

PUBLIC SPACES and PARTICIPATION in URBAN PLANNING

Belgrade shortcomings and opportunities

Ana Graovac,
New Planning Practice

- Driving energy, initiating projects and active action,
- Networking with civil society organizations and actors,
- Many years of experience in the scope and limitations of civil society...



- Knowledge of the processes and procedures of planning, creation of urban policies and urban management "from the inside",
- Connection with the planning institutions
- Years of experience in the scope and limitations of the public sector...



- Argumentation, grounded methodology, scientific research,
- Connection with the Academy,
- Many years of experience in the scope and limitations of academic activity...

Structure of the Presentation

1. Public spaces in urban planning
2. Participation in urban planning
3. Case study – New Belgrade Sava blocks (45, 44, 70, 70a)

Approach:

On the line between Belgrade shortcomings and opportunities

Public Spaces IN Urban Planning



What is an urban plan (zoning, land-use plan)?

It deals with
building lots

For every building
lot it defines
framework of
possible land uses
and building or
landscaping rules

Its outcome is
building permit

PUBLIC SPACES > LANDSCAPING (AND BUILDING) RULES > BUILDING PERMIT

What are the main questions of an urban plan?

Land use:

Building typology,
rules and capacities

Traffic,
infrastructure and
public facilities

Protection
measures



Land ownership:

Public

Private



Compromise / consensus of interests:

Public sector

Private sector

Civil sector

(stakeholders)



Implementation method:

Urban design
project

Architectural
competition

Building permit

Etc.



PUBLIC SPACES > OWNERSHIP, UTILISATION, MAINTENANCE > GOVERNANCE

What are the main tools of an urban plan?



Urban parameters

FAR (floor area ratio)

Lot coverage

Building height

Building distances

Indicators, trends,
statistical data

Density

Residential/commercial
ratio

Average apartment

Average household

Norms and standards
per capita

Kindergartens, schools,
social and health care,
culture, sports

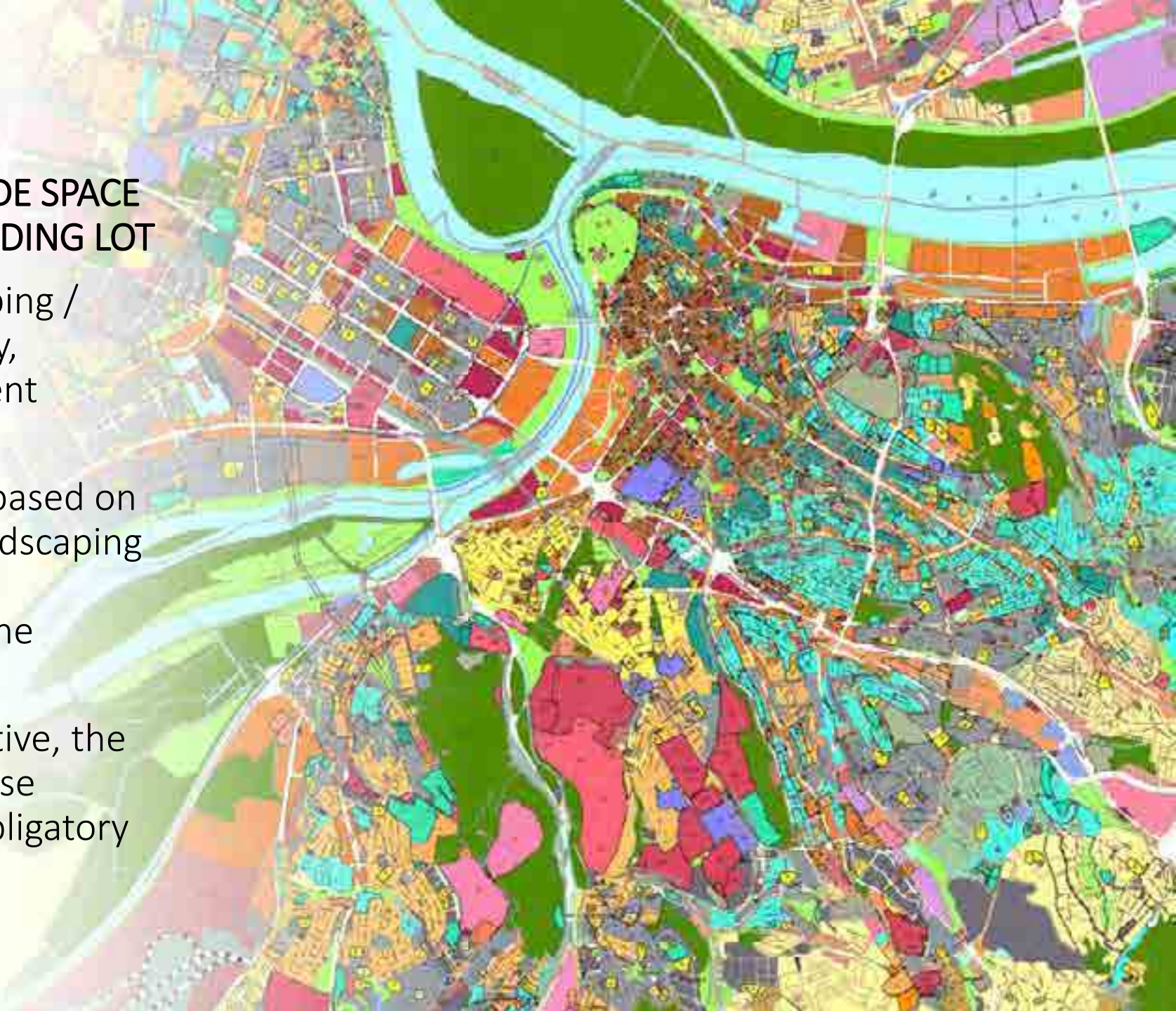
Public areas

Green areas

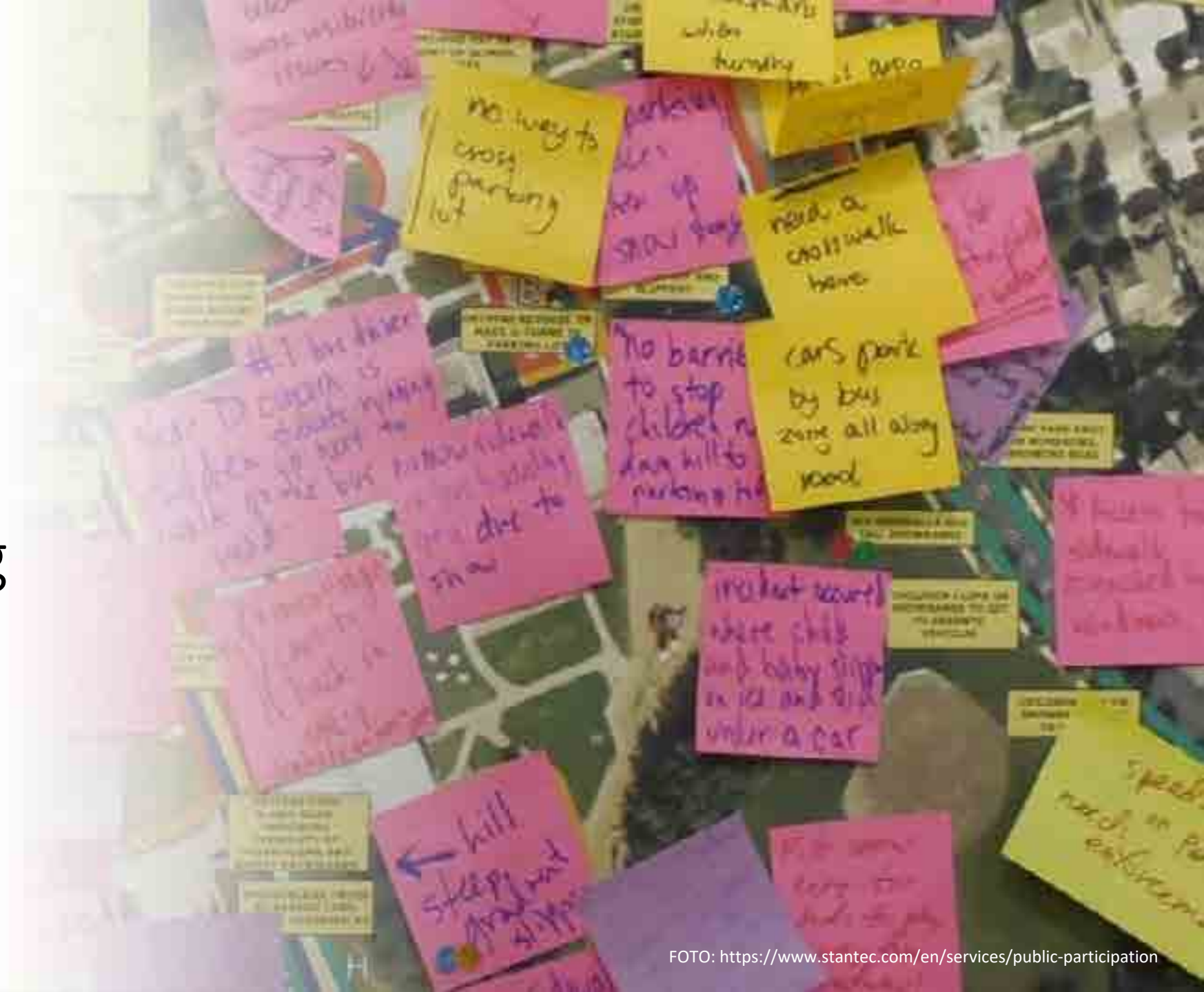


PUBLIC SPACES > WELL-BEING STANDARDS > LOCAL COMMUNITY MEMBERS

- **URBAN PLAN HAS TO PROVIDE SPACE FOR PUBLIC SPACES – A BUILDING LOT**
- Urban plan defines landscaping / building rules (% of greenery, possibility of building different structures and buildings...)
- Public spaces are designed based on an urban design project, landscaping project or architectural competition/project, after the adoption of the urban plan
- According to Serbian legislative, the development process of these projects does not include obligatory citizen participation



Participation IN Urban Planning



Who are the stakeholders in urban planning?



PUBLIC SPACES > PUBLIC INTEREST > COMMON NEED OF THE WHOLE COMMUNITY

What is the procedure of an urban plan?



PUBLIC SPACES > EARLY PUBLIC HEARING > WORKSHOPS WITH LOCAL COMMUNITY

What is the substance of the participation?

Levels of
Participation:

Information

Consultation

Active participation

Decision making

Quality of
communication:

Transparent, accurate

Manipulative, false

Effects of
participation:

Substantial

Formal

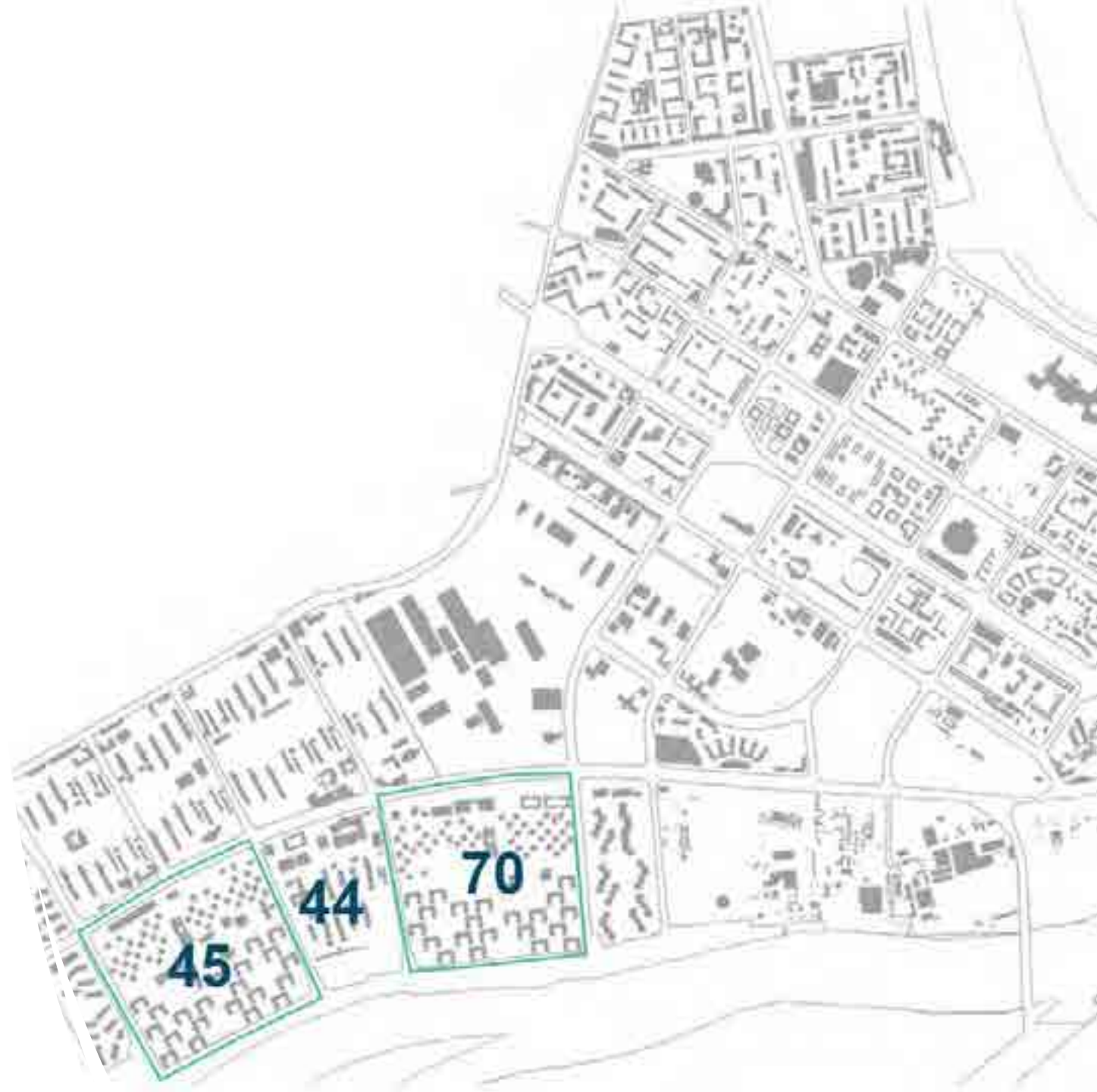
PUBLIC SPACES > PUBLIC PARTICIPATION > DECISION MAKERS AND PUBLIC INVESTORS



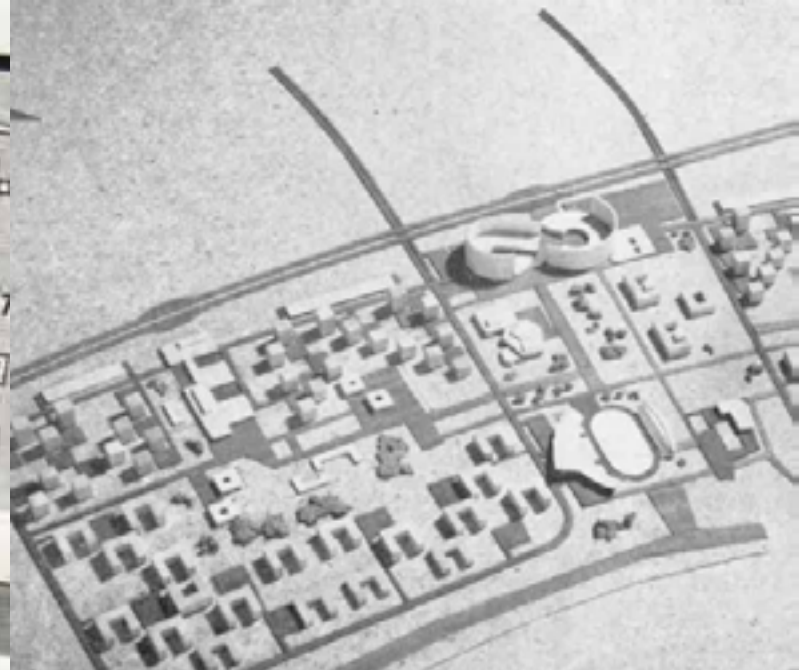
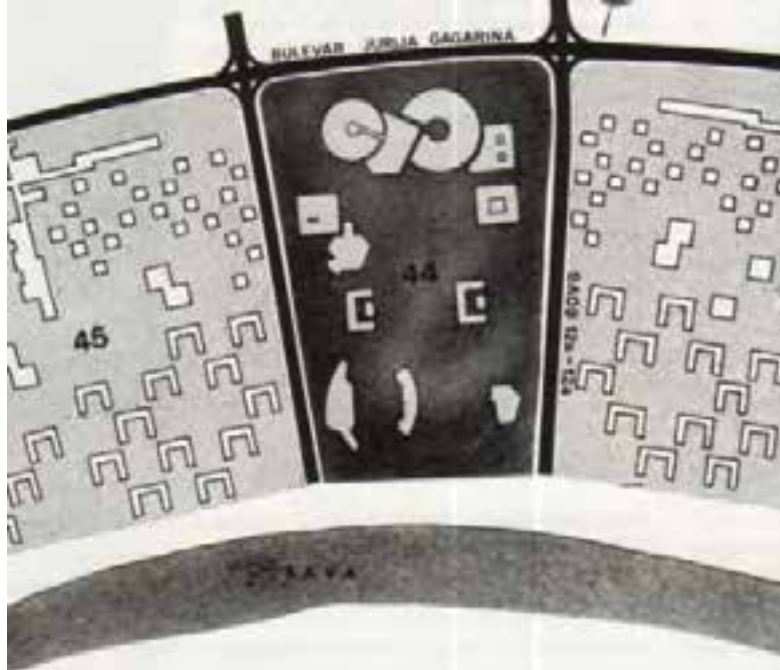
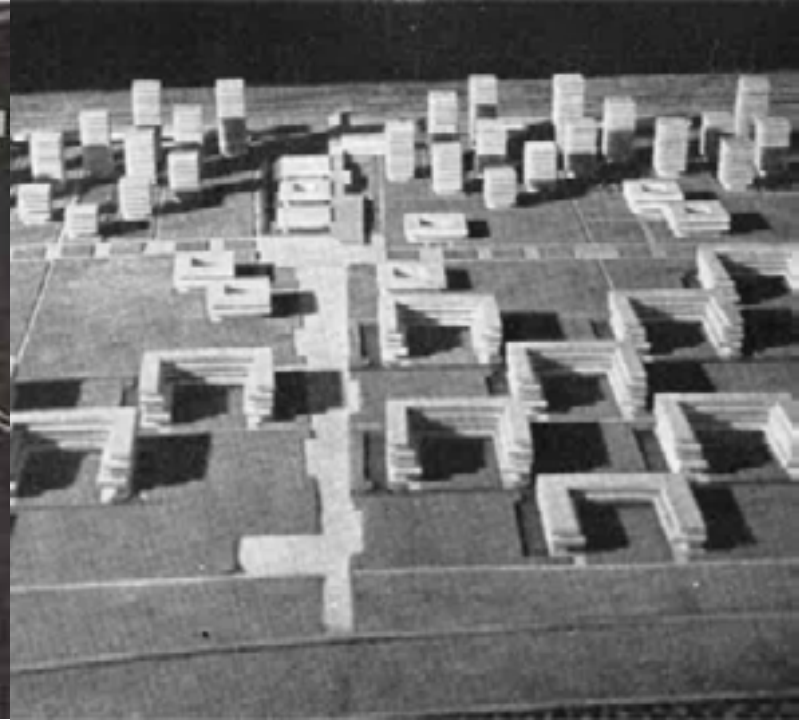
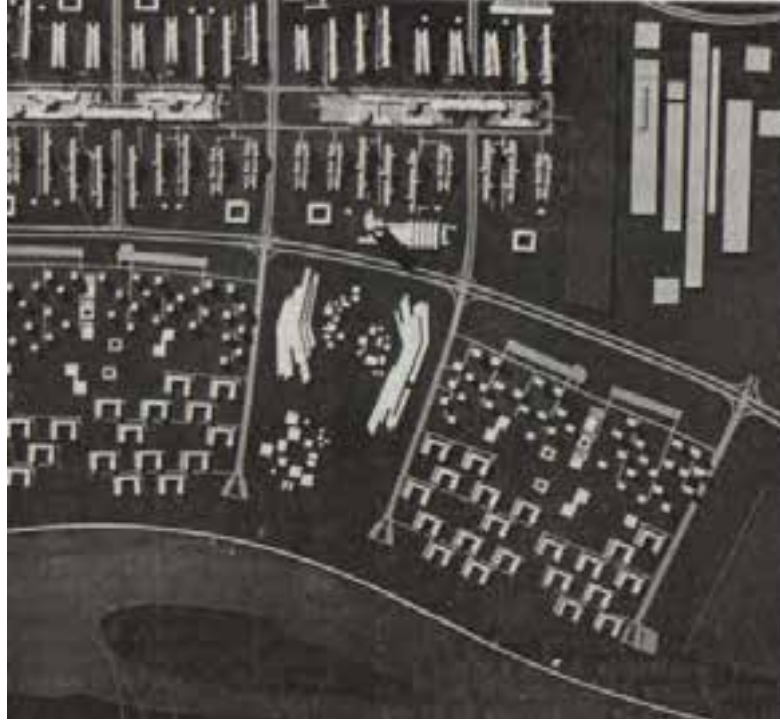
- **URBAN PLAN HAS TO PROVIDE SUBSTANTIAL RESULT OF PARTICIPATION – A POSITIVE DECISION**
- If decision makers are not ready to adopt the outcomes of the process, participation is useless
- Formal participation, without substantial results, undermines citizens' confidence in urban planning and reduces the will to participate (next time)
- According to the Serbian legislative, the local self-government is responsible for the participation process and if it leaves it to someone else (civil sector) it must guarantee positive results

CASE STUDY – NEW BELGRADE SAVA BLOCKS

- According to Regulation plan for the municipal area of New Belgrade, the blocks were planned for 9.000 apartments in which should live 32.000 inhabitants.
- A rayon center was planned in the super-block 44 between them.



-
- The general Yugoslav competition was announced in 1965 for the preliminary urban design of blocks 45 and 70.
 - In 1967, competition for the architectural design of buildings was announced
 - Further building of blocks was based on the first-prize project made by group of authors: architects Popović, Šekerinski, Čanak and Aleksić, 1975





Realization of these blocks was made in two phases, in 1969 and 1974, at the level of extended local community.

The main land use was residential with residential buildings and following green and recreational areas and longitudinal pedestrian park Lazaro Kardenasa, connecting the blocks 45, 44 and 70

As well as a local community centre, areas for a schools, healthcare and social protection facilities, areas for traffic - streets, sidewalks and open parking lots.

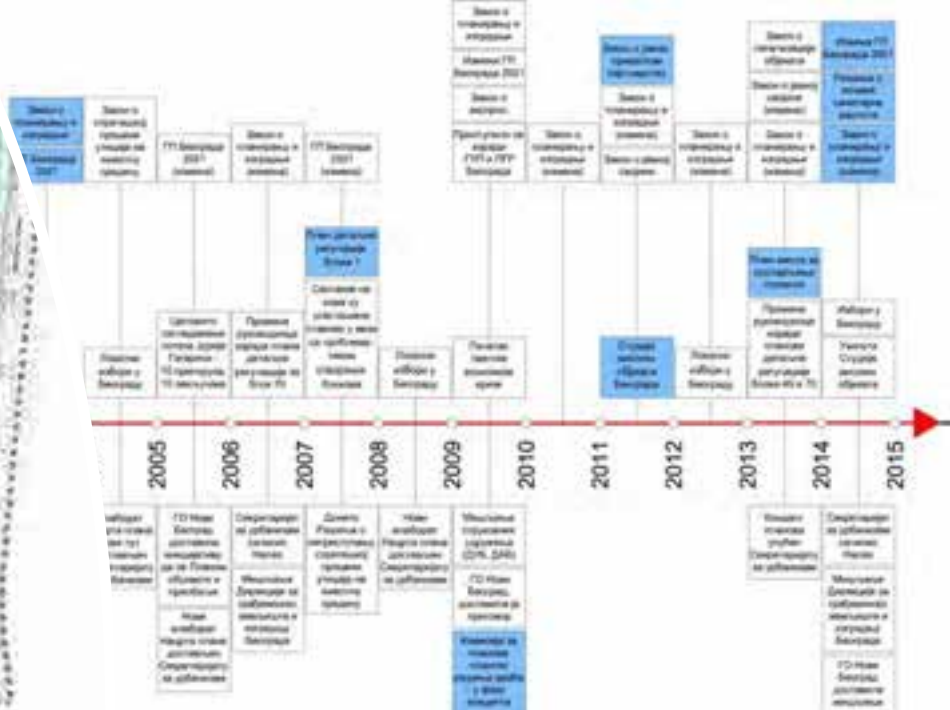


THE NINETIES ROSE THE QUESTION OF THE UNBUILT, COMMON, OPEN SPACES AND THE APPROPRIATION OF THE PUBLIC GOOD



NEW PLANNING ERA BEGAN IN THE 2000

- An official decision for preparing a new urban plan for blocks 45 and 70 was made in 2001
- And for blocks 44 and 70a in 2016
- But the plans were never completed and adopted



- During that period (last two decades), three different concepts were presented to the planning commission for blocks 45 and 70
- Key subject was public spaces in the blocks – are they going to be preserved and improved or commercialised for housing and commercial building
- First concept proposed remodulation of blocks with new building areas and capacities – first commission reject it with argument that the blocks **must preserve their authentic structure**
- Second concept proposed improvement of public spaces and public utilities in the blocks, with new areas for sports, culture and community activities – second commission complained about the **too modernist and obsolete approach** and city stopped financing the plans
- Third concept included blocks 44 and 70a and proposed significant areas for new housing capacities – plans for these two blocks went to the early public hearing and more than 2000 complaints from local citizens were collected – third commission backed down and stopped the plans because of **the intense activism of local initiatives**

Foto: Rastko Šurdić / Noizz.rs



Foto: <https://www.danas.rs/vesti/beograd/otvoren-kosarkaski-teren-u-bloku-70/>



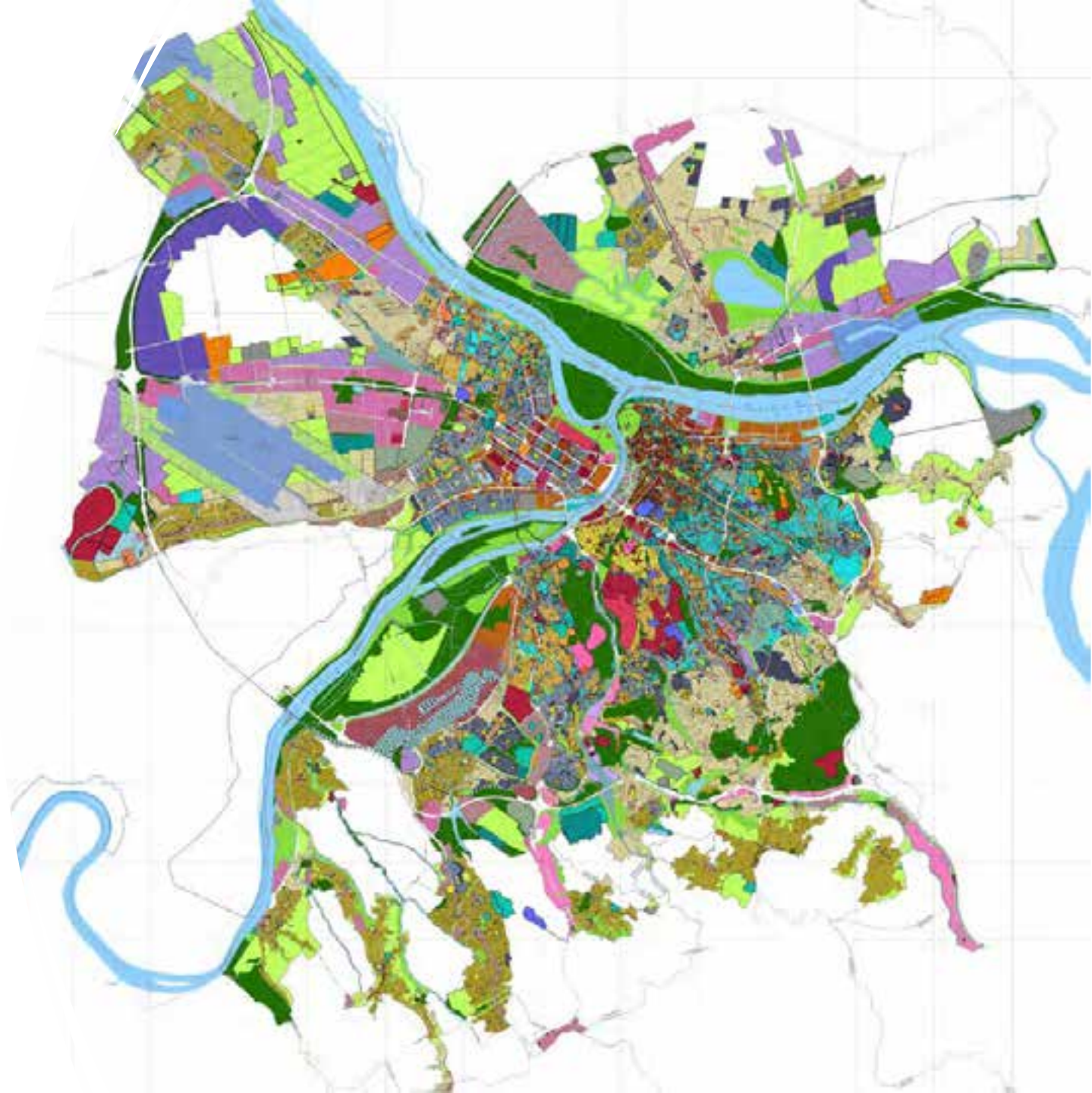
Foto: <https://www.novosti.rs/beograd/vesti/913625/setaliste-ususkano-zelenilo-korzo-lazaro-kardenas-bloku-45-jos-posecenije-posle-obnove-sadrzaja>

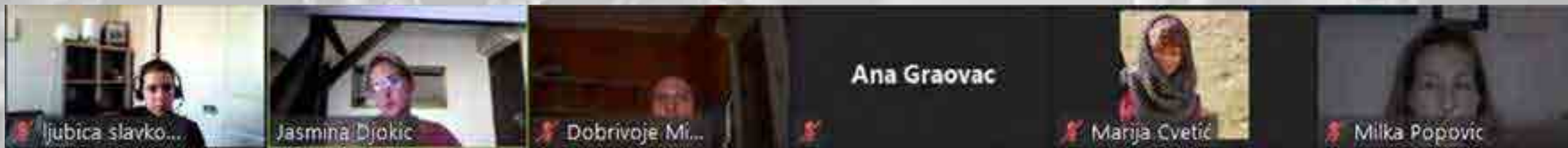
2021 SUMMARY

- For more than 30 000 inhabitants of blocks 45, 44, 70 and 70a, public, open spaces in the blocks are of common value, public interest and welfare (well-being) needs
- For city government open spaces in the blocks are of political-economy value, private interest and market needs
- The tension between two different realities preserves the status quo – without significant improvement and without significant disruption of public spaces as they have been for half a century (trees are growing, companies renovate courts, city paves the promenades...)
- And without any participation and urban planning in nearly 20 years

GENERAL REGULATION PLAN OF BELGRADE

- In 2022 City Government put the draft proposal of Amendments to the General regulation plan of Belgrade (comprehensive urban plan for the whole Belgrade urban area) on public insight
- Again, without any previous participation, proposal was that the Sava blocks should be excluded from further urban planning (implicitly that the urban plans which were in progress for almost 20 years will be suspended for good)
- And that any future intervention in the block, no matter how big it is, should be done based on urban design project solely (according to the Law, no participation needed)





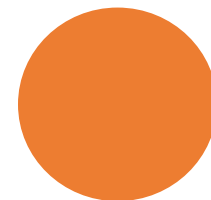
NPP 2021-2022:
FROM OBSERVATION
TO REACTION

URBO-CAFES with the tenants of
the New Belgrade Sava blocks

URBO CAFES

PLANNING OF BELGRADE WITH THE PARTICIPATION OF CITIZENS:

- WHAT IS PGR?
- HOW TO READ ID_PGR_BGD (Phase I – Stage 2)?
- WHAT IS PROPOSAL FOR NEW BELGRADE SAVA BLOCKS?
- HOW TO REACT AND MAKE THE OBJECTIONS?



PLANIRANJE BEOGRADA
UZ UČEŠĆE GRAĐANA!
KAKO DA ČITAMO
ID_PGR_BGD (I faza – 2.
stapa)



PUBLIC SESSIONS AND ITS OUTCOMES

City Government, January 2022

ACHEVED LEVEL OF THE PARTICIPATION

- **Informing the public** - statements of the Chief city planner were wrong and inaccurate
- **Space for constructive dialogue** – lack of public presentation
- **Public session during the pandemic** – inadequate place and duration
- **Acheved democratic values** – discrimination, politisation and manipulation
- **Outcome of the session** – the whole topic was erased from the plan
- **The participation effect** – 0
(Not Great, Not Terrible)





NPP 2023:
FROM REACTION TO
ACTION:

Workshops with the tenants of the New Belgrade Sava blocks and a set of guidelines for decision makers



Blok 70 -Zajednička Akcija

4.5K likes • 6.1K followers

Posts About Photos Videos

Intro

Dobro došli na facebook stranici udruženja građana novobeogradskih blokova 70 i 70a. Ova stranica je

Page - Community Organization

Blok 70, Novi Beograd, Serbia



PROMOTIVNA KAMPANJA NA TERENU #3izkazanoKad Zajedno sa našim dragim komšijama volonterima i prijateljima počeli smo promotivnu kampanju lepšanjem postojećih ulazima u blokovima i istakanjem postera na izlozima u blokovima. Veliko hvala svim malim i velikim volonterima i prijateljima! See more



ZaNašKej

Број седишта: 3,7 мили - грађанима: 4,5 мили

Информације Вести Фотографије Видео саопштења

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Borba za Savski kej i grad po meri građana

Страница - Zajednica

zanasej@gmail.com

Još nije ocenjeno (4 utiska)



Savski nasip za sve!



FortyFivers

11K followers • 15 following

Posts About Photos Videos

Intro

Prezentacija o Bloku 45

Page - Community

blok45

FortyFivers45

Album Slike bloka

FortyFivers is in Blok 45. Petica, Pevac ili Golub, zvanično skulptura Petica, napravljena godinu ispred mesne zajednice „Sava“. Simbolično petica, koji se uvek povezuje sa Suncem, a i građeno pod nazivom Naseje Sunca. Projektant je Miroslav Sunajec, visina Petiđa je 270 cm, 385 cm, materijal gradnje - obojeni beton, figura - ekološki



URBO CAFES were held with representatives of local initiatives - activists who know the complexity of the blocs very well

They are designed in three steps

1st Step: SWOT ANALYSIS

STRENGTHS + TREATHS



VALUES TO PRESERVE

WEAKNESSES + OPORTUNUTIES



COMMON NEEDES



2nd Step: PRIORITISATION

PUBLIC SPACES



SOCIAL INFRASTRUCTURE

CULTURE AND ENTERTAINMENT

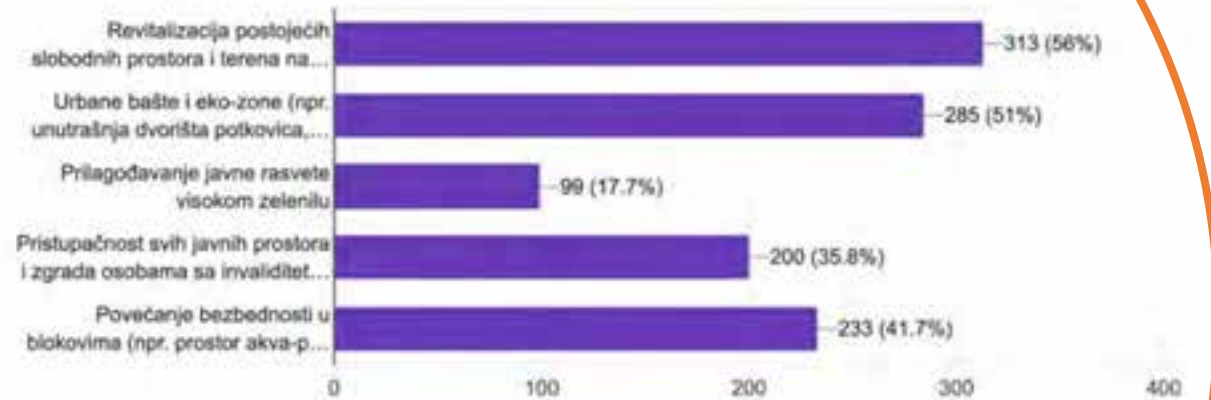
SPORT AND RECREATION

TRAFFIC

COMMUNAL INFRASTRUCTURE

ENERGY EFFICIENCY

Šta su potrebe javnih prostora u blokovima? (odaberite 2)
559 responses



1. Revitalization
2. Urban gardens/eco zones
3. Security
4. Accessibility
5. Public lighting

3rd Step: INITIATIVE

To:
City Government
Chief Urban Planner
Planning Commission
Urban Planning Institute



<https://interaktivniurbanizam.com/>



knowledge building platform

THANK YOU FOR YOUR ATTENTION!