

## REALITY OF LARGE REGIONAL PLANS IMPLEMENTATION – IP RSPPBD

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*Summary:* The question of accurate defining of planning solutions and factual possibilities of their realization are the basic dilemmas of every strategic document. The main prerequisite for that is to establish good implementation mechanisms. Their organization is possible within the plan itself (planning implementation) or later on, when the plan is adopted and its solutions are reviewed after a certain period of time (post-planning implementation). Regional spatial plans have the characteristics of a strategic plan with subsequently specified measures and instruments of implementation (according to the Law on planning and construction, after one year from the adoption). The paper gives an example of such a document, which was made in mid-2016 for the Regional Spatial Plan of Podunavlje and Braničevo district (RSPPBD). The implementation programme for RSPPBD developed strategic priorities, which are being implemented or their implementation begins by 2020 and it also set out the strategic priorities which, for various reasons, were not elaborated in this programme, those which have completed or those on the basis of which innovations of RSPPBD shall be considered. The implementation programme of RSPPBD laid down the indicators of spatial development, which will be the basis of annual reports on the realization of this regional spatial plan. When drafting the implementation programme for RSPPBD, it was clearly indicated that certain planning solutions and strategic priorities might face the prospects of changes (institutional, socio-economic, financial, etc.) and that their achievement could be therefore modified, delayed or postponed. Some government projects may have been suspended in the meantime, some abandoned and some postponed for the future planning horizons. A large number of stakeholders, with their general and sectoral strategies, plans and programmes, complicate the realization of numerous activities and projects, particularly in view of the lack of horizontal and vertical coordination among them. Finally, RSPPBD provides a tabular presentation of clearly programmed projects for the next five-year period, the indicators of monitoring and a layout of an annual report of the plan.

**Keywords:** implementation programme, regional development plan, reality of a strategy, programming

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## 1. INTRODUCTION

**Implementation**<sup>4</sup> of a plan involves a series of actions that contribute to its more efficient realization. Essentially, it depends on the efficiency of the relevant body (authorities) in charge of the implementation, but also largely on the planning document itself, i.e. on its expert *preparation* for the implementation. It consists of measures, instruments and implementation policies that can be directly laid down in the plan (implementation planning) or later on (post-planning implementation). Well-set propositions for implementation contribute to the more efficient implementation of planning solutions and propositions, i.e. to the **realism of the plan**. This is obligatory for all the present stakeholders as it contributes to the plan's **usability**, and provides the wider community with the reason for its preparation (Šećerov, V., 2012). In addition to planning concepts and strategic positioning of a town, defining **priority projects** is the basis of the plan's applicability and efficiency (Šećerov, V., Lukić, B. and Đorđević, A., 2007). Each development centre should, as a result of an analysis, identify the strategic priorities that contribute to the accomplishment of established sectoral objectives. The most important projects stand out in the multitude of projects (till the end of the planning horizon):

- Primary and short-term projects (4 years)
- Set in a way so as not to create an illusion that they can replace all the weaknesses in a municipality during its duration
- Ranked according to their importance
- A result of analysis and needs and not of insinuations
- Feasible and in compliance with the realistic strength of a municipality / town

In order for priority projects to become **realistic**, the plan shall inevitably define clear **measures and instruments**. The final implementation phase of a strategy or an action plan includes measures, instruments and policies for achieving strategic priorities. Without them, a plan / strategy would only remain a collection of ideas and solutions that are not applicable and are opposed to by strong resistance forces, interests and motives striving to act in a town's area for their own benefits and out of the public interest. This paper is a presentation (extract) of the Regional Spatial Plan of Podunavlje and Braničevo district (RSPBD).

The Regional Spatial Plan of Podunavlje and Braničevo district (*The Official Gazette of RS, No. 8/15*, hereinafter referred to as RSPBD) laid down the objectives, general settings, planning solutions and guidelines for its implementation / realization with the strategic priorities of spatial development of the territory covered by RSPBD. In accordance with the provisions of Article 46 of the Law on planning and construction (hereinafter referred to as the Law), preparations were initiated for the Implementation Programme of the Regional Spatial Plan of Podunavlje and Braničevo district for the period 2016-2020 (hereinafter referred to as IP RSPBD). The contents of this programme were set out by the Law, and the basic methodological framework for its development was laid down in the Implementation Programme of the Regional Spatial Plan of the Republic

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<sup>4</sup> Implementum (*lat.*) – achievement, realization, execution

of Serbia 2016-2020, for the period 2011-2015 (hereinafter referred to as IP RSPRS), as well as by a clear methodological pattern of the relevant ministry.

The IP RSPPBD elaborated on the strategic priorities whose implementation is either ongoing or planned to start by 2020 and it set out the strategic priorities which were not, for various reasons, elaborated in this programme, including those completed and those that might help consider further innovations to RSPPBD. The IP RSPPBD also set out the indicators of spatial development that will be a foundation for preparation of annual reports on the realization of this regional spatial plan. The development of IP RSPPBD resulted from the active cooperation of a large number of participants on different levels (the relevant authorities, organizations and institutions on the local and national level) responsible for the realization of planning documents and strategic priorities and projects that are to be fully or partially realized or prepared for realization in the period by 2020.

## 2. REGIONAL SPATIAL PLAN FOR PODUNAVLJE AND BRANIČEVO ADMINISTRATIVE DISTRICT

The adoption of RSPPBD provided the planning foundation for rational use, spatial organization, regulation and protection. The planning area covers two administrative districts (Podunavlje and Braničevo) with nine municipalities and two towns (seven municipalities in Braničevo district and two municipalities in Podunavlje district – Smederevska Palanka, Velika Plana, as well as Smederevo). In 2002, there were 410,793 inhabitants in this area of 5,078 km<sup>2</sup> (5,8% of the territory of the Republic of Serbia), whereas in 2011, there were 383,020 inhabitants. Population density is 75 people per square kilometre (below the level of the Republic of Serbia). There are 248 urban settlements in the area covered by the plan. This area includes the most important traffic routes of the Republic of Serbia – Corridor X – the motorway Budapest – Belgrade – Niš – Thessaloniki – Athens, and Corridor VII – the Danube. In addition to these routes important for linking the observed area on the national and international level, the railway following the Corridor X is also a significant part of the traffic infrastructure, as well as the first order state roads (highways) and a network of roads with regional importance that link the district centres.

The territory covered by the plan includes the lowlands around the rivers Danube, Velika Morava, Mlava, Peka, and their tributaries, as well as the mountain belt in the upper parts of the riverbasins of Mlava and Peka. Large urban and industrial centres are located in the lowland belt, suitable for development of complex contents (the zone of the confluence of the rivers Velika Morava and Danube and the zone of the Danube banks), including Kostolac Coal Basins with the mining and energy complex, spatial fertile agricultural areas (the zone of the riverbanks of Velika Morava, Stig, Mlava and Braničevo), but also the natural assets of the Djerdap National Park. Natural and cultural assets of Homolje and Kučaj mountains and Beljanica (development of forestry and tourism) are located in the mountain belt. Development of the network of state roads of the first and second order is planned in the valleys of the rivers Velika Morava, Danube, Mlava, Peka, Ralja and Jasenica.

The propositions, objectives and concepts are vertically rendered to lower order plans, which elaborate the provisions of the RSP strictly hierarchically. Table 1 presents the state

of urban planning documents in the area of Podunavlje and Braničevo administrative district.

*Table 1. The state of the planning documents in the area covered by RSP*

SPECIAL PURPOSE AREA SPATIAL PLANS	
-	Regulation on the Special Purpose Area Spatial Plan for the archaeological location Viminacium ("Official Gazette of RS", No. 14/15);
-	Regulation on the Special Purpose Area Spatial Plan for the international waterway E 80 – Danube (Pan-European Corridor VII) ("Official Gazette of RS", No. 14/15);
-	Regulation on the Special Purpose Area Spatial Plan for the Nature Park Beljanica-Kučaj ("Official Gazette of RS", No. 98/14);
-	Regulation on the Special Purpose Area Spatial Plan for Kostolac Coal Basin ("Official Gazette of RS", No. 1/13);
-	Regulation on the Special Purpose Area Spatial Plan for the transnational gas pipeline "Južni tok" ("Official Gazette of RS", No. 119/12 and 98/13);
-	Regulation on the Special Purpose Area Spatial Plan for petroleum products pipeline system through the Republic of Serbia (Sombor-Novi Sad-Pančevo-Beograd-Smederevo-Jagodina-Niš) ("Official Gazette of RS", No. 19/11);
-	Regulation on the Spatial Plan for the infrastructure corridor of the motorway E-75, section Beograd-Niš ("Official Gazette of RS", No. 77/02, 69/03 and 121/14).
SPECIAL PURPOSE AREA SPATIAL PLANS ENVISAGED BY RSPBD	
-	Special Purpose Area Spatial Plan for the catchment area of "Gornjak";
-	Special Purpose Area Spatial Plan for the catchment area of "Kučevo".
SPATIAL PLANS OF LOCAL GOVERNMENT UNITS	
-	Spatial Plan of Smederevo, Požarevac, Municipality Smederevska Palanka, Municipality Velika Plana, Municipality Veliko Gradište, Municipality Golubac, Municipality Žabari, Municipality Žagubica, Municipality Kučevo, Municipality Malo Crniće and Municipality Petrovac na Mlavi.

### 3. ABOUT THE IMPLEMENTATION PROGRAMME

The implementation programme of RSPBD was developed in compliance with the regulations of the Law and by-laws that refer to the active cooperation of all stakeholders in charge of the preparation and realization of the planning documents and strategic priorities in the period by 2020. The development of the IP RSPBD was carried out by the following phases:

**1<sup>st</sup> phase** – Identification and communication of the stakeholders and potential sources of funding in the implementation of strategic priorities in order to obtain relevant data on the national and local level (ministries, public institutions, institutions with special authorities, development agency, local governments etc.);

**2<sup>nd</sup> phase** – Checking the preliminary list of activities and projects, institutional, organizational and financial arrangements for their implementation and preparation of an evaluation matrix;

**3<sup>rd</sup> phase** – Drafting the implementation programme.

The IP RSPBD defines the indicators important for spatial development of this part of the country. The RSPBD provides clear objectives, guidelines and planning documents of sustainable development with noticeable strategic priorities for the period by 2020. The implementation of strategic priorities shall be carried out in two phases according to this plan: from 2011 to 2015 and from 2016 to 2020. The implementation of strategic priorities shall be monitored by means of sustainable spatial development indicators for this area

i.e. using the fundamental spatial development criteria. The indicators for monitoring the process towards the accomplishment of sustainable development goals of Podunavlje and Braničevo district, as an essential part of this programme, should be used by development stakeholders on the local and regional level, and especially by decision makers on all levels, from the state to the local ones. Apart from the economic indicators, this programme also includes the indicators of social, ecological and institutional development. It contains elaborated strategic priorities which are shown in tables and graphic items. Other strategic priorities have been listed in a special chapter according to various reasons for not having been elaborated. The procedures of selecting, reviewing and specifying priorities have been processed from the viewpoint of their feasibility and realistic possibilities for their accomplishment, as far as it could be estimated at the time of preparing the programme.

The strategic priorities have been **discussed in this programme in four ways**:

- The ones in accordance with the Spatial Plan and **still current** (equipped by implementation mechanisms and clearly programmed);
- The ones in accordance with the Spatial Plan but **no longer current** or the ones **already implemented** or without all programming elements precisely defined;
- The ones that appeared after the plan had been adopted, which cannot fit into the plan, so they **require amendments to the plan or preparation of a new plan**.
- The ones that have **the local characteristics and whose implementation has no effects on the whole region** but only to a municipality / town or its immediate surroundings.

On the whole, programming is done for each planning document (a priority project), i.e. it is equipped by implementation mechanisms as precisely as possible (clear accountability, duration, funding sources, project value) (*Table 2*).

*Table 2. Structure of strategic priorities development laid down by RSPPBD*

Thematic area:					
Planning document:					
No.	Strategic priorities (SP)	Activities / project for implementation of priorities (A/P)	Participants in the realization of activities: Accountability (A) and partners (Pr) for the realization of projects	Approximate amounts and funding sources A and P	Implementation deadlines A and P (phase P)
1	2	3	4	5	6
	Priority laid down by RSPPBD				

Strategic priorities (SP) - The strategic priorities from RSPPBD were mentioned, under a serial number for each planning document by thematic areas. This facilitates the

monitoring of elaboration and accomplishment of strategic priorities laid down by RSPPBD. The new IP RSPPBD has also included the new strategic priorities by thematic priorities, suggested by relevant stakeholders on the state, regional and local government level.

Activities and projects for the implementation of strategic priorities (A/P) - Activities for the implementation of priorities involve: administrative and organizational aspects and plan-related activities (regarding the preparation and adoption of spatial, urban and sectoral plans and programmes) in the realization of priorities that are part of duties and programmes of various ministries, state and regional agencies, state public companies, public institutions and companies, bodies and organizations of local government (administration, public enterprises, public institutions). All the projects obtained from relevant authorities, organizations and associations have been listed, the realization of which was to start or finish in the time horizon of IP RSPPBD by 2020. In order to accomplish certain strategic priorities, the mentioned activities and / or projects have been differentiated according to the level of management that proposed them within the scope of their jurisdiction.

Participants in the implementation of activities and projects – All the participants who have been identified to have a direct or indirect role in the realization of strategic priorities have been listed. These include the bodies and organizations on the state administrative level (ministries, agencies, public enterprises, institutes etc.), organizations on the regional level (accredited development agencies, institutes, chambers of commerce, associations etc.) and bodies and organizations on the local administrative level (assemblies and administration bodies of local government, public enterprises, public institutions, associations etc.). Apart from these participants, other national and international institutions, non-governmental institutions and interested investors who have participated or will possibly participate in the implementation of strategic priorities have also been listed.

Accountability and partners for the implementation of A and P – The responsibility for the realization of the mentioned activities and projects is carried by a body or an organization on the state or local administrative level, which monitors the realization of a strategic priority by phases (if there are some), and prepares an annual report that will be embedded in the annual report on the accomplishment of RSPPBD. The modalities of institutional coordination and monitoring of preparation and realization of the proposed activities and projects within the jurisdiction of the local administrative level have also been suggested.

Funding sources and approximate amounts – Sources for financing projects are public funds (budget of RS, budgets of local governments and other public funding sources such as funds, loans, grants etc.) and resources allotted from other potential sources, such as European funds, international grants, donations, private and international funds.

Implementation deadlines A and P (phase P) – For the mentioned activities and projects, the deadlines of their implementation or planned phases of implementation have been determined. A large number of activities are continuous and are not limited to the time horizon of IP RSPPBD. Certain activities in RSPPBD have been given notionally whereas their further elaboration is expected through the plans of lower hierarchy or SPSP.

Taking into consideration the disparity of the elaboration level of strategic priorities, adaptations and new initiatives might occur during the realization of the implementation programme and certain insufficiently elaborated strategic priorities might pass into the category of detailed priorities. This document is therefore a part of a continuous process of planning, programming and implementation of spatial development of Podunavlje and Braničevo administrative district.

Monitoring and its good organization are an integral part and a basis for successful implementation. During the period of validity of this implementation programme, the **preparation of annual reports on the situation in the area** is intended and which shall monitor: the progress in the realization of strategic priorities, changes in the values of indicators (parameters) of spatial development and realistic assessment of the situation of spatial development by measuring the value of defined indicators in the set intervals.

The implementation programme has determined the indicators for monitoring changes to the situation in the area, so it has envisaged the construction and use of a GIS-oriented information system, which is a necessary precondition for good quality monitoring and management of the implementation of spatial development of RSPPBD. In addition to the parameters for monitoring changes to the situation in the area, further recommendations were provided for the coordination of activities aimed to accomplish strategic priorities and monitor the indicators of spatial development, which shall also be used for annual reporting on the accomplishment of RSPPBD and the programme.

The implementation programme includes a matrix with 61 strategic priorities elaborated to detail, under a corresponding ordinal number for each of the 17 planning documents, in five thematic areas, defined in RSPPBD. These strategic priorities have been provided with appropriate proposals for detailed elaboration by relevant stakeholders.

The indicators for monitoring the implementation of RSPPBD are the basis of spatial analysing, identifying the differences in the area covered by the plan and assessing the development trends. Furthermore, the indicators should help professionals, decision-makers and political instances in monitoring the accomplished objectives and regional spatial development defined by RSPPBD. The objectives of spatial development in RSPPBD caused the target-oriented approach to selection and systematization of indicators, predominantly based on the indicators defined in the current PI RSPP for the period 2011 to 2015.

The indicators are organized so as to follow the objectives of spatial development in RSPPBD, and they are in accordance with the standard information requirements of the indicators' relevance:

- Recognisability in the objectives and priorities of development;
- The possibility of objective, unambiguous and exact measurement;
- The possibility of continuous monitoring with the chronological and geographical coverage of the entire planning area in RSPPBD;
- The comparability of indicators with minimum overlapping;
- Compliance with the indicators of spatial development on the national level, as defined in RSPP.

For the purpose of periodic reporting on the situation in the area, 61 indicators elaborated in detail have been selected (field, the purpose of application, calculation of parameters,

spatial and temporal coverage, data sources, links with other indicators) and they can be used as an initial phase in the creation of an information system of spatial development of Podunavlje and Braničevo district. Simultaneously, **the GIS support to implementation**, monitoring and evaluation of the realization of RPP has been provided through several phases: (A) the first phase covers collection and analysis of the available data, followed by the assessment of their validity and accuracy, (b) the second phase comprises the formation of a single spatial database, (c) the third phase involves the integration of spatial databases into the future information system. Based on RSPPBD and the implementation programme of RSPPBD, and in cooperation with the relevant ministry, the Regional development agency should launch the formation and maintenance of a spatial database of RSPPBD (GIS of RSPPBD), so as to use, monitor and assess the implementation, as well as the amendments and innovations of strategic priorities, planning concepts and solutions.

According to the obtained data and information, the ministry in charge of spatial planning shall, in cooperation with regional development agencies, check and evaluate the compliance of planned and realized changes in the area with the strategic priorities of the implementation programme of RSPPBD and with planning concepts and solutions of RSPPBD. To perform these tasks, special attention shall be given to the application of GIS standards in the presentation of planning and designing solutions or indicators, so as to enable their comparison. The spatial information system should be rationally and efficiently organized and consolidated for all local governments in the scope of RSPPBD, with the indicators provided by this implementation programme for monitoring the changes in the area and application of planning solutions and detailed strategic priorities, as well as for the timely provision of information both for decision makers in towns / municipalities and for interested investors about the possibilities of use and construction etc.

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## REALNOST SPROVOĐENJA VELIKIH REGIONALNIH PLANOVA – PIRPPPBO

**Rezime:** *Pitanje realnog definisanja planskih rešenja i faktičke mogućnosti njihove realizacije je i osnovna dilema svakog strateškog dokumenta. Uspostavljanje dobrih mehanizama implementacije osnovni je preduslov za to. Njihovo ustrojstvo je moguće unutar samog plana (planska implementacija) ili nakon njegovog usvajanja posle određenog vremenskog perioda preispitivanja rešenja (postplanska implementacija). Regionalni prostorni planovi imaju karakter strateškog plana sa naknadno preciziranim merama i instrumentima sprovođenja (po Zakon o planiranju i izgradnji, nakon godinu dana). U radu je dat primer ovakvog dokumenta koji je rađen polovinom 2016. godine za Regionalni prostorni plan Podunavsko Braničevskog upravnog okruga (RPPPBO). U Programu implementacije RPPPBO razrađeni su strateški prioriteti koji se realizuju ili njihova realizacija započinje do 2020. godine i utvrđeni su strateški prioriteti koji se, iz različitih razloga, ne razrađuju u ovom programu, oni koji su završeni ili oni na osnovu kojih je moguće razmišljati o inoviranju RPPPBO. Programom implemenatcije RPPPBO utvrđeni su pokazatelji prostornog razvoja koji će biti osnova za izradu godišnjih izveštaja o ostvarivanju ovog regionalnog prostornog plana.*

*Prilikom izrade Programa implementacije RPPPBO jasno se ukazala činjenica da se pojedina planska rešenja i strateški prioriteti nalaze u poziciji suočavanja sa mogućnostima promena (institucionalnih, socio-ekonomskih, finansijskih i dr.) te da njihovo ostvarenje može da bude modifikovano, usporeno ili odloženo radi toga. Neki državni projekti mogu da u međuvremenu budu obustavljeni, od nekih se odustalo, dok su pojedini odloženi za budući planski horizont. Veliki broj aktera, sa opštim i sektorskim strategijama, planovima i programima, usložnjavaju ostvarenje brojnih aktivnosti i projekata, pogotovo ako se uzme u obzir nedovoljna horizontalna i vertikalna koordinacija među njima. Konačno, RPPPBO pruža na kraju tabelarni prikaz jasno programiranih projekata za naredni petogodišnji period, meta inidkatore za njegovo praćenje i format godišnjih izveštaja realizacije plana.*

**Ključne reči:** *program implementacije, regionalni prostorni plan, realnost, strategija, programiranje projekata*