

SUSTAINABLE SPATIAL DEVELOPMENT OF TOURISM DESTINATIONS IN TIME OF CRISIS IN SERBIA

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Abstract

The purpose of this paper is to analyze and discuss the challenges and possibilities for sustainable spatial development of tourism destinations at the time of economic crisis in Serbia. At a time of crisis, the sustainability of more developed tourism destinations is challenged, as the pressure from the tourism industry for intensive construction of tourism facilities and their spatial concentration prevails. The proposed development is then more likely to cause negative impacts on environment, as well as on social and economic development of local communities. Primary tourism destinations in the initial stage of development do not experience the pressure of tourism industry for intensive development, thus enabling the public sector to prepare for and support their sustainable spatial development. On the other hand, in times of crisis the public sector will have difficulties to provide for necessary investments of the private sector in tourism facilities and supply. In the paper primary tourism destinations – mountain tourism destinations, Danube and Lower Danube, have been analyzed and compared in terms of sustainability and spatial development changes. Based on results of the analyzed cases, the challenges and possibilities for sustainable spatial development of tourist destinations have been evaluated and discussed. The research has multiple implications. It suggests necessary adaptations in the spatial and tourism sector planning and management of tourism destination at different stages of development. It also calls for stakeholder participation, public-private arrangements, and local community involvement in the sustainable spatial development of tourism destinations in Serbia.

Keywords primary tourism destinations, spatial development, sustainability, management, challenges and possibilities for sustainable development in time of crisis

INTRODUCTION

Tourism in Serbia is still regarded as a possibility rather than a real chance for fostering development of some regions and local communities. Primary tourism destinations in Serbia are at different level of development.

Sustainable development of tourism destinations in Serbia in time of crisis has been burdened with many unresolved issues, which require consideration of serious and long-term theoretical and methodological studies and practical assessment. Therefore, this paper highlights the necessity and importance of further research on improving the planning and management of tourism destinations in Serbia. The implementation of best practises and methods used in the sustainable development of tourism destinations in European countries has limited applicability to Serbian current conditions and

circumstances. The experience of the European countries in terms of the methodology of tourism planning are partially adapted to our planning system and economic conditions. However, in relation to the implementation of planning documents in Serbia and destination management there are a number of limitations, particularly in terms of socio-economic conditions and lack of development policies and instruments for the implementation of laws and plans. Methodological knowledge and practice of destination management in European union requires further testing and developing a methodological and organizational model for the institutionalization of tourism stakeholders in Serbia. So far Serbia has shown that declarative support for the market economy and EU recommendations towards the development of tourism destinations. The performance of this declarative support did not create the necessary economic and social stability and a favorable business climate, but instead it slows down the development of tourism destinations. In contrast to the European experience, key issues in Serbia are to achieve the sustainable tourism development, as well as to enable the existence and prosperity of local communities in order to avoid the complete depopulation and economic degradation of tourism destinations in rural and peripheral regions. In this context, the main task of future research is to identify the current mistakes, to review the approaches to the development of tourism and complementary activities at tourist destinations in Serbia, and to adjust and apply the European and other foreign experiences in destination management in a way that is tailored to our specific requirements.

Therefore, in this paper is applied the method of comparison and evaluation of sustainable development of tourism destinations in Serbia based on the key issues and evaluation criteria for destination management relevant to Serbian current conditions and circumstances.

In the paper challenges and possibilities for sustainable development in the time of long-term crisis (past 20 years of political and economic crisis) for mountain and Danube primary tourism destinations has been analyzed.

Mountain tourism destinations in Serbia have gone through several development phases. Environmental and other conflicts in the development of tourism have become prominent in the transitional period. This is analyzed in great detail in the case of mountain Stara planina. Primary tourism destinations along the Danube corridor, as well as destinations on the river's banks, remain insufficiently activated to these days taking into account the available tourism potentials and resources. Nevertheless, despite the period of transition and crisis, two tourism destinations with attractive cultural heritage have been developed (Viminacium and Lepenski Vir). One of them, the archeological park Viminacium in a relatively short period of time of just a few years has grown into a sustainable tourism destination.

Based on results of the analyzed cases, the challenges and chances for sustainable spatial development of tourism destinations have been evaluated in the terms of destination management, planned and controlled tourism development, sustainability and governance support.

Basic recommendations for more efficient and sustainable tourism destination management have been pointed out in the concluding remarks.

1. SPATIAL DISTRIBUTION OF PRIMARY TOURISM DESTINATIONS IN SERBIA

Determination of primary tourism destinations has changed over the time, following European trends to a certain extent.

At first, the offer was prevailingly based on spas and cities and during the 1980s mountain centers; however, it was marked by inadequate use of potentials of ecological, cultural, rural and water tourism (on the Danube), particularly when it came to foreign clients (Dabić and Milijić, 1998).

Relatively modest tourism development in Serbia so far has been discontinuous and predominantly dependent on the political context of development, both in the previous state (Yugoslavia between 1918 and 1991) and the period of transition until now. Most changes have been observed in relation to the approach to planning, and organizational forms of management in tourism, which has been influenced rather by political and economic conditions than the other developmental ones.

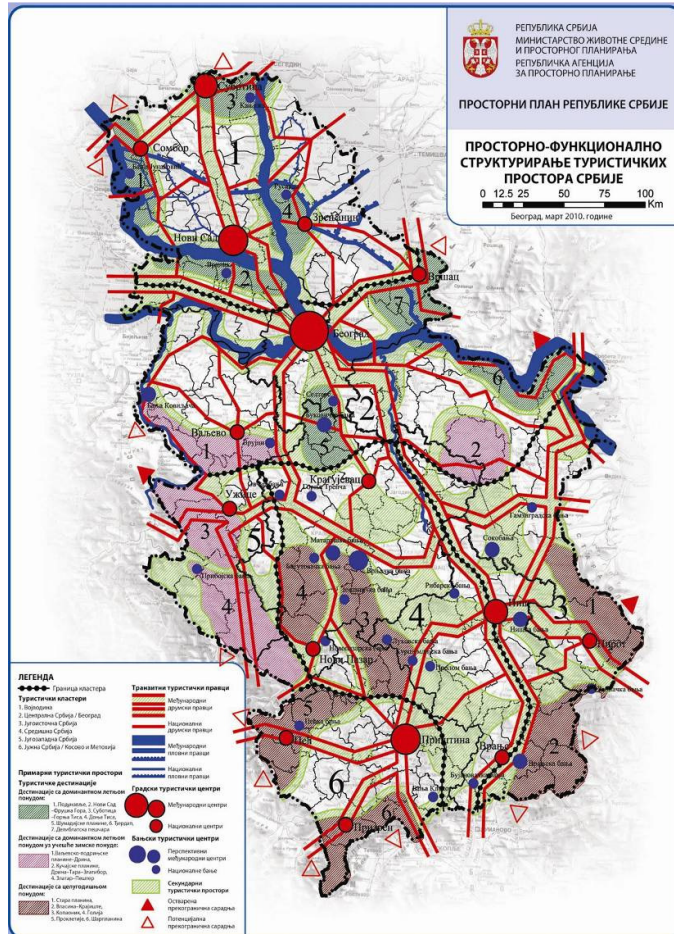
Spatial distribution of tourism development is uneven throughout the Serbian territory. Primary tourism destinations have been identified by the Spatial Plan of the Republic of Serbia (2010). Most of them are spread along the Danube banks or at the mountain areas (Figure 1).

Only a few primary tourism destinations identified by the Spatial Plan of the Republic of Serbia are developed or have been in the initial stage of development. Level of achieved tourism development affects the spatial transformation of primary tourism destinations.

In time of crisis, sustainability of more developed tourism destinations is challenged, as economic interests of tourism industry for intensive construction of tourism facilities and their spatial concentration prevail. Proposed development might cause negative impacts on environment, as well as on social and economic development of local communities.

Primary tourism destinations in the initial stage of development do not experience the pressure of tourism industry for intensive development, thus enabling the public sector to prepare for and support their sustainable spatial development. On the other hand, in time of crisis the public sector will have difficulties to provide for necessary investments of the private sector in tourism facilities and supply. These might slow down the initiated development of primary tourism destinations, and even question the economic and social dimension of their sustainability.

Figure 1: Spatial distribution of primary tourism destinations in Serbia



Source: Map: Spatial-functional structure of tourism areas in Serbia, Spatial Plan of the Republic of Serbia, Draft version (2010) Republic agency for spatial planning

2. DEVELOPMENT OF PRIMARY TOURISM DESTINATIONS IN THE TIME OF CRISIS

In the paper two predominant types of primary tourism destinations – mountain tourism destinations and destinations at Danube, have been analyzed and compared in the terms of sustainability and their spatial development. Sustainable development in Serbia includes four dimensions of tourism, destination area and local community development: environmental, social, economic and political dimensions.

2.1. Primary mountain tourism destinations

Development restrictions at primary mountain tourism destinations in Serbia include: economic, political and spatial marginality; external direction of development, unfavorable demographic and educational structure and emigration of population; conflicts in the use of space and management of protection and development of mountain areas; imperilment of economic, social and cultural integrity and existence of mountain communities; isolation in terms of traffic and transportation, lack of adequate infrastructure and undeveloped network of public services; uncontrolled tourism development and similar.

The development phase of Serbian mountain regions started in the 1970s (in 1968, the Study on possibilities of the development of winter tourism in Yugoslavia was conducted in cooperation with OECD¹) when the interest in high quality winter tourism in high mountain areas demonstrated a rapid increase. However, the offer did not keep pace with the growing demand and was not sufficiently selective. Mountain tourism showed more rapid development starting from the 1980s. After initiating the development of the existing and new mid and high mountain areas (Zlatibor, Tara, Vlasina, etc.), first high mountain centers were created – Kopaonik and Brezovica on Šar-planina (they were completely built thanks to joint financial support of state and large trade companies). Thus, in terms of income, mountain tourism became second, closely following cities and spas, and was marked by the fastest increase in the number of visitors and the overnights. Based on modern methodologies, spatial plans for the special purpose area for Kopaonik, Šar-planina and Stara planina were made. With these spatial plans and their elaboration by means of other plans and programmes, the planning framework for sustainable development of mountain regions was constituted, first of all for the protection of natural heritage, resources and environment, and for sustainable development of tourism.

The crisis phase in the development of mountain areas started in 1990, when the concept of planned construction of tourist and recreational facilities was abandoned. A period of stagnation followed, with unbalanced and uncontrolled development of tourism in mountain areas (Maksin et al, 2011). The fact that mountain regions were extremely lagging behind in terms of their economic development, which had different manifestations across regional units, posed the obstacle for the tourism activation of mountains and the development of mountain tourism centers. Two levels of (under)development of mountain areas could be discerned:

- with extensive development – present in most mountain areas where, apart from agriculture, no other economic activities were developed; and

¹ When conducting the Study, the experts from all Yugoslav republics received training on the planning and implementation of the development of mountain centers in Switzerland and France, and the problems which tend to follow such complex undertakings under the conditions of high mountains (the majority of mountain centers in Europe at the time were built at the altitude of 1600-2000m above sea level, with taking into careful consideration the space capacity, number of tourists, infrastructural possibilities, protection of the space etc.).

- with, tentatively, intensive development – present in mountain areas with initiated development of tourism which, however, did not succeed in achieving stronger connection with local agriculture or adequately contributing to encouraging the development of complementary activities, and the protection of natural heritage and environment.

It could be said that the phase of gradual recovery started from 2007, with intensified government investments in the construction of public ski centers, capital infrastructure etc. This is still marked by insufficient harmonization of the planning basis of spatial tourism development and the protection of mountain areas. Sector development of high mountain tourism centers on Kopaonik has been continued and the realization on Stara planina started, along with a few smaller mountain centers and ski-stadiums in other mountain areas in Serbia.

This period is, nevertheless, characterized by the failure to apprehend and harmonize full potentials and resources for tourism development, disproportion between the carrying capacities and the number of tourists, problems related to the protection of environment and natural values (which has become especially evident in the instances of tourism centers on Kopaonik and Stara planina situated in protected natural areas, that is, a national and a nature park), etc. The limitations for the attainment of sustainable development of tourism destinations are as follows: prominent divisions of authorities among relevant ministries (related to the development and protection, with much more financial means being allocated for the tourism development), tendencies of greater inclusion of foreign experts in the development of mountain areas (domination of Master plans of tourism development compared to the spatial and urban plans according to the Law on Planning and Construction), inadequate involvement of local communities and local stakeholders in the decision making process with respect to tourism development etc.

All of the abovementioned induces deepening of the problems in the development and protection of mountain areas.

Nowadays Serbia is considerably lagging behind European countries in terms of the governance and management of mountain areas development, including even those countries which are in the so-called transitional phase or have gone through it. There exists no clearly defined strategy of the development and protection of either mountain or rural areas of the Republic, let alone the efficient management system of sustainable development of mountain areas and tourism destinations in these areas. No adequate support for the implementation of the existing planning basis (general strategies, spatial, environmental and sector planning basis – master plans etc.) has been provided, which also implies the lack of the mentioned support for the efficient management of sustainable development of Serbia, and therefore, mountain areas and tourism destinations.

During the transitional period, environmental and other conflicts in tourism development have been brought on by several causes. They have mostly been consequences of: unplanned construction and disregard of the carrying capacity, traffic accessibility and modality issues, public open space development, absence of public-

private partnership, longevity and questionably done privatization in tourism, as well as the pressures huge capital has exerted upon planned decision making and limited application of measures for the protection of environmental and social surroundings.

Some of these problems have been the results of one-sided interpretation of mountain areas sustainable development which, at first, gave the absolute priority to the conservation of nature in large protected areas (in national parks, nature parks and reserves). This is in contrast with the tendencies in developed countries which make efforts to achieve the balance between the protection of the most important natural resources and the development of mountain areas, above all the development of local communities and tourism. It is indicative that during the period of transition and economic recession, no declining interest in the investment in mountain areas tourism has been noted, which is, in case of Serbia, probably the consequence of the limited availability of quality high mountain centers and, even more, the infrastructural inadequacy of available buildable land for tourism and other activities.

2.2. Primary tourism destinations at Danube

Serbian part of the Danube waterway is its most attractive one from the tourist, navigable, ecological and cultural aspects. The values of the Danube from the aspect of tourist valorization (abundance of tourist resources, ecological preservation, values of natural and cultural heritage and accessibility of destination) have gained their significance in the last 20 years (Maksin and Milijić, 2012). This particularly refers to the nautical systems and boat touring, special interests, towns on the Danube and rural tourism.

In this segment, Serbia has two, at the European level, unique zones:

- ecological zone, which includes marshland zones of the Upper and Lower Danube; and
- cultural-historical zone of the Lower Danube which is characterized by cultural diversity and a wealth of numerous ethno-traditional events,

From the aspect of tourism, development limitations of the Danube in the period of transition have incorporated: lack of continuous investment in the tourism sector, especially nautical infrastructure (marinas and berths according to the European standards); lack of accommodation facilities; absence of organized offer, presentation and interpretation of natural and cultural heritage; lengthy administrative procedure related to the registration of route and limitations of the mobility of nautical vessels; lack of nautical and public infrastructure and information centers on the river bank; etc. The crucial problem lies in the non-accomplishment of the management of tourism development on the Danube and destinations on its banks.

Some of the positive trends include the development of cycle routes on the Danube corridor (which, although a modest investment project, contributes to the promotion of the Danube while being compatible with nautical navigation) and initial development of accommodation facilities in rural areas in the banks zone.

In the period of transition, at the height of the economic crisis, two tourism destinations in the extended Lower Danube have made the greatest improvement in the development of cultural tourism and presentation and interpretation of cultural heritage in Serbia – Lepenski Vir and Viminacium. In the course of a few years, they have either moved from the initial phase to the phase of developed tourism destination (after 5 years in case of Viminacium) or they are in the transitional period towards the mentioned phase (after 2 years in case of Lepenski Vir). Human resources have played the decisive role in this matter, that is, active participation and coordination of the leading figures from the sector of the protection of cultural monuments, tourism and other sectors connected with the planning and implementation of the protection, presentation and interpretation of cultural heritage. The quality enhancement of both destinations' connections with the Danube, by means of building docks for cruisers, has contributed to their development.

3. HOW TO MANAGE THE SUSTAINABLE SPATIAL TOURISM DEVELOPMENT OF PRIMARY DESTINATIONS IN SERBIA?

3.1. Cases

The main challenges and possibilities for sustainable tourism development in the time of crisis are discussed at two tourism destinations with natural and cultural heritage – Mountain Stara planina (protected natural heritage), and Viminacium (protected cultural heritage). Environmental dimension of sustainable tourism development in both cases therefore includes protection of natural and cultural heritage.

Mountain Stara planina is the primary tourism destination, while Viminacium is a part of the extended Lower Danube primary tourism destination, as defined by the Spatial Plan of the Republic of Serbia (2010).

3.1.1. Mountain Stara planina Nature Park

The Mountain Stara planina Nature Park occupying the area of 1.143 km² is situated in the eastern part of Serbia, in the border line between the Republic of Serbia and the Republic of Bulgaria. The Nature Park is selected as IBA and IPA site and planned to be proposed for the UNESCO MaB (Man and Biosphere) program. This is an area with pronounced potentials for the development of winter and summer tourism because of which it has been prioritized as primary tourism destinations with all-year-round offer in Serbia. It is also an area containing a great number of cultural monuments of national and regional importance, as well as authentic old mountain villages, water sources of national and regional importance, etc. Diversity of rural cultural heritage, particularly the preserved examples of folk architecture and settled entities are important resource for the rural tourism development. Rural cultural heritage (tangible and intangible) may help the strengthening of Nature Park identity and identification of inhabitants and visitors with natural and cultural values of rural area, which would contribute to the preservation and sustainable utilization of cultural heritage. Although this area has exceptionally attractive tourism assets in eastern Serbia, tourism is only in the initial phase and still cannot accelerate socio-economic development of local communities.

The conflicts between different tourism development concepts (the concentration concept – mega winter tourist resort, vs the dispersion concept – small and medium tourist resorts and rural tourism development), and between planned mega winter tourist resort with ski infrastructure and nature heritage protection and local communities development occurred due to non compliance to spatial plan and tourism master plan. In other words, the Stara Planina Resort Area Master Plan (2007, further: Master Plan) was not elaborated in compliance with the Spatial Plan for the Special-Purpose Area of the Mountain Stara planina Nature Park (2008, further: Spatial Plan for Stara planina), nor with the protection regimes established for the entire area of Mountain Stara planina Nature Park. The Master Plan has doubled the accommodation capacity in the mountain zone compared to the total capacity envisaged by the Spatial Plan for Stara planina. Sustainability assessment of the planned Jabučko Ravnište Tourist Resort proposed by the Master Plan was researched and presented in the Strategic Environmental Impact Assessment (2008) for the Spatial Plan for Stara planina. Based on the results of evaluation carried out using the Strategic Environmental Impact Assessment (SEA) methodology, it has been concluded that, under the tourism concept of a dispersion development and construction which has been implemented in about 88% of the area, implementation of the Spatial Plan for Stara planina will have significant positive effects manifested in:

- the protection and improvement of the natural environment; preservation and sustainable utilization of natural and cultural heritage;
- overall economic effects and equable growth in local employment (in the realm of tourism, agriculture and other complementary activities);
- uniform development of infrastructure and improvement in the quality and accessibility of infrastructure and public services;
- creation of conditions in which tourism and recreation will be accessible to all tourist, etc.

In carrying out the SEA, it has been concluded that, in the smaller part of the area covered by the Spatial Plan for the Stara planina (in about 12% of the area), the implementation of tourism concentration concept with mega winter tourist resort (Jabučko Ravnište-Leskovac) will have a long-lasting unfavorable effects on the natural environment, particularly in regard to water supply, wastewater disposal, access and internal traffic, solid municipal waste elimination, the quality of life of local residents etc (Figure 2). This negative impacts are much more difficult to control than in case of concept of disperse development which is more suitable for the protected area of the Mountain Stara planina Nature Park (Maksin-Mičić et al., 2009). The SEA has provided recommendations for the reduction of originally determined capacities of Tourist resort Jabučko Ravnište (approximately 22.000 beds) to the level which would not endanger the environment (approximately 6.000 beds). The Plan of Detailed Regulation of Jabučko Ravnište (2009, further: PDR) has been designed for 6.000 beds. In carrying out the SEA for this PDR (IAUS, 2009), it has been concluded that none of the planning solutions will generate significant long-lasting unfavorable effects on the environment and local communities development that cannot be kept under control.

Problems in achieving sustainable tourism development, natural heritage protection and rural development mainly occur due to management arrangement for the Mountain Stara planina. Management arrangement includes the public sector predominantly at the national level of governance, namely the following key stakeholders:

- in nature protection – Institute for Nature Conservation of Serbia and Public Enterprise "Srbijašume" (monitoring and managing protection and development of Nature Park), and
- in tourism development – National Corporation for Tourism Development of Serbia (managing development of the Jabučko Ravnište Tourist Resort), Public Enterprise for the development of mountain tourism "Stara planina" (managing construction of the Jabučko Ravnište Tourist Resort), and Public Enterprise "Skijališta Srbije" (managing construction and maintenance of the ski infrastructure).

Efficiency and effects of the established public sector management arrangement have not been monitored at national level of governance. Local public and private sector, as well as civil society have almost no influence on the management of tourism development and nature protection at Mountain Stara planina.

Figure 2: **Tourist resort Jabučko Ravnište**



Source: www.skijalista.rs

3.1.2. Viminacium Archaeological Park

Viminacium archeological site is in Pozarevac Municipality, near "Drmno" open pit coal and "Kostolac B" thermal power plant.

Viminacium is protected as immovable cultural property of exceptional importance for the Republic of Serbia, and the proposal for the Tentative List of UNESCO World Heritage is in preparation. Viminacium was the capital of the Roman province – Upper Moesia (Moesia Superior) and Late Antiquity Moesia (Moesia Prima). There are indications that this great city and legionary camp on Roman Limes was transition point between the West and the East when the capital was moved from Rome to the East, to Constantinople. Its advantage is the possibility to investigate and present the entire Roman city whose area was greater than Pompeii.

Bearing in mind that eighteen Roman Emperors who were born in present-day Serbia represents one fifth of the total number of all the Roman Emperors and the greatest number of Roman emperors who were born and ruled out of the Italian territory, the Archaeological Institute of the Serbian Academy of Sciences and Arts (further: Archaeological Institute) launched the project "Roman Emperors' Cultural Route in Serbia" (Itinerarium Serbiae Romanum). The basic idea of this project is to connect all of the imperial territory at Serbia into one unit as it existed when the Roman Empire was on the banks of Danube. The project has the objective of Pan-European significance, to connect to other places in the imperial Roman provinces at the territory of Roman Empire, where Roman Emperors were born or lived.

Viminacium is the first archaeological park in Serbia, and so far the most attractive site at Roman Emperors' Cultural Route in Serbia (Figure 3). The intensive archaeological and multidisciplinary research at the area of this Roman city has been carried out since 2002 under the direction of archaeologist Miomir Korać from the Archaeological Institute. All investigated localities have been immediately presented and interpreted as a part of the Viminacium archaeological park. Efficient development of Viminacium archaeological park was supported by establishing the appropriate management arrangement. Archaeological Institute and the Mathematical Institute of Serbian academy of Arts and Sciences, Faculty of Mathematics and Faculty of Mining Geology, University of Belgrade, founded the Center for New Technologies "Viminacijum" to manage the geophysical surveys, archaeological site protection, development and promotion of tourism. This Center developed good coordination and cooperation with public services and enterprises at national, and less at local level management.

Development of the Viminacium archaeological park is environmentally, economically and socially sustainable. Environmental and economical sustainability is achieved both in cultural and archaeological tourism development and cultural heritage protection. Economic sustainability is strengthened by an investing part of tourism revenue in investigations, protection and presentation of archaeological site. Environmental sustainability is strengthened by resolving the conflicts between immovable cultural property protection and expansion of open coal mines in the buffer zone of Viminacium. Social sustainability is partly achieved by employing the local population,

namely providing jobs for 20 young people at archaeological park (e.g. tourist interpreter, organization of conferences, workshops and events, guard service etc).

Figure 3: **Viminacium Archaeological Park**



Source: Maksin, M., Pucar, M., Milijić, S. & Korać, M. (2011), *Sustainable tourism development in European Union and Serbia (Održivi razvoj turizma u Evropskoj uniji i Srbiji)*, Belgrade: Institut of Architecture and Urban & Spatial Plannig of Serbia, pp. 335, 338.

Social and economical sustainability of local communities is going to be accomplished by development of a specific accommodation along Roman Emperors' Cultural Route in Serbia – so. Domus. The idea of this project is to employ the local inhabitants by combining the cultural and rural tourism products. In agreement with the representatives of the Italian region of Friuli Venezia Giulia, formed joint task force of experts prepared a project worth 39 million euros for the construction of 100 Domuses along the 600 km of Roman Emperors' Cultural Route in Serbia. This accommodation will be located at a distance of about 5-10 km, at a day cross on foot or by bike. All will be built in the Roman style in the form of a Roman villa, with 5-10 bedrooms and standardized services. It will provide all services for cycling. Each will employ 8-10 people. All 100 Domuses directly will employ 800-1000 and indirectly another 3-4000 local inhabitants in catering and other necessary supply. It is estimated that Domuses should provide employment for a total of about 4-5000 local inhabitants (Maksin et al., 2011).

3.2. Evaluation criteria for managing sustainable spatial development of tourism destinations

Based on two analyzed cases the following evaluation criteria for the management of sustainable tourism development are proposed for tourism destinations:

- Planned tourism development – Adopted Spatial Plan for Special-purpose Area (SPSPA), regulation plan for tourism resort (RP) and Tourism Master Plan (TMP) for the area with protected natural and cultural heritage (or wider area),
- Compliance of the plans and SEA – compliance of TMP with the SPSPA and Strategic Environmental Impact Assessment (SEA) in respect to protection regimes, planned tourism development and local society development,
- Controlled tourism development – level of tourism development in compliance with the SPSPA and RP at the protected area of natural and cultural heritage,
- Sustainability of tourism development, heritage utilization (protection, presentation and interpretation) and local community development (employment and inclusion of local inhabitants in tourism development and heritage protection, economic and social benefits for local communities),
- Governance support and coordination of tourism development, heritage utilization and local community development.

Planned tourism development at area with protected natural and cultural heritage is rated according to the following criteria:

- High (1) – for the area with protected natural or cultural heritage all proposed plans are adopted (SPSPA, RP for priority tourism resort and TMP),
- Medium (2) – for the area with protected natural or cultural heritage one of the proposed plans (SPSPA, RP or TMP) is adopted, or two plans have been elaborated, but not adopted,
- Low (3) – for the area with protected natural or cultural heritage there none of the proposed plans is elaborated.

Compliance of the plans, namely the Tourism Master Plan (TMP) with the Spatial Plan for Special-purpose Area (SPSPA) and the Strategic Environmental Impact Assessment (SEA) is rated according to the following criteria:

- High (1) – when TMP is elaborated and adopted in compliance with SPSPA and SEA for the spatial plan or with SEA for the master plan,
- Medium (2) - when TMP is elaborated and adopted partly in compliance with SPSPA and SEA for the spatial plan, only in respect to protection regimes,
- Low (3) – when TMP is not elaborated and adopted in compliance with SPSPA and SEA for the spatial plan.

Controlled tourism development in respect to the level of tourism development in compliance with the SPSPA and RP at the protected area of natural and cultural heritage is rated according to the following criteria:

- High (1) – when the tourism development and construction of tourism facilities is in accordance with the SPSPA and RP, based on technical documentation and Environment Impact Assessment (EIA) when proposed,

- Medium (2) - the tourism development and construction of tourism facilities is partly in accordance with the SPSPA and RP (with deviations within the limits of carrying capacity, prevailing land use and in accordance with protection regimes proposed by the plan), based on technical documentation and Environment Impact Assessment (EIA) when proposed,
- Low (3) – the tourism development and construction of tourism facilities is not in accordance with the SPSPA and RP.

Sustainability of tourism development and heritage utilization is rated according to the following criteria:

- High (1) – environmental, social and economic sustainability of tourism development, sustainable natural and cultural heritage utilization (protection, presentation and interpretation) and sustainable local community development (employment and inclusion of local inhabitants in tourism development and heritage utilization, economic and social benefits for local community, etc),
- Medium (2) – environmental and partial social and economic sustainability of tourism development, sustainable natural and cultural heritage utilization (presentation and interpretation) and partial support to local community development (employment and inclusion of local inhabitants in tourism development),
- Low (3) – sustainability of tourism development, natural and cultural heritage utilization and local community development has not been achieved.

Governance support for coordinated management of tourism development, heritage utilization and local community development is rated according to the following criteria:

- High (1) – coordinated tourism destination management and heritage protection management at national level of governance, with participation of local stakeholders in public and private sector, and civil society,
- Medium (2) – coordinated tourism destination management and heritage protection management at national level of governance, with partial participation of local stakeholders in public and private sector, and weak participation of civil society,
- Low (3) – uncoordinated tourism destination management and heritage protection management at any level of governance, with the weak participation of local stakeholders in all sectors.

The sustainability evaluation of tourism development is carried out based on proposed criteria for the analyzed tourism destinations with natural and cultural heritage (Table 1).

Table 1: Sustainability evaluation of spatial tourism development for the primary destinations in Serbia

Primary tourism destination	Planned tourism development	Compliance of plans and SEA	Controlled tourism development	Achieved sustainability	Governance support	Average points
Viminacium Archaeological Park	2	2	1	2	2	1.8
Mountain Stara planina Nature Park	1	3	2	3	3	2.4

Source: Maksin, M. (2012), "Sustainable heritage utilization in rural tourism development in Serbia", *SPATIUM International Journal*, No. 28, pp. 25.

Although less planned and without any involvement of the national level of governance in destination management, Viminacium tourism destination has achieved higher level of overall sustainability. This brief evaluation shows that the key problem in achieving the sustainability of tourism development, heritage utilization and local community development is the inefficient management, especially in the time of crisis (Maksin, 2012).

CONCLUSION

Good examples of innovative and efficient management of tourism destinations Viminacium and Lepenski Vir in the Lower Danube could serve as the basis for the changes of legal regulations and the introduction of more effective models for the sustainable management of tourism destinations. Contrary to this, the analyzed example of the management of tourism destination development performed at the national level indicates that such model of the destination management does not guarantee sustainable development of tourism and the destination.

The improvement and higher efficiency of the sustainable development management of primary tourism destinations in Serbia implies the development of destination management system, above all regional destination management and local action groups. This is necessary in order to establish the cooperation with the key stakeholders of the destination's public and private sector, as well as the stakeholders at the national level of management.

It is significant to provide support of the public sector regarding the identification, organization and strengthening of local action groups whose aims are tourism development, protection of heritage and rural development. National level of management is supposed to provide various kinds of support to regional destination management organizations and local action groups. Co-financing of tourism development of tourism destinations from the national funds ought to be based on the evaluation of sustainability of the proposed projects and programmes in tourism, as well as on compliance with the adopted spatial and sector plans (Maksin, 2012a).

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