a bridge on the Velika Morava river);
  - Stalač – Đunis on the railway Belgrade – Niš (reconstruction and construction of the second track);
  - Niš – Dimitrovgrad (overhauling of the rail tracks, electrification, modern traffic signalization facilities;
  - **Railway line Belgrade – Vrbnica (Bar)** – revitalization and modernization;
  - **Railway line Valjevo – Loznica** – continuing the commenced construction of the railway line;
  - The rest of the railway lines in the network - revitalization and modernization in accordance with priority needs and financial possibilities.

AIR TRANSPORT SYSTEM

The basic goal of spatial development of air the transport system in Serbia is that air transport becomes the main means of transport on flights that last longer than 45 minutes of flying, along with the possibility that each region in the future has an airport of a certain category.

**Strategic priorities** until 2014 are:

- expansion and modernization of the **airport “Nikola Tesla” in Belgrade and “Constantine the Great” in Niš** (military - passenger);
- **construction of the cargo center** at the Belgrade airport;
- **activation and reconstruction of some of the regional airports** according to the possibilities and defined priorities of regional development;
- airport “Nikola Tesla” has all preconditions to become one of the international hub airports in Europe;
- with the predicted growth of the number of passengers, the arrival of **Low Cost companies** and the development plan of the airport up to the year 2014, which foresees the construction of the cargo complex of 500.000 tons and the duty free zone, the airport “Nikola Tesla could be able to take care of 3,5 million passengers yearly and become the main airport not only in Serbia, but also in the surrounding area;
- **airport “Constantine the Great”** in Niš will develop for incoming and outgoing tourist flights, as an alternative airport in the system of airports for regional transport.
INLAND WATERWAYS - WATERBORNE TRANSPORT

The basic goal of development is increase in the competitive capacities of waterborne transport by raising the level of quality of services in the ports, which will provide rational modal split and the creation of an efficient transport system in Serbia.

Among the strategic priorities until 2014 special attention is given to the development of the most important river corridor – the Danube, that is to the development of the corridor VII, 2,500 km long, which is a part of the Trans-European waterway (Rhine – Main – Danube), and connects the North and the Black Sea in a total length of 3,500 km. Apart from that, the strategic priorities are also:
- well-organized system of inland waterways:
  - preparation for the construction of the new port of Belgrade on the Danube in the Belgrade gravitation area and improvement and development of internationally important ports which should become large transport centers; the existing port of Belgrade retains and further develops its function, with an emphasis on container handling, until the possible construction of a new port;
  - introducing modern technologies of transport (intermodal transport, container transport, Ro-Ro transport, river and sea shipping);
  - reconstruction of navigation locks in Iron Gate;
  - encouraging transport on inland waterways through the use of economic instruments such as exemption from various duties and taxation;
  - further development of the River Information Services (RIS) and their implementation on international inland waterways;
  - regulation of 11 critical sectors on the Danube (Apatin, Staklar, Futog, Beška and others);
  - replace the old fleet with new and clean boats;
  - popularization of this mode of transport and education of new professionals and staff.

INTERMODAL TRANSPORT AND LOGISTIC CENTERS

The basic goal of intermodal transport in Serbia is the optimization of the transport network by use of all available natural and infrastructural resources on the principle of intermodality, increase of total transport efficiency, high quality level of transport services, cost reduction, higher ecological acceptability of the transport system.

Rational and target-oriented stimulation of development of intermodal transport in the international corridors will be supported, so that inter-modal transport on inland waterways and land routes acquires an epithet of reliability, efficiency, flexibility and easy use for customers in Serbia. Three logistic centers of international importance exist in Serbia (Belgrade, Novi Sad and Niš), two logistic centers of national importance (Smederevo and Šabac), as well as some other potential logistic centers of national and regional importance. In accordance with principles of the EU transport policy and the Strategy of sustainable transport development, strategic priorities of the complementary transport policies in Serbia are:
- providing the technical basis for the application of intermodal transport technology by construction and reconstruction of free UIC-C profiles of tunnels and bridges;
- providing the technical basis for the application of intermodal transport technology by construction of intermodal terminals.
11. SUSTAINABLE TECHNICAL INFRASTRUCTURE

The basic role of infrastructure in the spatial development of Serbia is expressed through: activating space, encouraging and directing development, spatial distribution of activities and integration of space and users. Activating space through infrastructure is of importance for the overall development of the society, including economic, ecological and social development of the Republic of Serbia. Infrastructure will precede the activation and valorization of existing potentials and through studied and programmed development will encourage and direct development of space as a whole. Built and planned technical infrastructure will enable secure distribution of energy, information, and other facilities in its scope. The concentration of population density and economic activities in urbanized areas on one hand, and low population density and reduced use of rural areas on the other, will be overcome by the development of technical infrastructure which connects them and enables harmonized development.

POWER PRODUCTION

Two basic goals of the reform of the power production system are: (1) establishing new quality conditions of work, business and development in the energy production and consumption, which will encourage economic development, protection of environment and integration within the regional and the European energy market; (2) providing security and economical energy supply for economy and population.

Strategic priorities until 2014 are:

- in the electric power sector: construction of a new block of thermal and heating power plant Novi Sad (2011-2013); construction of thermal power plant Kolubara B (2011-2015/16) and thermal power plant "Nikola Tesla" B3 (2012-2016) near Obrenovac and thermal power plant Kostolac B3 as well as the beginning of construction of new thermal and hydro-energy facilities;
- in the sector of oil industry: The program of technological development of refineries (2009–2012); projects of protection of the environment (2009-2012); possibility of new refineries along the Danube river;
- in the sector of gas industry: completion of construction of the gas storage B. Dvor (2007-2012); beginning the construction of new storage of natural gas and other potential storages; construction of the “South Stream” gas pipeline, gasification of cities in Serbia (permanent priority up to 2014).

POWER ENGINEERING INFRASTRUCTURE

The basic goal of the development of power engineering infrastructure is active participation of Serbia in planning and construction of the strategic, regional and pan-European power engineering infrastructure for transmission of electric energy and transport of oil and gas from new sources of supply, including the urgent construction of a underground storage of gas in Serbia, in order to enable reliable and secure supply for consumers in Serbia.

Strategic priorities until 2014 are:

- in the sector of energy transmission: construction of new transmission lines (TL) and transformer stations (TS), or extension of the existing infrastructure of 400 kV, 220 kV and 110 kV. Priorities are TS 400/110 kV Vranje 4, TL 220 kV Belgrade 8–Pančevo, TS 400/220/110 kV Smederevo 3, TS 220/110 kV Bistrica, TS 110/35 kV Požarevac, TS 110/35 kV Beograd 1, TS 110/35 kV Pančevo 1, TL 110 kV Beograd 5 – Stara Pazova, TL 110 kV Novi Sad 3 – Novi Sad 1;
- in the sector of oil industry: construction of product pipelines (from Pančevo to Belgrade, Novi Sad and Smederevo, from Smederevo via Jagodina to Niš, from Novi Sad to Sombor), oil pipelines and storage systems for crude oil and oil products (in Novi Sad and Pančevo), as well as petrol stations;
- in the sector of gas industry: construction of new gas pipelines (“South Stream”, from Niš to Leskovac and Vranje and from Niš to Dimitrovgrad).
USE OF RENEWABLE ENERGY SOURCES

The basic goal is increasing the use of renewable energy sources, along with reducing negative influences on the environment, which is in the economic interest of Serbia.

Strategic priorities until 2014 are:
- adopting regulations and mechanisms, as well as technical regulations and standards for encouraging use of energy from renewable sources;
- harmonizing standards with the EU standards and directives in the field of renewable energy sources;
- promoting and developing public awareness in order to encourage greater use of renewable energy;
- encouraging private investors, through adequate legal regulations, to invest in plants which use renewable energy (encouragement for domestic industry, financial benefit, job creation as well as development of technologies for the use of renewable energy);
- defining programs which will enable investors to invest in this branch of power engineering (through concession, and similar), creating conditions for greater use and investment;
- reducing dependence on imported energy, i.e. stimulating substitution of imported by domestic fuel;
- studies on spatial distribution of wind turbines and on distribution of small hydroelectric power plants.

ENERGY EFFICIENCY IN BUILDING CONSTRUCTION, INDUSTRY, TRANSPORTATION AND PUBLIC UTILITY SERVICES

The basic goal is increasing energy efficiency in the sectors of building construction, industry, transportation and public utility services, which is in the economic interest of Serbia, of importance for environmental protection and all together in the context of sustainable use of natural resources.

Strategic priorities until 2014 are:
- defining (quantifying) the general and sector goals for improving energy efficiency at national level;
- defining measures for energy efficiency and the method of their implementation for each sector of direct energy consumption – adopting action plans;
- improving economic stability, increase in the competitiveness of industrial production, creating new jobs, reducing import dependence;
- reducing the pollution of the environment (reducing the emission of harmful gases);
- security and stability in supply of energy and energy fuels;
- encouraging rational use of natural resources, regional development and development of rural areas in the domain of energy efficiency;
- creating a national fund for energy efficiency;
- improving the education system, informing and development of public awareness;

WATER MANAGEMENT AND INFRASTRUCTURE

The basic goal is optimizing the system of water management infrastructure and harmonizing development of water management systems with the goals of preserving the environment.

Strategic priorities until 2014 are:
- water supply: renewal of all water supply networks (reducing losses under 20%), activating dammed reservoirs Stuborovni, Selova, Arilje (Svračkovo), Ključ; WPP (Water Purification Plant) Makiš 2, Leskovac, Selova Trnovce (Smederevska Palanka), Valjevo; renewal of WPPs: Majdevo (Kruševac), Subotica, Novi Sad, Gruža, Pančevo, Zrenjanin, Kraljevo, Užice, Vranje, Aleksinac, Bujanovac; extension of the Kolubara system (water mains from the dam to the WPP and toward Lazarevac), spreading of the Rasina system toward Paracin; raising the level of the Vlasina lake (0.8 m); project completion for water feed of the Zavojsko lake;
- **sewage infrastructure:** reconstruction and extending the coverage of existing systems as a preparation for the construction of the Waste Water Treatment Plants (WWTP). The priorities are: settlements in which WWTP are being built (ad.3).

- **protection of waters:** renewal of the WWTP in Kragujevac, realization of WWTPs in the settlements with greatest impact on water sources or on endangered water courses: Vrbas, Novi Sad, Brus, Blace, Boljevac, Leskovac, Vranje, Knjaževac, SIK Kopaonik, Kuršumlija, Prokuplje, Pirot, Osečina, Sjenica, Nova Varoš, Novi Pazar, Šabac, Loznica, Bor, Majdanpek, Zaječar, Užice, Kraljevo, Kruševac, Niš, Gnjilane, Priština, Kosovska Mitrovica.; protection against contamination of the Hydrosystem DTD, construction of WWTPs in cities and cleaning of critical sections of basic canals networks; protection of Palić and Ludoško lake within the Hydro System North Bačka.

- **regulation of watercourses and protection from floods:** regulations of Peštan, Kolubara, Kladnica, Tamnava, Jadar, Jezava, preparation of documentation and the beginning of regulation works on the Drina downstream waterway; reconstruction of the dyke (embankment) on the right bank of the Sava in Belgrade and at Ada Ciganlija; the Danube: Smederevo, Negotin, and reinforcement of the embankment on weakened points; Kolubara; embankment in Bajina Bašta; regulation of Lepenica and Uglješnica.

- **planning:** preparing the Spatial Plans for Special Purpose Areas (SPSPA) for all water resources of national importance for the Middle and Lower Drina; preparation of maps of flood risks (in compliance with the EU Directive on floods); Veliki Rzav system with reservoir Velika Orlovača study and SPSPA elaboration.

- **economic measures:** a part of so called resources (water) fee for water use should be directed to resources areas and relevant use facilities (reservoirs, hydroelectric power plants, WPP); gradual increase of the price of water, so that it reaches the cost of mere reproduction, including all cost for protection of resources, directing and treating of waste water; the amount of water contamination fee should be raised above the cost of waste water treatment.

### TELECOMMUNICATIONS

The basic goal of further development of this domain is the construction and organization of contemporary telecommunication networks as well as its regional accessibility.

**Strategic priorities** until 2014 are:

- **complete replacement of analogue commutation,** as well as the digital one of older generation;
- **defining the scope of the universal service and establishing a fund** for its performances;
- **extension and reconstruction** of the trunk optical cables network;
- **construction of the access network** in areas of low population density;
- **improving the regulatory framework:** technical conditions, and other regulations for the construction of Cable Distribution System (CDS)
- **establishing a separate company** which will build, maintain, and exploit the radio-diffusion broadcasting network of for all broadcasters with national coverage; digitalizing the network of radio-diffusion system;
- **complete renewal of infrastructure** on all locations of primary radio-diffusion broadcasting stations, which were considerably damaged in the bombing in 1999.

### POSTAL SERVICES

The basic goals of further development are: establishing a legislative framework, developing a social dialogue between the employees and the employer, observing measures of protection at work and measures of protection of the environment, supporting development and harmonization of standards of quality of the postal services network, information technologies and models of terminal costs and support of the development of the postal service market, by encouraging cooperation between members, in order to provide quality services for consumers and cooperation with actors in the postal industry.
Strategic priorities until 2014 are:
- constructing the postal service center in Belgrade and regional centers and introducing mobile counters;
- gradual introduction of competition in the postal service market;
- reaching the standards of quality of postal services prescribed by the EU;
- development of courier services (Post express) on the principles of dynamic Dial–a–ride systems;
- development and implementation of software applications based on the GIS platform, for improving business of the Public Postal Operator (PPO) as well as for the needs of clients; implementation of the address code in Serbia.

12. LAND USE AND LAND POLICY

Land is a limited resource (natural and public good), publicly or privately owned and as such requires a series of organized planning activities for the purpose of rational use and management. Due to its scarcity, building land is a specific kind of land which shares the fate of market competition, law of supply and demand, and representing an economic asset. Land, as a limited resource (scarce because of significant demand), has its specific characteristics - physical (natural features), economic (utility value, possibility of exploitation, position in the market; location characteristics and preferences), legal characteristics (property relations based on ownership), land surveying issues (marking-out land plots), value (the unit value of land as the resultant of a series of activities and mechanisms which should represent significant basis for collecting public revenue).

Efficient and rational land management implies following activities: defining and implementing land policies; developing and managing urban and communal systems and services; transfer of ownership rights; evaluating and defining the price of property; evaluating ecological influences and monitoring all activities of land user. In legally regulated and market oriented systems, public authorities deal with the land use, by direct purchase of land on the market or expropriation, while land in private ownership is managed through planning documents, regulations and land policy measures, through application of different sets of norms, rules, measures and instruments (fiscal, instruments of public–private partnership, instruments of financial leasing and leasing of real estate, pledge right instruments, etc). The preconditions for efficient land management encompass, first of all, the regulation of property and ownership issues, that is, the system of functioning of property rights and rights regarding real estate, especially land, as well as land administration (cadastre of real estate and land registry).

BUILDING LAND

The basic goal is rational use of building land and the establishment of an economically efficient and socially just system of building land management.

Priority activities until 2014 are:
- defining goals and a new concept of transformation of the building land system; comprehensive resolving of ownership issues (denationalization, restitution, public property and development of new ownership forms of public property, leasehold and freehold, control of land transactions;
- comprehensive determination of ownership of building land: (a) private (possession of goods, property rights, restitution of private property; (b) public (state bodies and institutions that manage public goods and assets in public ownership); (c) cooperative (condominiums and similar) and (g) corporate, which is created on the basis of the market of securities (stocks, bonds, etc.);
- settling and keeping records on land (cadastre, land register) for different land use and needs of different land users;
- establishing post-privatization regulatory activities (law registers, evidence of real estate, institutions, arrangements and partnerships, instruments, etc);
- defining changes in financing building land development, as well as the basic instruments: transformation of the fee for building land development instruments; introducing taxation instruments to account for added value of land and real estate; establishing lease of public building land according to the market, economic, legal ownership principles; transformation of the rates of public utility services.
**F. SPATIAL INTEGRATION OF SERBIA**

The concept of spatial integration in the wider surrounding includes several levels of international cooperation of Serbia with its immediate and wider surrounding, which are instruments of horizontal coordination of the policy of sustainable spatial development on the international level. In the wider surrounding Serbia is located in South-East Europe, which represents the framework for cross-border cooperation, since it includes territories of a larger number of countries within certain transnational area. The immediate surroundings of Serbia are local and regional territorial units of the neighboring countries which are situated along the border with Serbia and which cooperate with bordering municipalities. This is cross-border or trans-border cooperation, a form of international territorial / spatial cooperation. Beside the cross-border or transnational cooperation, an even wider context for Serbia is the continental, that is the European frame (relevant organizations are the European Union, and the Council of Europe) and finally, the global or world frame (relevant organizations are the United Nations). **Interregional cooperation** is cooperation between distant territories, which do not have to be in the same transnational region, and in Serbia, for the time being, it remains the cooperation between cities and municipalities. However, the term interregional cooperation is also used for any type of cooperation for an area outside the national territory, that is, outside the area of the region. These three types of cooperation are defined within the spatial-development policy of the European Union (European territorial cooperation as the third objective of the EU Regional Policy) and can also be applied on cooperation under auspices of other institutions.

Including Serbia in the integration process in the context of spatial planning and spatial development practically began after the year 2000, although it was formally introduced within the initiative EU INTERREG (1994-2000) when Serbia took part in one of the seven transnational territories - CADSES (Central - European, Adriatic, Danubian and south-east European territory). In the period 2000-2006 the projects in which Serbia participated were under serious influence of the European Spatial Development Perspectives (ESDP) which appeared during the realization of the projects Estia and Vision Planet within the initiative INTERREG IIC. Serbia was included in cross-border cooperation for the first time in 2004. Beside the cooperation which is financed by the EU, the process of spatial integration of Serbia is being carried out through the Council of Europe, the United Nations as well as through other bases - euroregions, through various programs and projects of bilateral and multilateral cooperation which indirectly refers to the spatial development dimension, further, on the basis of cooperation of units of local self-government, urban areas etc. The spatial development dimension of international policy is important for the mobilization of spatial potentials in order to achieve better competitiveness on the whole territory of Serbia, or its parts, and support for exchange of innovations, along with affirmation of existing values and identity.

The basic goal is integration of Serbia in the wider surroundings and achieving sustainable development by defining, encouraging and harmonizing modalities of international/regional cooperation and applying international strategic documents.

Strategic priorities are:

- realization of adopted programs for cross-border and transnational cooperation (programs of cross-border cooperation IPA CBC, Transnational Cooperation Program South-East Europe-SEE, approved projects in the framework of international development aid and IPA fund regarding infrastructure corridors, rivers, the environment etc) and active participation in the preparation of the EU Danube strategy;

- defining institutional jurisdictions of the regional and local self-government in the process of international territorial cooperation, along with the activation of established services on all lower territorial levels in Serbia, especially its border areas;

- implementation of actions regarding the development of information and communication technologies, beside participation in the ESPON network, realizing the possibility of implementing the directives of INSPIRE and in this way harmonizing spatial indicators with international standards and trends;

- supporting unsolicited associations – of bordering regions and interregional local self-government in the further process of cooperation (euroregions and cooperation between cities and municipalities);

- preparations for defining projects for all three types of territorial cooperation (cross-border, transnational, interregional) for the next EU budget period (2014-2012).
G. INDICATORS AND KEY PRIORITIES OF THE SPATIAL DEVELOPMENT OF SERBIA

The spatial development of Serbia will present a continual responsibility for all actors, namely (a) authorities and competent institutions on all levels; (b) public and private sector which will, by their activities, exert influence on spatial development and its elements, and (c) spatial planners, town planners, engineers and other experts whose activities will influence changes in space, that is, the quality of changes in certain municipalities, districts or regions. For the next 10 years, the spatial development of Serbia, based on this spatial plan, with possible amendments, will be monitored by the ministry responsible for spatial planning, which will report to the Government of the Republic of Serbia every two years about the existing state, changes and problems of the spatial development of Serbia. The report will be prepared by the Republic Agency for Spatial Planning on the basis of data from the monitoring information system of spatial development in Serbia. This system will be organized by means of indicators for monitoring spatial development of Serbia, which are presented in the Spatial plan of Serbia as a model and will be specified and defined through the Program of Implementation of the Spatial Plan of Serbia.

MODEL OF THE MAIN INDICATORS FOR MONITORING THE SPATIAL DEVELOPMENT OF SERBIA

The selected indicators, as well as the whole monitoring information system, will be evaluated in phases through three-year implementation periods and in the final evaluation of the achieved results on the implementation of the Plan. By the end of that period, it will be possible to determine contribution and perspectives of this monitoring system, as well as of the selected spatial development indicators.

The precondition for establishing the basis for continual monitoring of the spatial development of Serbia is the identification and specification of indicators which in an adequate and characteristic way describe the spatial development of Serbia. One of the main challenges is to define a limited number of indicators through the Program of Implementation of the Spatial Plan of Serbia, which will have a broad coverage of topics, including the accepted determination that indicators must be harmonized with available and accessible data bases and directed towards 5 main goals of the spatial development of Serbia. Such indicators must fulfill certain conditions, first of all, regarding quality (relevance), spatial coverage and spatial level. An important requirement is that the selected indicators be harmonized with indicators for monitoring European territory in the framework of the program ESPON (European Spatial Planning Observatory Network).

KEY PRIORITIES OF SPATIAL DEVELOPMENT

The spatial development of Serbia requires strong political will, a good institutional organization and certain funds, in order to advance from the position in 2010 to the important threshold of 2014, towards the set goals. A greater number of strategic priorities implies that some of them must present key priorities without which the successful spatial development of Serbia, in the sense of approaching the European Union standards, can not even be imagined. The key priorities are selected according to efficiency criteria, feasibility, importance for the regional spatial development and compatibility with development goals. Each of the selected key priorities will contribute to approaching one or more than five set general goals of the Spatial Plan of Serbia. The realization of each of the stated key priorities will be in jurisdiction of the adequate level of territorial administration or institutional system: state, region, area or local self-government. Programming the execution of the key priorities will be defined by the Program of Implementation of the Spatial Plan of Serbia.

General goals of spatial development in Serbia require adequate policies through normative and administrative activity. For that reason, the key priorities of spatial development of Serbia have been selected, which should lead to some of the set goals. The policies will be defined, legislatively and strategically, through the legislative system of the Republic and the normative system of AP Vojvodina, Belgrade city and some other towns and municipalities. A significant contribution in that sense should be rendered by the regional development strategies as well as regional, district and local spatial plans.