

THE SPATIAL PLANNING, PROTECTION AND MANAGEMENT OF WORLD HERITAGE IN SERBIA

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The paper indicates the importance of spatial planning as a specific instrument for the protection and management of World Heritage sites in Serbia. The paper analyses the obligations set forth in the international and national documents and legislation relevant for spatial planning, on the one hand, and World Heritage protection, on the other hand. The notion, criteria, method of zoning, systems and approaches to the management of sites inscribed on the World Heritage List are shown through the concept of World Heritage. The paper also emphasizes the importance of adopting management plans for all World Heritage sites and their incorporation into the national legislation and planning documents, primarily into the special purpose area spatial plans. It also gives examples of special purpose spatial plans in order to consider the treatment of World Heritage in these documents, and to make proposals for improving the spatial planning and the existing protection and management of the World Heritage sites in Serbia.

Key words: spatial planning, World Heritage, management plan, Serbia.

INTRODUCTION

World Heritage Sites are places that are inscribed on UNESCO's World Heritage List based on the Convention concerning the Protection of World Cultural and Natural Heritage (1972). The 2016 List contains 1,052 sites (814 World Cultural sites, 203 World Natural sites, and 35 mixed properties) in 165 countries, out of which 5 sites are in Serbia—Stari Ras and Sopoćani, Studenica Monastery, Gamzigrad-Romuliana, Palace of Galerius, Stećci Medieval Tombstones Graveyards and the Medieval Monuments of Kosovo (Dečani Monastery as well as Patriarchate of Peć and Gračanica Monastery and the Church of Our Lady of Ljeviška in Prizren, as an extension of the Dečani Monastery site), which are also inscribed on UNESCO's List of World Heritage in Danger (<http://whc.unesco.org/en/list>, accessed: 3rd Dec 2016).

According to the Law on Planning and Construction of the Republic of Serbia (2009-2014), the protection, development and improvement of heritage is a mandatory segment of all spatial plans. The Law requires a special regime of organization, development, use and protection of space and the adoption of special purpose area spatial plans for the sites that are of special importance because

of their cultural and historical or ambience values, also including the sites that are inscribed on the List of World Heritage Sites. This paper analyses the international and national documents and legislation relevant for the spatial planning of World Heritage sites, as well as the existing special purpose area spatial plans. The aim of the paper is to indicate the importance and role of adopting management plans and special purpose area spatial plans and their mutual harmonization, as well as to propose the possibilities for improving the spatial planning and protection and management of these sites.

CONCEPT OF WORLD HERITAGE

World Heritage Concept and Site Selection Criteria

According to the Convention concerning the Protection of World Cultural and Natural Heritage, the general goal is to identify cultural heritage of Outstanding Universal Value and ensure its protection, conservation and presentation in the spirit of sustainable development and transmission to future generations. The sites considered to be of "Outstanding Universal Value" are those which meet at least one of the ten selection criteria of the World Heritage List, as well as conditions of authenticity and integrity and the requirement for the existence of adequate protection and management (UNESCO WHC, 2015).

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The basic criteria for the selection of World Heritage sites are: (i) to represent a masterpiece of human creative genius, which should be interpreted as an outstanding example (or the height) of a style that developed within a culture, along with a high intellectual or symbolic contribution and a high level of artistic, technical or technological skills; (ii) to exhibit an important interchange of human values over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design; (iii) to bear a unique or at least exceptional testimony to a cultural tradition or civilization that exists or has disappeared; (iv) to be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history; (v) to be an outstanding example of a traditional human settlement, land-use, or sea-use representing a culture (or cultures), or human interaction with the environment especially when it has become vulnerable under the impact of irreversible change; (vi) to be directly or tangibly associated with events or living traditions, with ideas or with beliefs, with artistic and literary works of outstanding universal significance; (vii) to contain superlative natural phenomena or areas of exceptional natural beauty and aesthetic importance; the criteria (viii), (ix) and (x) primarily deal with determining the Outstanding Universal Value – outstanding examples representing earth's history, significant on-going ecological and biological processes in the evolution and development of different ecosystems, as well as the most important and significant natural habitats² (ICOMOS, 2008).

The fulfilment of the condition of authenticity implies the acceptability of sources of information, the main aspect for the justification of Outstanding Universal Value, as being credible and truthful. Depending on the type of cultural heritage, the authenticity is expressed through the truthfulness of attributes comprising materials, form, function and history, as well as a series of non-material features. In contrast to authenticity, integrity is defined as a measure of the wholeness and intactness of the natural and/or cultural heritage and its attributes (UNESCO, 2015).

World Heritage Management

The systems for managing World Heritage sites have been developed for the purpose of a more efficient protection of cultural heritage for the present and future generations. The nine common components of these systems include: three elements – the legal framework, institutional framework and resources (human, financial and intellectual); three processes – planning, implementation and monitoring; and

²Explanation of criteria: criterion (II) is to a great extent used for artistic or technological achievements based on the movement and merger of different influences; criterion (III) is often used for archaeological sites, and lately also for cultural landscapes; criterion (IV) is easy to interpret, thus very popular and widely used – it was used for the evaluation of as many as 80% of the sites; criterion (V) is the least used criterion, mainly for larger units like historical cities or mixed properties; criterion (VI) has been much discussed, probably because it introduces the dimension of intangible in the context of tangible heritage (the World Heritage Committee considers that this criterion should preferably be used in conjunction with other criteria); criterion (VII) has been previously used for the evaluation of natural heritage, while today many mixed properties are also listed under this criterion (ICOMOS, 2008).

three results – outcomes, outputs and improvements to the management system (UNESCO, ICCROM, ICOMOS and IUCN, 2013). The World Heritage site management systems vary from country to country and from site to site. In the majority of cases, different bodies can be involved in the management of cultural heritage and its buffer zones, as well as in the decision-making process (Figure 1).

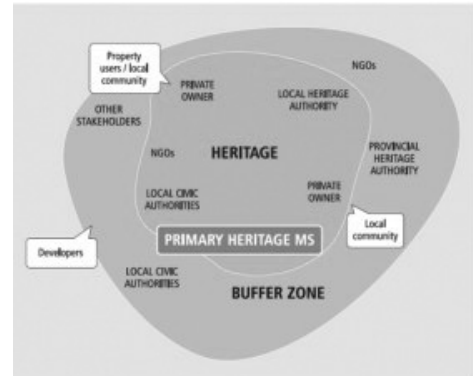


Figure 1. Management scenario

(Source: *Managing Cultural World Heritage, World Heritage Resource Manual, UNESCO, ICCROM, ICOMOS and IUCN, 2013, Figure 7, p. 57*)

Basically, management systems are developed depending on the approach applied to management, which can be (Business Plan for the Rehabilitation of Intangible Cultural Heritage, 2014): (i) the conventional approach – considers cultural heritage as an object of protection, namely, the focus is on the protection of its material component, whereby the responsibility for the protection and management is on the cultural heritage protection institutions and on professionals, while the local community is not included; (ii) the value-based approach – directed to the protection of the value of the heritage (historical, aesthetic, symbolic, social, cultural, scientific, etc.), and not only material heritage, whereby the heritage management includes different stakeholders, also including the local communities; and (iii) the living heritage approach – focused on people and the local community, whereby the main goal is to preserve and protect the material and non-material elements of heritage, while the decisions are made by consensus based on certain participation criteria.

World Heritage Site Zoning

The buffer zones were not clearly defined at the beginning of implementing the Convention concerning the Protection of World Cultural and Natural Heritage. Their importance and role were not completely considered either. It took a certain amount of time to notice their numerous benefits, starting from the precisely established and legally regulated buffer zones that, besides complementing the protection and management of Outstanding Universal Value of World Heritage, also contribute to and promote the activities within them that can bring benefits both to the heritage and to the local community (UNESCO, 2009). The most efficient way to establish buffer zones is when this is done simultaneously with the nomination, or perhaps prior to the nomination of a heritage site for inscription on the World Heritage List. Here, perhaps, the role of local communities is the most visible, whereby the defining of

protection measures would not be recognized as a constraint on the development, but would reveal the possibilities within which the World Heritage site could be included in the protection in the most suitable way and within the framework of sustainable development of the community (*World Heritage and Buffer Zones*, UNESCO 2009). The buffer zones manage the preservation of the site in many senses: they preserve site authenticity, and the visual and any other integrity in the built or natural environment, but also offer the possibility to the local community to adopt the management plan according to the requests of the site.

The size, perimeter and potential for large number of buffer zones depends on the type of heritage inscribed on the World Heritage List, as well as on the scale of the site, the management possibilities and the constraints resulting from the management experience and lack of zoning in the Serbian conservation practices. The zoning with different protection regimes could be efficient if there was adequate national legislation, because the boundaries of areas that protect the heritage from adverse impacts (for example traffic infrastructure) are not always the same within the area from which the visual corridors are protected. However, if the buffer zone is too large, managing it can be difficult, since more stakeholders are involved (Kesić and Ristić, 2012).

Management plan for World Heritage sites

The management plan represents a relatively new tool for determining and creating an appropriate strategy and for setting the objectives and activities, as well as for creating an implementation structure for managing cultural heritage sites in an efficient and sustainable way. The management plan should explain how to maintain Outstanding Universal Value through protection and conservation. It should also practically demonstrate effective measures for achieving on-ground conservation outcomes (Management Planning of the UNESCO World Heritage Sites, 2016).

For World Heritage sites, the spatial planning is an important and – according to the Operational Guidelines – an obligatory segment of legal and institutional frameworks. An integrated approach to the spatial planning, protection and management of cultural heritage is also very important. The link between the spatial planning and protection/management of cultural heritage is regulated by laws pertaining to the field of planning or to the field of cultural heritage. This link is not the same in all state members of the World Heritage Convention. According to the Management Planning of the UNESCO World Heritage Sites, 2016, the analysis encompassed 6 countries: Italy, Slovenia, Croatia, Bosnia & Herzegovina, Montenegro and Greece. There are examples from surrounding countries, such as Montenegro, where the Law on Protection of Cultural Heritage (2010) prescribes an obligation for all spatial plans to be harmonized with the management plan that is mandatory for the cultural heritage inscribed on or nominated for the World Heritage List. For example, the Management Plan of the Natural and Cultural–Historical Region of Kotor was adopted in 2011.

In Serbia, the notion of a “management plan” is not present in current regulations, thus the already prepared management

plans have not been verified through legal procedure, nor have they been adopted. For the nomination of the Dečani monastery, and two years later for three other monuments in the territory of Kosovo and Metohija, the traditional management of the sites – in terms of the traditional monastic way of life – was highlighted, in addition to the other legislation. The management plans for three serial sites, i.e. three graveyards included in the nomination file Stećci were mandatory parts of the nomination file, although these plans were not prepared in the best possible way. Management plans have been recently prepared for the following: the Spatial Cultural and Historical Unit of the Senje Coal Mine³ (2013) and the Archaeological Site Justiniana Prima⁴ (2014), both within the Ljubljana Process II; the Stećci Monumental Medieval Tombstones; the Mramorje Archaeological Sites in Perucac and Rastiste (Municipality of Bajina Bašta); and the ancient Greek cemetery in the village of Hrta (Municipality of Prijepolje) - 2013, for the purpose of nomination to the World Heritage List. The model of management plan for Gamzigrad–Romuliana is under preparation.

SPATIAL PLANNING AS AN INSTRUMENT FOR THE PROTECTION AND MANAGEMENT OF WORLD HERITAGE SITES

A review of international and national legislation relevant for spatial planning

The supranational level of planning is of strategic character, and the Council of Europe and the European Union are concerned with cooperation in the field of spatial planning. From the aspect of protecting cultural heritage, the international documents⁵ relevant for spatial planning highlight (Dobričić, 2012): the management of spatial development based on sustainable development, as well as the wise management and protection of cultural heritage; integrating the protection of natural and cultural heritage into spatial development (COE, 1999); the importance of close cooperation between spatial planning and sectorial policies; the importance of a spatial development policy that should contribute to the integrated management of cultural heritage; encouraging the development of sustainable forms of tourism (COE, 2000); inclusion of the cultural dimension in sustainable development in addition to the social, economic and environmental dimensions (COE, 2003); development of cultural routes and networks; heritage as a vital cultural identity, and the protection and promotion of the diversity of cultural expressions (COE, 2007); the importance of the plan-based directing of activities in space that can have negative consequences for the cultural heritage (urbanization, mass tourism, etc.) (COE, 2011); etc.

³ The Senje Coal Mine is not included in the World Heritage List.

⁴ Justiniana Prima is included in the Tentative List together with the following sites: Đerdap National Park, The Deliblato Sands Special Natural Reserve, Mt. Šara National Park, The Tara National Park with the Drina River Canyon, The Đavolja Varoš (Devil's Town) Natural Landmark, Fortified Manasija Monastery, Negotinske Pivnice, Smederevo Fortress, Historical place of Bač and its Surroundings and Frontiers of the Roman Empire (WHS FRE).

⁵ European Spatial Development Perspective (1999), Guiding Principles for Sustainable Spatial Development of the European Continent (2000), Ljubljana declaration on the territorial dimension of sustainable development (2003) and Territorial Agenda of the European Union (2007 and 2011).

The documents mentioned represent a framework for the national planning documents and policies (Živanović and Dorđević, 2005).

In a normative-legal sense, the levels and types of spatial plans are defined in the current Serbian *Law on Planning and Construction* and corresponding bylaws. In this sense, special purpose area spatial plans, which are the theme of this paper, are a type of spatial plans in Serbia that are adopted by the Government of Serbia or Assembly of an Autonomous Province (if the area is entirely located in the territory of the autonomous province). In addition to abovementioned, the Law also prescribes their mandatory content, whereby the protection, development and improvement of cultural heritage sites is a mandatory segment of all types of spatial plans, while the principles of spatial organization specifically relate to the need for the protection of cultural and historical heritage. According to the *Rule Book on Content, Manner and Procedure of Developing Spatial and Urban Planning Documents* (2015), the special purpose area spatial plans are drawn up for areas of intangible cultural properties of outstanding significance and they particularly contain rules for the arrangement, development and use of the area in narrower and wider zone of protection of cultural heritage according to the determined regime of protection. The concept of World Heritage is not present in the *Law on Cultural Heritage* (1994-2011), neither is the method of zoning determined, except for the protected surroundings of intangible cultural property which have the same protection as cultural property. Furthermore, the concept of a management plan, as well as the concept of cultural landscape in accordance with the *European Landscape Convention* (COE, 2000a), is not present in the mentioned Law either.

Special purpose area spatial plans for the World Heritage sites in Serbia

Special purpose area spatial plans are considered as specific instruments for managing World Heritage sites, as well as for achieving the goals of protection and sustainable development of World Heritage sites through their implementation. Unlike other types of spatial plans that equally consider the basic components of spatial development (natural resources, infrastructure, network of settlements, etc.), these components are determined in special purpose area spatial plans by the basic function/special purpose (Perišić, 1985), in this case by the protection and sustainable development of World Heritage sites, as well as other purposes complementary to the main purpose (sustainable tourism development, protection of natural heritage and landscape, etc.). At the same time, their implementation implies an integrated approach, i.e. an equal consideration of all three dimensions of sustainable development: economic, social and environmental, as well as three factors/activities, space, communication (Stojkov, 2000).

According to national laws and the obligations from international documents, the binding content of these spatial plans is prescribed, which implies the determination of: the current status and objectives; the concept of spatial development of the area and its special purpose functions; the boundaries of special purpose units and sub-units; the

distribution of activities and land use; protection measures; the development and improvement of cultural heritage sites; and measures and instruments for the realization of spatial plans (Law on Planning and Construction, 2009-2014). As for the protection measures, they are efficient only when specified in the spatial plan for the area to which cultural heritage gives an irreplaceable and outstanding appearance (Brguljan, 1985).

Concerning the sites inscribed on the World Heritage List in Serbia (Figure 2), the special purpose area spatial plans that have been adopted so far include spatial plans for the special purpose area of the archaeological sites of Romuliana and Old Ras with Sopoćani, while the plans for the Studenica Monastery and for the Medieval Monuments in Kosovo have not been developed. It should be mentioned that the Studenica Monastery is indirectly encompassed by the Spatial Plan for the Special Purpose Area of Golija Nature Park (2009), which is neither adequate nor appropriate to the importance of this site⁶. It would be necessary to adopt

⁶ The Studenica Monastery is the endowment of Stefan Nemanja, a founder of the medieval Serbian state. It was built in the period between 1200 and 1300 in Studenica, in the Municipality of Kraljevo. It is the biggest and the richest Orthodox monastery in Serbia, and its two main monuments, the Church of Our Lady, built of white marble, and the King's Church, safeguard a priceless collection of Byzantine paintings from the 13th and 14th centuries.

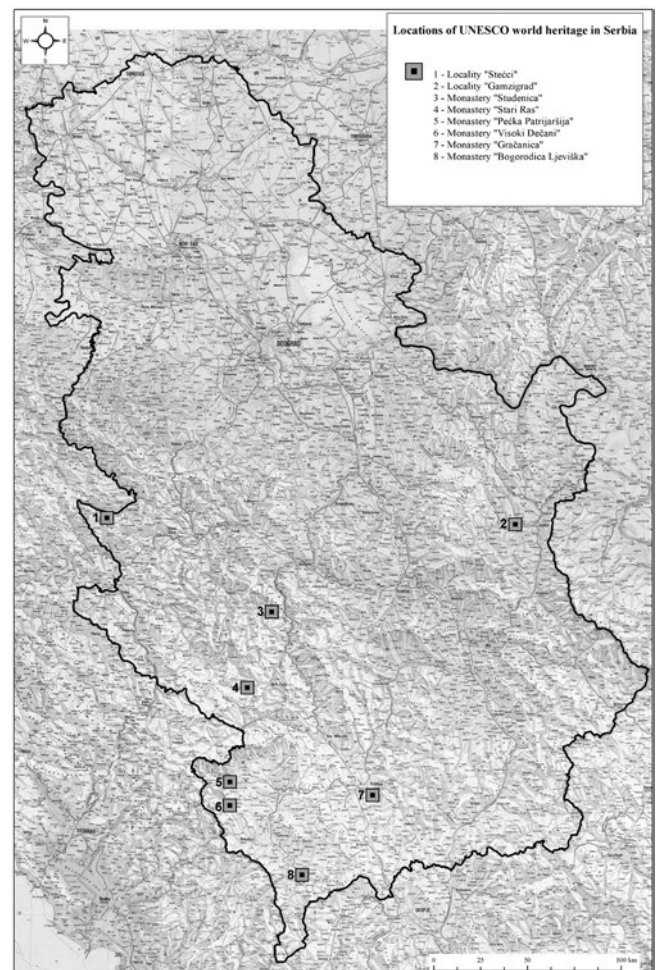


Figure 2. Locations of UNESCO world heritage in Serbia (Source: authors, 2016)



Figure 3. Reference map 1. Cultural heritage and natural heritage

(Source: *The Spatial Plan for the Special Purpose Area of the Archaeological Site Romuliana-Gamzigrad*, Institute of Architecture and Urban & Spatial Planning of Serbia - IAUS, 2004)

a separate special purpose area spatial plan for this site, in which a dominating special purpose would be the protection and sustainable development of the Studenica Monastery (Dobričić, 2012).

An example of good practice in the field of spatial planning⁷ is the Spatial Plan for the Special Purpose Area of the Archaeological Site of Felix Romuliana – Gamzigrad⁸ (2004). At the time of the Plan's preparation, this archaeological site was on Serbia's Tentative List for inscription on the World Heritage List. This site was inscribed on the World Heritage List in 2007 as "Gamzigrad - Romuliana, Palace of Galerius". The study "Measures for the Protection of Historic Buildings and an Overview of the Recorded

Archaeological Sites" was prepared by the Cultural Heritage Preservation Institute of the Republic of Serbia for the needs of this spatial plan (Dobričić, 2012). In this spatial plan in which a new methodology⁹ was applied, the area of the archaeological site Felix Romuliana – Gamzigrad (Figure 3) is differentiated into five zones, also including the following zones of protection: a zone with degree I of protection encompassing the area surrounding the fortified imperial palace Felix Romuliana, the memorial complex on Magura Hill and another 16 smaller archaeological sites; a zone with the transitional regime of degree II.1 of protection encompassing a continuous narrow belt of land surrounding the zone with degree I of protection, extending to a visible radius of about 1,500 m from the geometrical centre of the fortified imperial palace; a zone with the transitional regime of degree II.2 of protection encompassing the area extending to the visible radius of 3,000 m around the zone with the transitional regime of degree II.1 of protection; a zone with degree III of protection encompassing the other areas of the archaeological site outside the zone with the transitional regime of degree II.1 of protection, as well as in between the areas with degree II.2 of protection; and a protection zone encompassing the entire planning area outside the archaeological site. At the same time, the criteria and requirements for and regimes of protection, development and use of the area of archaeological site have been specified for each zone of protection individually. Considering that zoning was not envisaged by the Law on Cultural Heritage and the mentioned study, and actually, that only the protection of surroundings of intangible cultural properties was envisaged, the zones and regimes of protection were determined by this spatial plan.

The Spatial Plan for the Special Purpose Area of the Spatial Cultural and Historical Unit of Old Ras and Sopoćani (2012), which is the site that is linked to the foundation of the first Serbian state (Figure 4), has been drawn up for the cultural

⁷ The authors of this paper have professional references related to the theme of the paper, out of which the most important are: coordination in the drawing up of the Plan for the Special Purpose Area of the Archaeological Site of Felix Romuliana – Gamzigrad (2001-2004); professional monitoring of the Spatial Plan for the Special Purpose Area of the Spatial Cultural and Historical Unit of Stari Ras and Sopoćani (2009-2012); work in the UNESCO-MaB Coordination Committee of the Government for the Protection and Development of the Area of Golija-Studenica (2002-2004); participation in the ICOMOS National Committee of Serbia (since 2010); membership in the Presidency of the Conservation Society of Serbia (since 2016); preparation of the Dečani Monastery file for inscription on the World Heritage List (in 1994 and 2002); writing of the First UNESCO-v Periodic Report on the Implementation of the Convention Concerning the Protection of the World Cultural and Natural Heritage and State of Conservation of Stari Ras with Sopoćani and Studenica Monastery; participation in a number of activities of the ICOMOS National Committee of Serbia (from 2000 to date); authorship of the exhibition entitled "World Heritage in Yugoslavia", held on the occasion of the World Press Freedom Day (2004); etc.

⁸ Gamzigrad-Romuliana, the Roman palace and memorial complex, built in the 3rd century in Gamzigrad, in the Municipality of Zaječar. The Felix Romuliana palace was named after the mother of Emperor Caius Valerius Galerius Maximianus and built based on his idea. It belongs to a particular category of monuments of Roman palatial architecture linked exclusively to the period of the tetrarchy. The site consists of fortifications, the palace in the north-western part of the complex, basilicas, temples, hot baths, memorial complex, and a tetrapylon. The group of buildings is also unique in its intertwining of ceremonial and memorial functions.

⁹ This methodology was conceived in the Institute of Architecture and Urban & Spatial Planning of Serbia, Belgrade, as the Spatial Plan Developer.

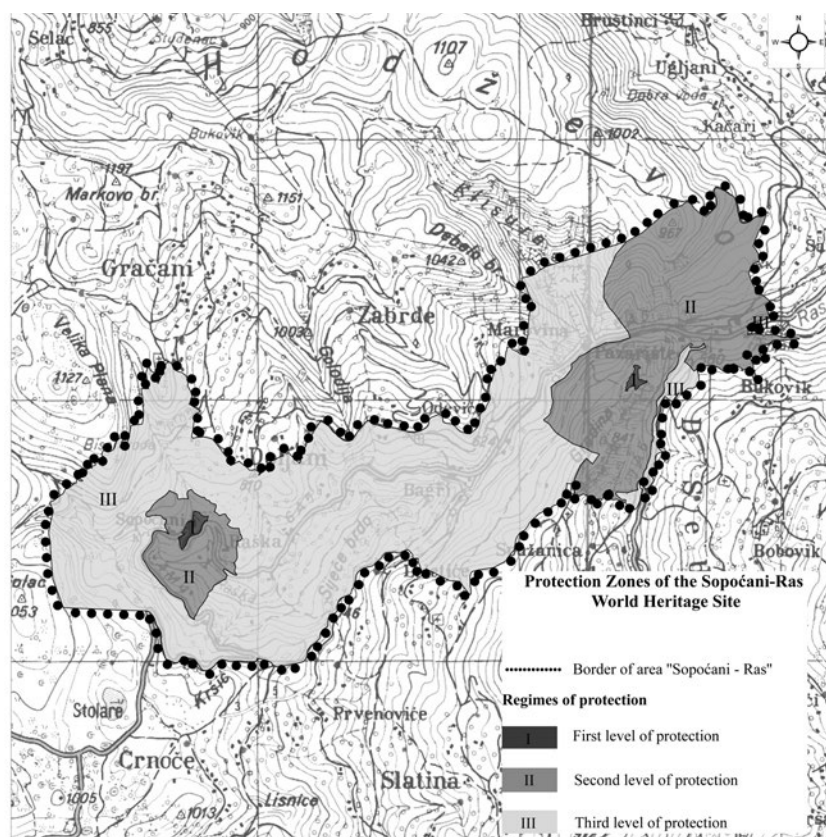


Figure 4. Protection Zones for the Sopoćani-Ras World Heritage Site

(Source: Spatial Plan for the Special Purpose Area of the Spatial Cultural-Historical Unit of Stari Ras and Sopoćani with modification¹¹, Institute of Transportation - CIP, 2012)

area of outstanding historical and cultural importance. Given that this area is exposed to dynamic demographic movements and economic activities and to the extension of settlements (building areas) and illegal construction, it was necessary to determine the spatial relationships between these activities and the cultural, historical and other heritage with the aim to determine the long-term basis for its protection and sustainable development. Studies entitled "Retrospective Inventory Project" (Cultural Heritage Preservation Institute of the Republic of Serbia - 2009), "The Ras-Sopoćani Landscape of Outstanding Features" (Institute for Nature Conservation of Serbia - 2010), and others, were used in developing the Spatial Plan. As with the previous spatial plan, and due to the lack of zoning in the legislation of Serbia, the protection zones and regimes for the World Heritage sites were determined by this spatial plan.

The Spatial Plan defines the protection zones of the World Heritage site and its surroundings in three different regimes for two units – encompassing the special purpose area of Stari Ras and Sopoćani World Heritage site¹⁰ in which the

¹⁰ The most important monuments within the unit of Stari Ras with Sopoćani include: Sopoćani Monastery, Đurđevi Stupovi Monastery, Petrova crkva (Peter's Church) and the remains of the Ras and Gradina fortresses.

The Sopoćani Monastery in the Municipality of Novi Pazar, the endowment of King Uroš I, was built in the beginning of the second half of the 13th century. The mural in the Church of the Holy Trinity in Sopoćani is one of the most impressive fresco ensembles in Byzantine painting, painted in the second half of the 13th century. The masterpiece is the culmination of a classic style in which harmony and beauty are its main characteristics.

zones with degrees I, II and III of protection of the cultural heritage site and its surroundings are defined by protection regimes; and the spatial purpose area of the World Heritage site of Đurđevi Stupovi - Petrova Crkva (Peter's Church)¹² in which the zones with degrees I, II and III of protection of the cultural heritage site and its surroundings are defined by protection regimes (Figure 5). Thus, three planning zones were formed according to the degree of protection: a zone of cultural heritage (degree I of protection) encompassing the area in which the protected cultural heritage is situated, also including its rehabilitation and use; the protected immediate surroundings of the cultural heritage site (degree II of protection), which primarily safeguard the integrity of the cultural heritage; and the area in which the landscape is protected (degree III of protection), which encompasses the greatest part of the protection zones and which can be

¹¹ Figure 4 and 5 maps were adapted to the needs of this paper based on the Thematic Map I, II and III degree of protection of cultural heritage Sopoćani and Ras, Spatial Plan for the Special Purpose Area of the Spatial Cultural-Historical Unit of Stari Ras and Sopoćani, Institute of Transportation - CIP, 2012.

¹² Đurđevi Stupovi in Vrbolozci in the Municipality of Novi Pazar, the endowment of Great Mayor Stefan Nemanja, was built in the eighth decade of the 12th century. Petrova crkva (Peter's Church) in Novi Pazar in the Municipality of Novi Pazar is one of the oldest medieval religious monuments in Serbia. Historical sources do not provide data on the time when it was built, but it was already mentioned as an episcopal seat in the 10th century. This temple has a special importance for Serbian history because key events from the life of Stefan Nemanja are linked to it (his baptism, church council against the Bogumil heresy and transfer of power to his son Stefan).

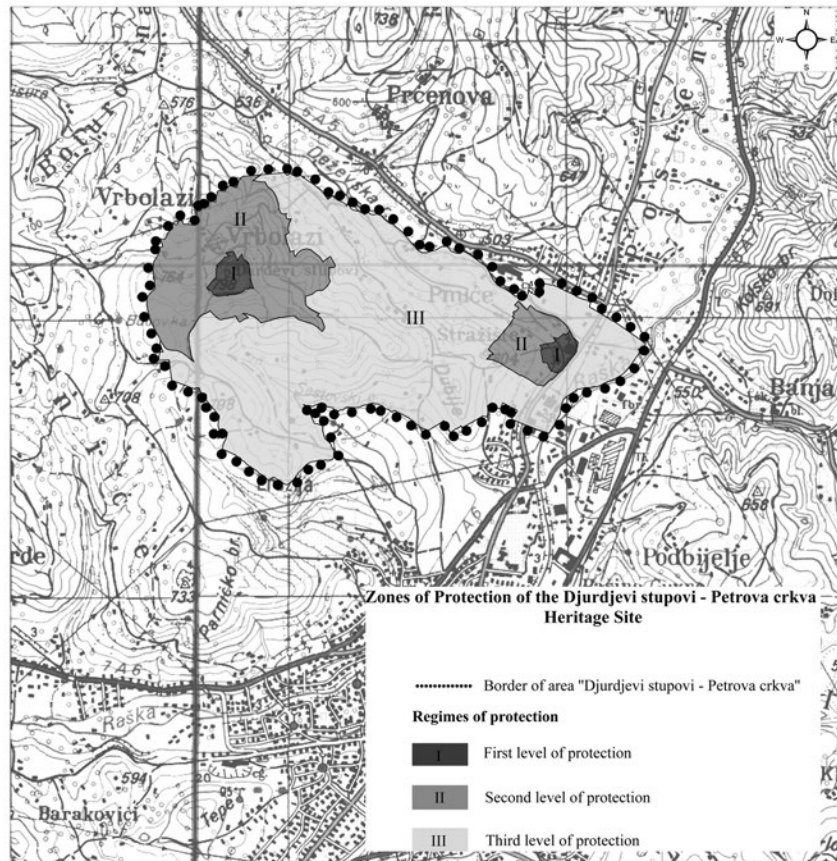


Figure 5. Zones of Protection of the Đurđjevi stupovi–Petrova crkva World Heritage Site

(Source: Spatial Plan for the Spatial Purpose Area of the Spatial Cultural-Historical Unit of Stari Ras and Sopoćani with modification, Institute of Transportation - CIP, 2012)

used for settlement structures with low-rise buildings or buildings of the same height, with a small floor area ratio and plot coverage, plenty of green space and large open spaces. The Spatial Plan determines the protection regimes of degrees I, II and III of protection and establishes the obligation for the Cultural Heritage Preservation Institute of the Republic of Serbia to develop a management plan for this site.

In spite of the fact that Stari Ras with Sopoćani does not occupy a large area in the context of sites inscribed on the World Heritage List, it should be mentioned that a completely opposing opinion became current recently, even in professional circles, that the unit should include only the Sopoćani Monastery. The lack of understanding the concept of World Heritage and the lack of knowledge about the tools for achieving a balanced heritage conservation and controlling the development of the city, namely the improvement of lives of the people living in the World Heritage site and the exclusivity in the approach to protection of only one monument whilst neglecting its surroundings, are only some of the reasons for the emergence of such proposals in the public arena (Kesić and Ristić, 2015). Considering the abovementioned, it can be said that protection zones are not sufficient if the spatial plan is not adequately implemented, which is conditioned by the World Heritage management system that has not yet been sufficiently developed in Serbia.

CONCLUDING CONSIDERATIONS

Starting from the obligations set forth in the international documents relevant for spatial planning and protection of World Heritage sites, as well as from the previous practice in drawing up the special purpose area spatial plans, some of the possibilities for improving the spatial planning and protection and management of World Heritage sites in Serbia can be considered. The first possibility relates to the improvement of the legal basis for the protection of World Heritage sites in Serbia by harmonizing the national legislation with the relevant international documents. In the field of the protection of World Heritage sites, it is necessary first and foremost to develop the Law on Cultural Heritage, thus making the work in the field of protecting cultural heritage easier. This seems particularly important because of the fact that the current Law on Cultural Heritage of 1994 is outdated, primarily in terms of its harmonization with international standards and documents relating to the protection and management of cultural heritage. The new Law on Cultural Heritage should envisage the obligation to develop a World Heritage management plan, as well as the obligation to mutually harmonize spatial and management plans. This is of special importance given that the World Heritage management system in Serbia has not yet been sufficiently developed, and we should strive for its improvement. At the same time, the concept of the cultural landscape being in accordance with the European Landscape Convention is also lacking in the legislation of Serbia, which is of special importance for identifying the character of

the cultural landscape for World Heritage sites and other cultural heritage, but also of importance for determining the method of zoning.

The other possibility relates to the undertaking of activities for more efficient planning and protection of World Heritage sites. In the field of protecting cultural heritage, the adoption of a national strategy seems to be a priority, but also having management plans for all sites inscribed on the World Heritage List (Dobričić, 2012). In addition to abovementioned, it is also necessary to use more resources from foreign funds and other EU funds for the purpose of rehabilitating and affirming these sites, as well as to consider them as drivers of cultural, tourism, economic and other activities. These sites can bring substantial resources both to themselves and to the local economy from a well-conceived management plan that takes into account the principles of sustainable tourism. Coordination with other sectors, for example tourism and agriculture on the ground of planning and managing the World Heritage sites imposes itself as mandatory.

In order to increase the efficiency of World Heritage protection and planning, it is necessary to adopt special purpose area spatial plans for all sites included in the World Heritage List that would be aligned with the management plans, also with a pronounced spatial dimension of protection and development in the spatial plan. Both documents should be of equal importance for managing the sites included in the World Heritage List. Thus, a greater cooperation between cultural institutions and spatial planning imposes itself as mandatory, both through developing the management plans and through developing special purpose area spatial plans. Concerning the cooperation between these institutions, it is necessary to intensify communication that “does not only mean providing the information, but also listening to others and making efforts to understand them”, considering that often the “conservators remain in their own world” (Jokilehto, 2013).

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