

Influential Factors on the Urban Transformation of Cities in Bosnia and Herzegovina in the Period of Transition

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1. Influential Factors of Urban Transformation

Urban transformation of towns in Bosnia and Herzegovina (B&H) in the last twenty years has in new morphological phase named town in transition under the influence of various factors in physical, social and economic sphere, which interactions and various intensity create urban form in direct or indirect way. The thesis confirmed in exploration¹ (Milojevic, B. 2010) is that the factors in social, economy and political spheres create the most influence on the urban transformation of cities in B&H in the last morphology period.

There is, also, necessity for understanding the urban transformation through the analysis of achieved level of urban development in light of many aspects which create urban phenomena, continuum of existing in space and time, including dynamic of changes. Only with complex analysis of contextual conditions, there is possibility for understanding the present level of urban development in aim to recognize the capacities and to future changing. Analysis² (Milojevic, B. 2010) also confirm that urban transformation of cities in B&H during the history had generally and specific characteristics. Generally characteristics have depended on the historical circumstances within the sphere of social-political organization of Balkan Region and accordingly, there are several morphological phases in urban development of cities: oriental phase, period under the Austro-Hungarian managing, period between two world wars, socialistic period of urban development from 1945-1992, and the last one, which is already present, the period of transition. This division showing us that there is a direct relation between the urban form and social-political organization of territory.

Urban transformation of each town has also local specifics related with nature characteristic of space and structures, create unique urban ambient, local history and tradition, some cultural or sports manifestation or so on.

2. Period of Transition in B&H as the Society Frame of Urban Transformation

At the beginning of the nineties of the twentieth century, a deep crisis of socialism was resulted in the crash of whole national system of SFRJ. The main problem in the form of unsustainable national economies had spread to the sphere of political and religious antagonism which strong intensity of the action and the impossibility of a solution of accumulated problems through peaceful means resulted in armed conflict in 1992th – 1995th. During this period, generally in the Balkans and in B&H, an evolutionary process of social development gave way to the primacy of revolutionary, and dynamics was changed in many processes and course of action. One of the most powerful was the process of demographic migration in B&H in which more than 50% of the population started from their place of residence. Migrations were two-way, so most cities received a significant number of new residents. Housing and other existential needs of the new population have become a serious problem in cities that couldn't be solved adequately for a long time. So, the demographic characteristics of the population, its needs, culture and habits constitute the significant factors in the planning of urban functions and its content.

Urban functions are also directly dependent on the new political - territorial organization and the importance of cities in the new network established within two entities - The Republic of Srpska, the Federation of B&H and District of Brcko. (Figure 1)



Figure 1: Bosnia and Herzegovina – division of its territory into the entities: Republic of Srpska and Federation of B&H

One of the biggest transition processes has certainly been the privatization of state capital. It is followed by the process of transformation and equity of economic capacity of the state in private and reorganization of the economy on market principles. Land policy has also changed in the transition period. Urban construction land, after denationalization and restitution of property to private owners, has become a commodity at the market, which strongly affecting the intensity and character of building in the cities.

So, in transitional societies, complex changes in the socio-economic relations have a direct reflection on the process of urbanization. The influential factors in domain of social, cultural, political, economy aspects result in a recognizable shape of urban form trying to meet consumer needs, market-oriented society. Globalization, present in all spheres of life, is also very influential factor of urban changes through which traditional values of urban space very often give way to international.

3. Main factors of Urban Transformation in Transition Period in B&H

3.1. Population

The population is one of the most influential factors in shaping urban form. It directly affects the size of cities, cultural pattern of urban environment and character of urban activities, which directly reflects on the urban space. On the other side, the number of population in cities throughout the history of B&H is dependent on economic, transportation and military-strategic importance of cities, which changeable through the various form of state organization. The variability of demographic factors accompanied by an increase in population (migration due to economic, political and cultural influence) make the directions of future development in terms of the need for new construction of residential, business, sports,

and other facilities of urban standard. The presence of a new population has been critical for the development of new town - East Sarajevo (with political decisions, economic power of the community and the interest of private investors), which supports the thesis that the politics and factors in social sphere have been the most dominant in the urban transformation of cities in B&H from the end of XX century and at the beginning of the XXI century.

Educational structure of population, through its working potential is directly related to the form of economic activity and social superstructure. Thus, in the area of East Sarajevo settled population that has attained its urban standard through the programming of their own needs in the new space. Banja Luka became the meeting place of migration flowing from urban centers in Bosnia and Croatia from 1992.-1995., as well as from rural areas of the Bosnian Krajina. The urban transformation of Banja Luka was created under the interaction of population, its cultural characteristics and needs, the political importance of the city as the capital of Republic of Srpska (RS), economic development according to market criteria and omnipresent globalization. Something similar happened in Sarajevo, Brcko, Trebinje, Visegrad and most other cities in B&H, and depending on the strength of influence of individual factors, formed the social and cultural patterns that gave the specific character to urban form at the beginning of XXI century.

The biggest problem in terms of perception of the current demographic situation and the planning of future development needs in the territory of Bosnia and Herzegovina is the lack of an official census. The last census was carried out in 1991 year, while the new one expected only in 2013th. After the war immigration, census question has become political matter, which is a significant obstacle to sustainable planning in the territory of B&H in the future.

In the last period, the impact of the Internet and modern communications is present all over, among the authentic cultural patterns of the population, bringing a new quality of urban life. After liberation from dogmatic socialism that was trying to suppress religious and national characteristics, in parallel with the development of the opposite process in the last period (which favours the cultivation of national and religious specificity), the presence of the Internet and other modern ways of communication seek to annul the specifics of local culture and the environment.

3.2. Policy

Policy had strongest intensity of action in relation to other influence factors on urban transformation in B&H in the period 1992th-1995th. Political decisions have changed the state border, led to armed conflicts, displacements of demographic, economic transformation and a number of other processes that have started the society in its transition towards a new form of public-political, social and economic system. The political factor is, therefore, dominated over the other, which has made assumptions for changes in urban structure and form of many cities, especially those which were significant in the strategic-political terms or were given a prominent position in the new state and organizational structure. Thus, the Banja Luka and Brcko experienced the expansion and strong momentum in the urban transformation as the capital of the new entity/district. The new town, East Sarajevo, was created just few years ago. (The population was the basis for the formation of new city, whose urban form gradually began to form through the construction of new).

The political factor, as far as strong in intensity, isn't consistent building block of urban form, because it is a changeable and variable. This is confirmed in the case of Brcko, which existed from 1995-1997. within the RS, and since February 1997th the Award of the international community, it became the capital city of Brcko District, which is a critical impact on the future course of its urban transformation. In the last ten years, the stabilization of

political factors, reduced its impact on urban form, so the macro-economic flows, private investments, population and its need have dominate.

In the last ten years, the stabilization of political factors, reduced its impact on urban form, so, private investments, population, culture and globalization have greater impact of urban change.

3.3. Economy

Economy is directly dependent on the state organization and the level of political development. Last morphological periods were followed by increased intensities of politics and economy influence - the strong role of government in the period of socialism in the sphere of political decision-making and funding, and the introduction of activation and participation of private capital in the transition period. Generally the economic factor exercised a consistent impact in the period of socialism and the basis of the development was the state capital placed on the principles of balanced development. Weakening of economic and political power of the state, caused the weakening development of all cities in the territory of B&H. The exception was organizing XIV Winter Olympic Games in Sarajevo in 1984. as strong momentum in building the infrastructure and facilities, which have existed up today in form of town facilities (ice hall Zetra Olympic village in Mojmilo - residential area, the second block Skenderija, hotel accommodations in the city and the surrounding mountains, ski slopes, mountain fields arranged around town ...).

Within the transition period, the market is dominated by the criteria placement of private capital, which is manifested unbalanced development of urban areas. The first phase of transition was accompanied by a reduced volume of investment in public facilities, as the result of the present lack of strategic planning. The globalization of the economic segment, through the strengthening of international corporations, is also an expression of increased economic effects, and through them, the urban transformation.

3.4. Urban Planning

The role of urban planning in the urban transformation depends on the territory covered by the plans and scope of their implementation. Many cities in B&H have evolved under the strong influence of urban planning from the sixties of the twentieth century to the present. The scope of planning and scale of implementation of plans indicate the economic power of the society and commitment to strategic planning in order to protect the public interest in space. It also shows the effectiveness of legislation and local community to act in accordance with the legal procedures.

Within the area of B&H, there is, unfortunately, still present illegal construction, which indicates the inefficiency of implementation of legal measures against the illegal building. It also points to other systemic problems in society for which the state and local community couldn't be effective and sustainable subjects to managing spatial resources.

The beginning of transition was accompanied by a lack of strategic planning. Republic of Srpska adopted the Spatial Plan in 2007 year as the general strategy for spatial development (Figure 2), while the Federation of Bosnia and Herzegovina (FB&H) hasn't done it yet. It is still expressed a lack of new municipal spatial plans in the whole territory of B&H harmonized with the changes in the administrative-political, social and economic characteristics of the region. The general plans of urban development of cities also haven't been updated for most cities in B&H. Banja Luka is the town having the updated general urban plan (but hasn't been adopted yet). (Figure 3.). Flexible planning methodology at the level of urban blocks, not yet put into force, and only from 2010th has been presented in the legislation in the form of new type of plan named *zoning*.

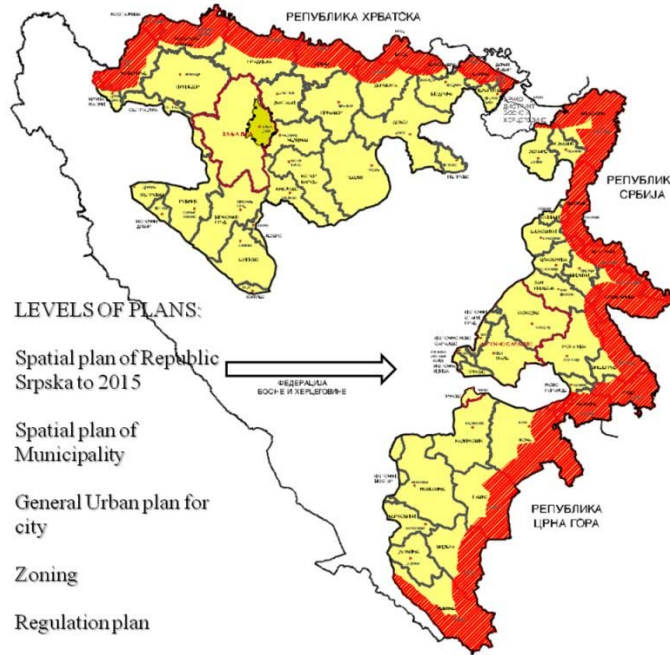


Figure 2: Spatial plan for Republic of Srpska up to 2015th: Administrative organization of space with Republic border and borders of municipalities. It's the highest level of planning documentations.

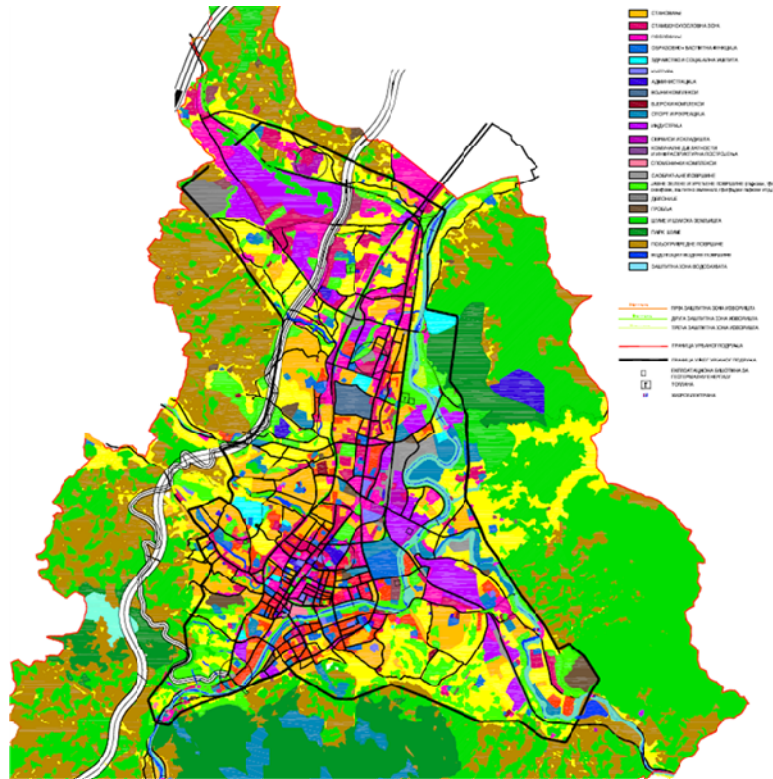


Figure 3: Draft of General Urban Plan of Banja Luka to 2020th

Planning for the period of socialist development, expert-oriented, was generally greater influence on the change of urban planning than the one in the transition period, when it

introduced the participation of increasing number of actors in the decision making process. Despite the presence of participation in the transition phase, planning model is not adjusted to variability of private capital, so plans change frequently. There is also inconsistency of built structures with urban solutions, reducing the actual impact on the planning of urban transformation (illegal construction is directly contrary to the degree of impact of urban planning). Generally speaking, transition planning, which seeks greater flexibility and adaptability to different needs of market capital, tends to reduce its impact to urban transformation than the planning in the period of socialism. Insufficient level of urban development of cities in B&H points out the necessity of establishing a new planning model that will, with unquestionable flexibility in the presentation of private interest, clearly define all the essential elements of spatial regulation in the area of public good. Thus the development of zoning methodology was very significant in terms of optimal, adaptation, planning needs of social transition.

3.4.1. Development of Zoning Model

The first pilot projects of zoning, as the new type of plan with flexible frame of urban conditions for building were realized under the Project GAP (Governance Accountability Project) in B&H, and donated by USAID, Sida and Holland Embassy in B&H. GAP is present in the territory of B&H since 2005 year, and supports the reform of spatial planning through several aspects, with primary goal of strengthening the governance accountability of relevant departments of local governments. This involves improvement the business operations in the spirit of contemporary principles, application of information technologies, faster and more efficiently provide information to citizens, development of flexible planning methodology³ (Milojevic, 2011, p. 371-382), shortening the administrative procedures for potential investors, professional training of the official staff and others. Until now, the project included 72 municipalities of Bosnia and Herzegovina, and its final results were evident in many fields of expertise. Project has made an active contribution to the new legal solutions, primarily in the domain of zoning⁴. (Milojevic, 2012.)

Figure 4 is the example taken from the Pilot Project Zoning for the central area of Banja Luka, drafted in 2007th year (GAP). The area is divided into zones, defined the basic rules of building, without parcels of building. Among them are the public spaces of city roads, parks and squares. It is a more flexible form of the same planning area shown in Figure 5. This is a planning model for the regulation plan, typical for the period of socialism, specifying all the elements in space in the same scale (horizontal and vertical measures of buildings, parcels, ground floor arrangement, etc.), which has become inadequate for changing needs of private capital.



Figure 4: Pilot project of zoning



Figure 5: Regulation plan

Zoning is included in the legislation in the field of planning in B&H in 2010th, but the global recession and reduced planning in cities, yet haven't been tested.⁵

3.5. Legislation in the Field of Spatial Planning in B&H

Urban planning and development in B&H is currently led by the FB&H and RS entities. These activities are governed in the RS by the Law on Urban Planning and Building (*Official Gazette of RS*, no. 55/10) and in the FB&H by the Law on Urban Planning and Land Use (*Official Gazette of the FB&H*, no. 2/06, which was changed and amended in 2007, 2008, and for three times in 2010). Unlike the RS, in the FB&H there are obligatory laws on urban planning at the cantonal level (there are ten cantons in FB&H). FB&H municipalities implement these cantonal-level laws, along with municipal decrees on urban planning, harmonized with the higher-level laws, and more specifically, they establish rules related to municipal land. Therefore, the complex administrative and political system in the FB&H resulted in inefficiency and complexity of legislation in the territory of FB&H. (Figure 6).

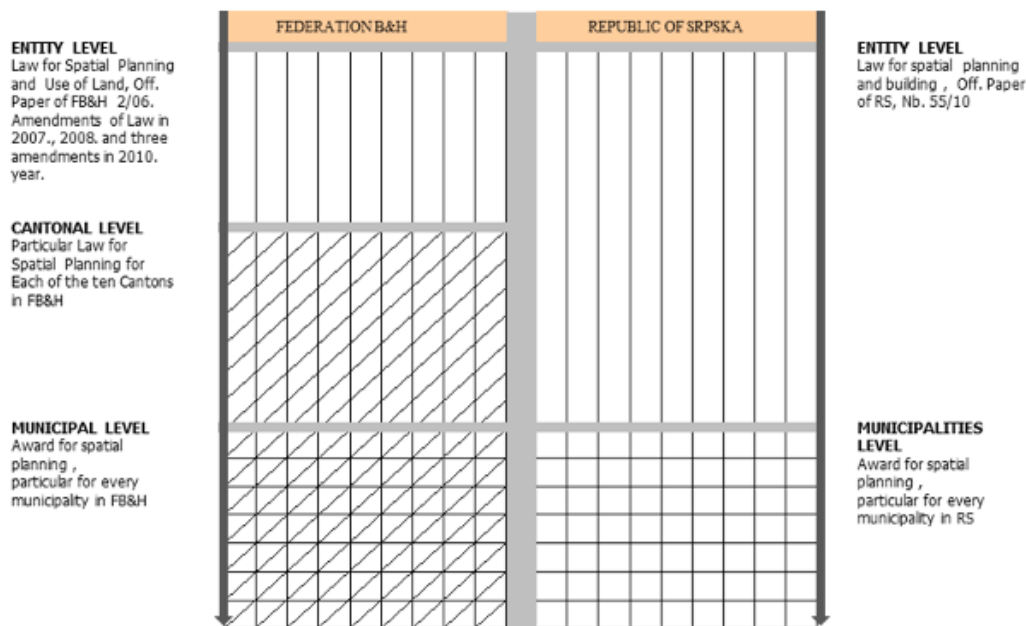


Figure 6: Urban planning legal authority within FB&H and RS

In the Republic of Srpska, the entity-level law governs urban planning, management of urban development from the entity level to the municipal level, and the roles for building construction to territory of RS. In 2011, the Contents, Manner of Preparation and Adoption of Documents of Urban Development (RS *Official Gazette*, no. 59/11) and the Rulebook on Contents and Control of Technical Documentation (RS *Official Gazette*, no. 8/11) were adopted and described in detail those activities related to the preparation of urban planning documentation and technical documentation. These are the main regulatory documents applicable throughout the RS. Besides these, each municipality enacts a decree on construction (or urban development) in which all requirements for development reflecting the specific conditions of the territory are listed.) These decrees must be in line with the RS Law. In the FB&H, there is Unique Methodology for Preparation of Plans defining the contents and methodology of preparation of planning documentation from 2006th. Changes and amendments to the same act from 2010th provide for the preparation of zoning plans, a new and more flexible planning tool.

3.5.1. Comments on Legislation on Spatial Planning, which Existed from 1995-2010

Until 1992, urban development was regulated by legislation that was based on socialist development theory. The most recent laws were adopted in 1987, including the Unique Methodology for Preparation of Planning Documentation (SR B&H *Official Gazette*, no. 22-87). In line with the previous legislation, plans were developed by the state and merely handed down to the lower levels for implementation.

Immediately after the war ended in 1995, new entity-level spatial planning laws were introduced and implemented from 1996-2010. These laws were flawed, as they did not create a basis for implementing more flexible planning and development strategies (they were identical in content with the socialist period), despite the presence of citizens participation, and were often subject to change. In the RS, the process of plan preparation was streamlined, and the obligation to include a proper program basis for planning which implies that roughly define the objectives and expected results of planning was eliminated. While the loss of this step may have made the procedure faster and more efficient, it hindered the opportunity to create a harmonized planning strategy of the entity to the local level and system, crucial to the first phase of establishing the new national spatial planning system that should ideally provide sufficient and adequate protection of public interests.

In the FB&H, planning was performed using the same methodology as in the previous (socialist) period, including both the preparation and adoption of the program basis or preliminary feasibility study (for urban and spatial development plans), which provided more strategic support for implementation. Due to the complex political organization of cantonal and municipal administrations, plan preparation lasted from two to three years. Political changes and the introduction of new program requirements, which would often require preparation to begin anew, drew out the process. Accordingly, in the FB&H, there was a problem in terms of the efficiency of procedures and lack of flexibility in the plans.

From 1995-2010, municipal urban planning departments have been strongly influenced by private investors, who became involved in planning and building operations, to the extent that there has been a visible change in the development of B&H cities over this period. This involvement has led to a decline in urban management and building standards, including a lack of adequate control of technical documentation, insufficient protection of norms and standards in design, reduction of inspections of construction sites, and a lack of respect toward the sites being developed. This is highlighted in the housing market, which commercialized to increase the profit of the building entrepreneurs.

3.5.1. Comments on the current legislation on spatial planning (from 2010th to date)

In addition, the complex administrative procedures involved in issuing urban and building permits in both entities have been criticized by the domestic and international community. They rightly comment that foreign and domestic investment is difficult to attract unless a business-friendly environment exists at the local level. Therefore, the new laws that were adopted in both entities in 2010th had a common goal: achieving efficiency in the field of urban planning through the reduction of procedures in administrative tasks and more flexible planning. The new legislation provides the new types of planning tools, including zoning. However, the zoning methodology has not been clearly established, despite the fact that the supporting by-laws have been adopted. Thus, zoning plans have yet to be developed or piloted.

Implementing the new laws from 2010th has proven difficult one due to problems in issuing location permits (a new form of urban permit) and building permits too. The institutions responsible for issuing these permits lack the capacity to perform their functions adequately. There have also been made multiple changes in legislation by the Department for Spatial Development of municipalities affecting preparation, adoption, and implementation of plans, and the application of GIS tools. These are clear indicators of the need for additional education for staff in departments on the local level in new spatial planning principles.

Legislation in both entities mandates that local governments be directly involved in and responsible for the urban development in municipalities. Spatial planning and urban development activities have been influenced not only by legal procedures, but also by political interests, investor demands (particularly when the level of investment is considered

significant), and the capacities of municipal departments responsible for the preparation and adoption of planning and technical documentation.

Frequent changes of legislation in the field of spatial planning in B&H in transition period point out many problems in terms of defining the optimal regulatory framework for this domain. One of them is non-compliance with legislation in the field of energy and the need to implement energy efficiency through a system of planning and construction, which has not yet been achieved. Therefore, the new law on spatial planning and building in RS is again found in the process of preparation (the draft appeared in June 2012th).

3.6. Architectural Design

Architectural design has a direct impact on urban space through the shape and the materialization of which, depending on the degree of integration of the contextual conditions, considers the architectural creativity directly related to the degree of economic development of society. In the socialist period, there were notable architectural achievements of social standard (cultural and sports centres, shopping centres, clinical centres ...) that his grandiosity, representativeness, and modernity in many cities have become the new urban rappers. The first phase of transition marked by the domestic private capital to the market orientation that is not a preferred representation and creativity in architectural design. It turned out especially in housing, which in terms of functionality and form, as well as the quality of construction, did not follow current trends. The role of architects in this period is strongly determined by the requirements of private investors who have become an important factor not only in planning but also in design and discontinuity in the organization and space management at the local and national level allow that.

4. Conclusion

The strongest impact on the urban transformation in the transition period in B&H have achieved factors related to social processes (population, politics, economics, culture) in society. High intensity of their actions resulted in a shift of national systems in the Balkan region. Changes in the social relationships could not be followed through the legal system solution in the beginning of transition, which was reflected directly in the urban space in the form of illegal construction. The transformation of urban form under the influence of transition in B&H entails building adapted to the needs of private capital, the denationalization of construction land in urban areas and its evaluation according to market criteria, which resulted in the change of approach to the planning of urban space. Participation of owners and users of space in the process of decision-making has become an integral part of the planning process.

Planning system from the socialist period was necessary to change the expert-oriented, with unchangeable and detailed planning solutions to newer one in order to achieve flexibility, efficiency and sustainability planning. Legislation in the field of spatial planning in B&H until 2010th did not provide the conditions for planning and management of spatial development in the spirit of new principles and the needs of society in transition. The adoption of new legislation in this area in the Republic of Srpska and Federation of B&H 2010th created the prerequisites for installing flexible planning in a form of zoning. Numerous challenges are found in planning of the transition period, particularly in domain of zoning. The quality of urban transformation in the future will largely depend on the planning process, through which it must be achieved optimum balance of flexibility needed to private investors on the one hand, and the measures necessary urban regulations that will protect public interest, traditional values and the general urban standards in the urban space.

Pilot projects which have been carried out with the support of project GAP development of model zoning, as well as increasing urban capacity of municipalities in urban management, contribute to the reform of planning throughout the territory.

Continuous improvement of legislation in order to have better solutions and complying with European legislation and the world's best examples is necessary in the future. Particularly important are issues of energy efficiency in the planning of settlements and construction of facilities, introduction of measures for prevention and protection from climate change in cities and so on.

Endnote

¹ Milojevic, B. (2010) *Influential factors of urban transformation of Cities in B&H in the period 1945-2005 –Case Study of Five Cities*, Doctor's Dissertation, University of Banja Luka, Banja Luka

² Milojevic, B. (2010) *Influential factors of urban transformation of Cities in B&H in the period 1945-2005 –Case Study of Five Cities*, Doctor's Dissertation, University of Banja Luka, Banja Luka

³ Milojevic, B. (2011) *Pilot Project of Zoning in 11 Municipalities in Bosnia and Herzegovina – Attachment of New Methodology of Planning* in: Acic and Pucar, eds. 2011. *Contemporary Theory and Practice in Construction VII*, Banjaluka, p. 371-382

⁴ Milojevic, B. Milojevic, (2012) *GAP's Initiative to Improve Management of Urban Development of Cities in Bosnia and Herzegovina*, New Urbanity Cities VS Global Challengers, International Symposium on Sustainable Development and planning, April 2012, Belgrade, Serbia

⁵ Law on Urban Planning and Construction in the RS, 2010 (RS *Official Gazette* no. 55/10), Law on Urban Planning and Land Use 2006, 2007, 2008, 2010 (*Official Gazette of the FB&H*, no. 2/06, which was changed and amended in 2007, 2008, and three times in 2010)

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