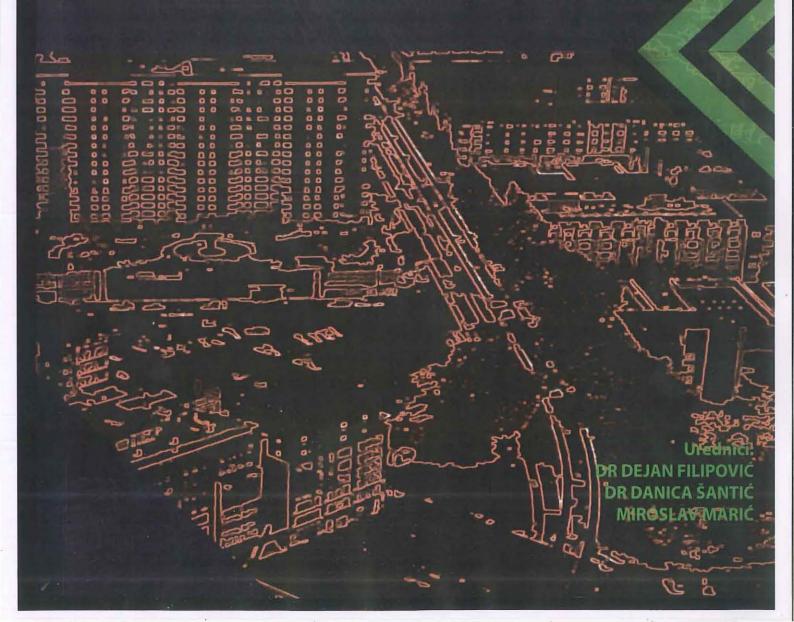
ASOCIJACIJA PROSTORNIH PLANERA SRBIJE UNIVERZITET U BEOGRADU - GEOGRAFSKI FAKULTET

LOKALNA SAMOUPRAVA U PLANIRANJU I UREĐENJU PROSTORA I NASELJA

GENEZE I PERSPEKTIVE PROSTORNOG RAZVOJA









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Zbornik radova

Urednici: Dr Dejan Filipović Dr Danica Šantić Miroslav Marić

Trebinje, april 2018.







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INTEGRATIVNI PROSTORNI PROCESI – PRIMER URBANIH PERIFERNIH ZONA

Vladica Ristić¹, Marija Maksin², Marina Nenković-Riznić³

Apstrakt: Urbane periferne zone odražavaju sve ključne probleme i mogu ponuditi ključna rešenja za održivi i integralni urbani razvoj. Ovaj rad se bavi problemima i mogućnostima integracije prostornog, urbanističkog i planiranja zaštite životne sredine u ostvarivanju održivog teritorijalnog razvoja urbanih perifernih zona (UPZ) i njihovoj prostornoj integraciji sa centralnim urbanim zonama i ruralnim okruženjem. Do sada su urbane periferne zone, koje su pod pritiskom rasplinjavanja urbanih područja (urban sprawl) tretirane neadekvatno u urbanističkom i prostornom planiranju u Srbiji. Problemi konceptualne i metodološke integracije urbanističkog planiranja sa prostornim planiranjem, kao i instrumentima planiranja zaštite životne sredine (strateška procjena uticaja na životnu sredinu - SEA), proveravaju se na primeru urbanih perifernih zona u dva prostorna plana jedinica lokalne samouprave i dva urbanistička plana za urbane centre srednje veličine u Srbiji (Valjevo i Novi Pazar). Analizirana je usklađenost razvojnih koncepata, rešenja za planiranje i pravila predložena za urbane periferne zone, a njihova koordinacija/integracija sagledana je u kontekstu ključnih pitanja od značaja za postizanje održivog urbanog razvoja u UPZ i njihove prostorne integracije sa centralnim urbanim zonama i ruralnim okruženjem. U zaključnim napomenama prikazane su preporuke za koordinaciju i integraciju prostornog planiranja sa urbanističkim planiranjem i procesom SEA u razvoju urbanih perifernih zona i ostvarivanju održivog i integralnog urbanog razvoja.

Ključne reči: Urbane periferne zone; integrativni prostorni procesi; prostorno, urbanističko i planiranje zaštite životne sredine; planski koncepti i pravila; održivi i integralni urbani razvoj.

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INTEGRATIVE SPATIAL PROCESSES – THE CASE OF URBAN PERIPHERAL ZONES

Abstract. The urban peripheral zones reflect all the key problems and might offer the key solutions for sustainable and integrated urban development. This paper deals with the problems and possibilities of integrating the spatial, urban and environmental planning in sustainable territorial development of the urban peripheral zones (UPZ), and their integration with city centre and surrounding rural area. So far the urban peripheral zones which are under the pressure of urban sprawl have been treated inadequately both in the urban and spatial planning practice in Serbia. The problems of conceptual and methodological integration of urban planning with spatial planning, and with instruments of environmental planning (Strategic Environmental Assessment - SEA), are checked for the urban peripheral zones in two municipal spatial plans and two master plans for medium-sized cities in Serbia (Valjeyo and Novi Pazar). The compatibility of development concepts, planning solutions and rules proposed for the urban peripheral zones by these plans are analysed and their harmonization addressed with respect to the cross-cutting key issues relevant for achieving the sustainable urban development of the UPZ and its integration with city centre and surrounding rural area. In the concluding remarks, the recommendations for the coordination and integration of spatial planning with urban planning and SEA process in developing the urban peripheral zones and achieving sustainable and integrated urban development are presented.

Keywords: Urban peripheral zones; integrative spatial processes; spatial, urban and environmental planning; planning concepts and rules; sustainable and integrated urban development

INTRODUCTION

Definitions of key terms used in this paper [1]:

- Suburb a residential community lying on the outskirts or in the vicinity of a city; it is inhabited by the urban population or the population with urban lifestyle; it is functionally and spatially integrated with the city.
- Urban peripheral zone (UPZ) a zone (or a wide belt) encompassing a city, in
 which planned or unplanned urban sprawl occurs; it is inhabited by the people
 from the city or its surroundings, with urban or rural lifestyle. It includes open
 space areas, suburbs and certain rural settlements bordering the administrative
 boundaries of the city.
- Rural-urban fringe (RUF) a contact zone between a city and villages in its surroundings. It includes the UPZ and rural area.

Second half of the 20th century, as well as the beginning of the 21th century in Serbia, was characterized by a significant urban sprawl in the rural-urban fringe with directions that followed accessing transportation routes, instead of a formation of a wide and continuous suburban area. Due to the scarcity of buildable land, the suburban settlements became the migrants' and daily commuter's destinations. During the past two decades the city centre has specialized in the tertiary sector, while the secondary sector has been moved to UPZ and settlements in the commuting isochrones in the RUF. Due to unplanned and uncontrolled construction activities, the suburban areas have occupied much more space than other city districts. Over the past 30 years, the new rings and agglomerations have emerged around cities. In Serbia this phenomenon is recorded not only around large cities, but also around the majority of medium-sized and small towns (e.g. Kragujevac, Niš, Užice, Smederevo,

Valjevo, Knjaževac, Novi Pazar, etc.). However, in Serbia there is still a lack of either a doctrine or an adequate practice of spatial redevelopment and improvement of sustainable development in such agglomerations. The UPZ have been neglected in socio-economic, social and even in legislation terms throughout the entire Serbia, which has led to their unplanned, unregulated and uncontrolled development [2].

Starting from the numerous problems that manifest themselves in the UPZ, the research focus in this paper are the possibilities to overcome the problems turning them into the potentials for steering up the integration process between city centre, UPZ and RUF. This paper deals with the problems and possibilities of integrating the spatial, urban and environmental (SEA) planning in achieving the sustainable territorial development of the urban peripheral zone and its spatial integration with the city centre and RUF development. The research is conducted based on the estimation of the support and integration of the development concept, planning solutions and rules into municipal spatial plans (MSP) and master plans (MP) for cities in achieving the sustainable territorial development of the UPZs as a part of its integration process with the city centre and RUF. The case studies used for this research are the UPZs of Valjevo and Novi Pazar cities and the territory of their municipalities. Both of them belong to the category of large municipalities according to the surface area of their territories (Valjevo with 905 km² and Novi Pazar with 741.7 km²). These cities are classified into medium-size according to the number of inhabitants (Valjevo with 73558 inhabitants and Novi Pazar with 100410), as well as into regional centres according to their functions and gravitation areas. The research has encompassed the analyses of the MSP and MP for Valjevo, MSP and MP for Novi Pazar, as well as the SEA of both MSPs [3,4,5,6,7,8].

ACHIEVED INTEGRATION OF SPATIAL, URBAN AND ENVIRONMENTAL PLANNING FOR THE SUSTAINABLE AND INTEGRATED DEVELOPMENT OF URBAN PERIPHERAL ZONES IN SERBIA

The seven key cross-cutting issues related to the MSP and MP have been identified for the needs of this research, with 35 topics important for achieving the sustainable territorial development of the UPZ, and its spatial integration with the city centre and RUF.

The qualitative estimation of the degree of compatibility between the development concepts, planning solutions and rules, as well as the total compatibility between the MSPs and MPs, is conducted (harmonized $\geq 70\%$, relatively harmonized 50-70%, relatively unharmonized 30-50%, and un-harmonized $\leq 30\%$).

Based on the qualitative estimations, the results and discussion on the achieved integration of spatial and urban planning and with SEA process in the case of UPZs and its spatial integration with the city centers and RUF are presented for the seven key crosscutting issues:

1. Accessibility of the UPZ to the city centre and RUF (topics: quality/class of the main road between the UPZ and urban centre, and with RUF; travel time between the construction area in the UPZ and urban centre; alternative roads connecting the UPZ and urban centre; the level of development of road network within the construction area and the quality of road network in the UPZ construction area)

Current state: The accessibility of the central town district is satisfactory in mediumsized cities in Serbia (between 50-100,000 inhabitants), since their UPZ are located on the daily (30-minute) isochrone of the city centre along main roads. The same stands for the accessibility of the UPZ from the RUF. Analysis results: In both analysed cases, the MSP and MP solutions are harmonized and enable the qualitative accessibility of all UPZ parts to the state, primary and secondary roads, as well as to the alternative roads, up to the city centers, while the required time ranges from comfortable (less than 10 min) to medium accessibility (less than 15 min). The solutions are less favorable for the RUF. The planning solutions of the analysed MSPs regarding the level of development and the quality of street network in the UPZ construction area are not harmonized with those of the analysed MPs. Discussion: The lack of coordination and harmonization between the planning solutions occurred due to an inadequate processing of rules for the formation and development of street networks in settlements located in the UPZ covered by the MSP. This deficiency was overcome by the regulation plans for the settlements located in the UPZ covered by the MSP for Novi Pazar which are harmonized with the MP for Novi Pazar.

2. The quality of utility infrastructure and services in UPZ and their connection to the municipal infrastructure systems (topics: water supply, sewage, electric power supply, telephone lines, district heating system, municipal solid waste removal)

Current state: The urban peripheral zones have a local water supply. The settlements are connected to the municipal water supply only exceptionally, mostly when a part of such a zone is transformed into a town district. If there is a sewage disposal system, it is also local and not connected to the municipal sewer system, neither are wastewaters treated before there are released into streams. The septic system use is predominant, but there are also cesspits. The electric power supply and telephone lines in these zones are mostly satisfactory and close to the urban standards. The municipal utility services organise the collection of municipal solid waste only periodically (once a week). All this is less favorable for the RUF settlements. Analysis results: In both cases, the MSP and MP solutions are harmonized and they provide the possibility of extending the city's water supply network or the connection of local water supply systems in the settlements located in the UPZ to the city's systems; extending the city's sewage network to the settlements located in the UPZ, and to some extent to those in the RUF, or the development of local sewage systems with local wastewater treatment plants; extending the city's electric power system and telephone lines to the UPZ and RUF; as well as an access to the local municipal solid waste landfills. The aforementioned infrastructure systems have not been addressed in the regulation plans for the settlements located in the UPZ covered by the MSP for Novi Pazar, so that these plans are not harmonized with MSP and MP. Discussion: Given that the regulation plans within MSP represent reduced plans, they as a rule contain only the planning solutions for the transport infrastructure. The detailed elaboration of other infrastructure systems is conditioned by the sectorial plans and projects, which are poorly developed in the water sector, particularly regarding the water supply and sewage systems for the settlements located in the UPZ, as well as in the RUF.

3. Availability and accessibility of social infrastructure in the UPZ or city districts (topics: kindergartens; elementary schools; secondary schools; infirmary/health centers; day care centers / homes for elderly people; outdoor and indoor recreation areas; provision of services by local government; cultural institutions)

Current state: The greatest problem is most likely posed by the accessibility of social infrastructure, as well as public and other services and the provision of adequate facilities. In contrast to the planned development of the urban area, the UPZ do not have such facilities since they have been neglected by municipal authorities. Some services (e.g primary schools) are better provided for in the RUF. The provision of child-care services and adequate facilities – kindergartens and primary schools, has also been neglected, so that the most vulnerable age groups have to commute to the appropriate institutions in the city. The situation is similar with respect to the provision of primary health care and administrative services. Even if the facilities for a health centre or surgery are available, the medical services are only provided periodically, so that the inhabitants are referred to health institutions in the city. Analysis results: In case of the MSP and MP for Valjevo, the

planning solutions are harmonized in relation to the planned development of secondary schools, cultural institution and homes for elderly people in the city centre, while in relation to the distribution of other public services in the UPZ and city centre, they vary between those relatively harmonized (kindergartens, elementary schools, infirmaries), relatively unharmonized (outdoor and indoor recreation areas), and un-harmonized (provision of services by local governments). Regarding the MSP and MP for Novi Pazar, the planning solutions are harmonized relative to the planned construction of cultural institutions in the city centre and a home for elderly people in the UPZ, while in relation to the distribution of other public services in the UPZ and urban centre, they vary between those relatively harmonized (infirmaries), relative un-harmonized (elementary schools, outdoor and indoor recreation area) and un-harmonized (kindergartens). Discussion: In the development concepts and planning solutions concerning the social infrastructure, the needs of the population living in the UPZ have not been addressed in any of these MPs, although the MSP foresees meeting their needs in city center. The outdoor and indoor recreation area is not considered in the regulation plans for the settlement in the UPZ covered by the MSP of Novi Pazar, while certain planning solutions (e.g. those for secondary education) are not harmonized with the MP, probably because of changes that have occurred in the period between the adoption of the MSP (2011) and MP (2014).

4. The preservation of agricultural and forest land versus more intense UPZ development (topics: the share of the planned repurposing of agricultural and forest land in the buildable land (% compared to the existing total area of buildable land), more intense development along the public road corridors)

Current state: Over the past three decades, the urban sprawl in Serbia has taken place in an uncontrolled, unplanned way, predominantly sealing the agricultural land. In the analysed cases, the best quality agricultural land was sealed - one of which is the land for growing vegetable crops in the UPZs of Valjevo and Novi Pazar. The most intense urban sprawl and sealing of agricultural and forest land has taken place along the public road corridors in UPZ and RUF. Analysis results: In case of the MSP and MP for Valjevo, the planning solutions for the conservation of agricultural and forest land are un-harmonized, while in case of the MSP and MP for Novi Pazar, they are relatively harmonized. The planning solutions for the concentration of construction along the public road corridors are relatively harmonized in both analysed cases. Discussion: In both cases, regardless of the degree of coordination and harmonization of planning solutions, a considerable (Valjevo) or enormous (Novi Pazar) increase in buildable land has been planned predominantly on the account of agricultural land, while considerably less on the account of forest land. The planned extension of land for construction does not reflect an expected demographic and economic development, but an irrational attitude of decision makers towards the agricultural and forest land resources, as well as an expected income from the buildable land, which contributes to a more intense UPZ and RUF development. Both MSPs contain the concept of more compact construction along the public road corridors, but this concept could not be consistently implemented in the regulation plans within the MSP of Novi Pazar due to a dispersed unplanned construction along the public road corridors, in particular along the state road corridors. This concept has not been fully supported by the MP solutions for both cities. The general estimation is that the planning solutions in the analysed planning documents would not contribute to a greater extent to a more compact construction along the public road corridors.

5. The protection and conservation of water resources in UPZ (topics: zones of sanitary protection of regional and local sources of water supply; increased use of local sources of water supply; municipal wastewater treatment)

Current state: There is no yet an adequate protection of all water supply sources, neither is there a maintenance control of zones of their sanitary sources in the UPZ and RUF, but also of those in the entire territory of the municipalities. Due to an excessive water consumption per capita, the use of drinking water for watering green areas on residential

plots or parcels of land for other purposes (typical for UPZs), as well as great losses in urban and local water supply networks (25-30%), the water resources are irrationally used. The water in the UPZ and RUF has not been protected from the municipal wastewater pollution. *Analysis results*: In both cases, the MSP and MP solutions are harmonized with relation to the wastewater treatment in the UPZ in the local or city's water treatment plants, while un-harmonized with regard to the protection of regional and local water supply sources and increased use of the local water supply sources. *Discussion*: The planning solutions are un-harmonized in both analysed MPs because of neglecting the problems of determining sanitary protection zones, as well as because of issues regarding the limiting capacity of the water supply sources use.

6. Rules for spatial planning and environmental protection (rules for buildable parcel development for residential purpose; rules for open space development in settlements; rules regarding the protection distances from the sources of potential pollution)

Analysis results: The rules are not harmonized in analysed planning documents. The reasons for the lack of coordination and harmonization between planning documents in case of Novi Pazar are that the rules for the territorial development and construction have not been addressed in the MP for Novi Pazar. Discussion: The reason for the lack of harmonization between rules for the spatial planning and environmental protection in case of Valjevo (and other cities) lies in the differences in the way of development of an urban area that was built relatively according to the plan, and semi-urban / semi-rural unplanned area in the UPZ. This is actually the reason why the rules for the buildable parcel development for residential purposes in the MSP of Valjevo are given flexibly so that the legalisation pertaining to the unplanned construction and the new construction could be coordinated with the given rules. The influence of unplanned construction on the formulation of rules related to the planning can be seen at the example of the orientation of the building with relation to the front of parcel of land towards the street - where the position of gable is determined according the predominantly established pattern of the built buildings, formation of sidewalks on one side and greenbelts along the streets of the settlement, formation of small green squares according to the limited open spaces in the built-up areas, etc. Due to the mixed purposes in the unplanned built-up areas within the UPZ, a special attention in these rules is given to the protection distances of parcels of land used for residential purposes from those used for other purposes that are potential sources of environmental pollution, such as buffer zones around the parcels of land used for industrial purposes.

7. SEA process (topics: direct effects of the planning solutions on the protection of the land, air and water quality; defining the noise level, levels of ionizing and non-ionizing radiation, as well as likelihood of accident occurrence, i.e. risk from chemical accidents, but also effects on some atypical environmental planning elements such as quality of life)

Analysis results: In case of the SEA analysis, it was determined that a consistent multi-criteria expert evaluation of the planning solutions was carried out based on the previously defined goals of the SEA. Discussion: The goals of the SEA for both documents were adapted to the needs of specific area, which provided relevant inputs for the formation of the environmental protection and monitoring measures. The SEA also provided a proposal for a classification of the territory covered by the both planning documents relative to the degree of threat to the environment, according to which the space was differentiated and the protection measures specified for each classified area. Through the analysis of the UPZ (with RUF) and planning documents directly related to these areas, the necessity of defining the specific measures and monitoring of the individual elements of the environment was established. Based on them, not only an improved environmental quality, but also improved quality of life in the UPZ and RUF close to the quality of life level in the city centre, should be achieved.

CONCLUDING REMARKS

It can be concluded that the relative coordination and harmonization between the municipality spatial plans and the master plans provides neither their integration nor their support to the sustainable territorial development of the UPZs and its spatial integration with the city centre and RUF due to insufficient harmonization between certain development concepts, planning solutions and rules.

The key measures for integrating the planning concepts, solutions and rules into the MSP and MP and SEA process in achieving the sustainable territorial development of the UPZ and its spatial integration with the city centre and RUF, should be the following:

- The harmonization of the UPZ coverage between the MP and MSP and all other development concepts, planning solutions and rules for different parts of UPZ and their integration with the city centre and RUF in the planning documents;
- The creation of the simplified regulation plans in the MSP or drawing up of the detailed regulation plans for the parts of UPZ and RUF exposed to higher pressure for the construction;
- The selection between options of more compact construction or extension of construction area in UPZ covered by the MSP and MP should be the subject to consultations with professional community and general public in or before drawing up planning documents;
- Greater flexibility of planned land-uses and rules outside the protected areas and areas earmarked for the public purposes in UPZ;
- The differentiation of the rules of territorial development and environmental protection in UPZ relative to the other rules determined by the MSP and MP for city centre and by the MSP for RUF;
- In the rules for the UPZ, a special attention should be given to the specific examples of architectural and urban reshaping and reducing the visual pollution of the unplanned construction in the UPZ;
- For the effectiveness of the SEA process precondition is to increase the number of planning solutions in MSPs and MPs directly related to the UPZ, thus achieving a precise evaluation and avoiding the generic definition of the monitoring measures and systems.

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