

UNIVERSITY OF ARTS IN BELGRADE

Interdisciplinary postgraduate studies

**Cultural management and cultural policy**

*Master thesis:*

**URBAN REGENERATION AND LOCAL CULTURAL POLICY**

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## Résumé

### La réhabilitation urbaine et la politique locale culturelle

La crise économique et sociale a contribué à la dégradation générale des communautés locales en Serbie. Le but de cette recherche est d'examiner le bénéfice que la culture apporte ou pourra apporter au développement local de la Serbie. Nous examinerons à ce sujet la théorie et l'expérience Anglo-Saxonne par laquelle la culture bénéficie au développement, ainsi que les relations de la politique culturelle aux autres politiques publiques. Ce mémoire essayera de la même façon, de projeter les implications stratégiques de la politique culturelle local dans le cadre **de la politique intègre urbaine**. La question principale de ce mémoire est comment les ressources culturelles locales en Serbie peuvent aider le processus de la réhabilitation urbaine.

#### Les hypothèses que ce mémoire va vérifier sont :

Le déclin des villes/communes causé par les années de crise et les changements globaux, exige de la politique intègre urbaine d'incorporer un vaste spectre de participants et de donner à la politique culturelle une place importante.

La politique culturelle local Serbe devra occuper un rôle plus actif pour atteindre un développement local durable.

La méthode de réhabilitation urbaine pratiquée en Grande Bretagne pourra servir d'inspiration pour le développement des villes/communes Serbie.

#### Pour prouver les hypothèses de ce mémoire, cette recherche se base sur la théorie Anglo-saxonne:

- Théorie de la réhabilitation urbaine intégrant une approche multidisciplinaire des questions de développement urbain
- Politiques culturelles (Théorie de la perspective culturelle de la planification urbaine et le dilemme stratégique des politiques culturelles)
- Théories intersectorielles ("Creative clusters" et le bénéfice total du secteur de l'art et de la culture)
- Management culturel et stratégique (SWOT analyse)

Se confrontant au le déclin urbaine pendant les années 80 et 90 du siècle précédent, le gouvernement de Grande Bretagne a remarqué que la cause principale provient de la mauvaise qualité de vie et de

l'exclusion sociale. Il faudrait promouvoir des valeurs et de nouveaux principes pour que les citoyens puissent participer au processus de réhabilitation urbaine et assurer ainsi avec leur participation une certaine durabilité. Par cela le secteur culturel a gagné le rôle de changement des valeurs culturelles. La culture a gagné une place prestigieuse dans les processus de réhabilitation urbaine car elle est elle-même, garante du processus de recherche d'une vision nouvelle du développement local. Avec sa manière créative et innovatrice de l'aborder, elle a influencé le développement des savoir-faire et contribué auprès des individus à un retour de la confiance ; elle a mené le processus d'intégration sociale et a développé le secteur créatif de l'industrie profitable. Le secteur culturel et la politique culturelle locale ont influencé le soulèvement d'inclusion sociale, économique et durable du développement des villes Britanniques.

La Grande Bretagne a basé la stratégie de développement sur les besoins de ses citoyens, sur leur participation à la prise de décisions et sur la projection du développement politique « bottom-up ». La stratégie de développement, prenant en compte l'aspect multidisciplinaire du développement et incluant un large éventail de partenariats dans la procédure de planification, a prouvé être particulièrement efficace quant au sentiment d'attachement et de responsabilité face à une politique prioritaire du développement durable.

Comme exemples prospères de la réhabilitation urbaine en Grande Bretagne, sont choisis les villes Gateshead et Newcastle upon Tyne. Ces villes par inclusion de la politique culturelle à la politique intégrée urbaine réalisent en même temps un développement culturel et économique.

Gateshead est implantée en milieu semi rural, une ville minière peuplée en majorité d'une classe ouvrière. Newcastle upon Tyne est une ville où l'on trouve de nombreux bâtiments civiques et commerciaux importants. Gateshead et Newcastle upon Tyne se sont confrontées, toutes les deux, au déclin. Ensemble, elles ont développé la stratégie de réhabilitation urbaine en collaboration avec de nombreux acteurs et ont utilisé la culture et les industries créatives pour attirer l'investissement et obtenir des fonds pour le développement. Gateshead s'est aussi concentrée sur des programmes d'inclusion sociale, surtout pour les jeunes, ainsi que sur la fondation d'une infrastructure moderne. Les deux villes ont fait attention à y intégrer les citoyens.

A cause des dernières années de crise et d'isolation, la Serbie se confronte à de grands problèmes sociaux économiques. Le sondage de l'opinion publique et l'aspiration des citoyens montrent un grand

niveau de l'apathie, causée par la fatigue des changements. Le désir d'immigration est venue comme conséquence des reformes sociales lentes, d'un grand niveau chômage, d'un degré du vie très bas et d'une mauvais qualité de vie. Ce sont surtout les jeunes, les femmes et les Roms qui sont le plus vulnérables.

Le gouvernement de la République Serbe développe une stratégie pour diminuer la pauvreté, instrument dans la lutte contre l'exclusion sociale. En tant que problème complexe, dans la projection et l'implantation de la stratégie sont inclus divers participants : les ministères, les autonomies locales, les ONG et les associations compétentes, ainsi que les organisations internationales. L'implantation de la stratégie est coordonnée par le bureau du vice président du Gouvernement.

Les autorités locales ont reçu un rôle important dans l'implantation de la **Stratégie pour la réduction de la pauvreté**. Ce rôle est représenté par le renforcement des communes locales et la participation des citoyens dans le processus de la prise de décisions. Comme le secteur culturel n'est pas encore inclus dans cette stratégie, ce mémoire va examiner par quels moyens les ressources culturelles peuvent être incluses dans le processus de réduction de la pauvreté, d'inclusion sociale et dans le développement général durable des communes locales Serbes.

L'unité essentielle de l'autonomie locale en Serbie est la municipalité, constituée de l'habitat urbain et des agglomérations rurales plus petites. Comme le centre urbain mène le développement général de la municipalité nous réexaminerons l'importance de la politique intègre urbaine dans le développement local général.

Pour pouvoir être les porteurs du développement local général, les municipalités en Serbie avec la nouvelle loi sur l'autonomie locale, ont obtenu des compétences et des droits plus importants. Les municipalités en Serbie sont toutes organisées de la même façon ; la seule différence concerne les municipalités belgradoises qui ont des responsabilités et des droits moins remarquables.

Mais le processus de décentralisation n'est pas totalement achevé faute d'une loi sur la propriété privée de la commune qui pourrait assurer une autonomie complète aux municipalités, ainsi que la loi concernant la capitale, qui pourrait plus précisément assurer les rapports entre les municipalités belgradoises et la ville même. De même la modernisation des organisation municipales et du management qui représente une condition pour le développement social et économique local reste à

développer. La forme la plus organisée de la participation des citoyens en Serbie est représentée par les ONG. Les ONG se confrontent à des problèmes de maintien du fait du départ des donateurs internationaux ainsi que de l'insuffisante inclusion dans les programmes des autorités locales et du manque de financement.

Comme la loi au sujet des ONG n'est pas encore adoptée (loi qui pourrait réguler les associations de citoyens), les autorités locales doivent trouver le moyen par lequel elles soutiendront le développement de la société civile et la participation des citoyens (économique, logistique, à travers les discussions publiques etc.) pour maintenir le développement de la commune locale.

Ce mode de collaboration n'est pas suffisamment institutionnalisé. Nous pouvons remarquer qu'il n'existe pas de concept assez développé dans l'administration publique, malgré le fait qu'elle soit orientée vers la collaboration intersectorielle et vers des partenariats publics privés. Dans le processus de décentralisation de la société, le secteur culturel n'en n'est encore qu'à ses balbutiements. Il est indispensable de développer des projets et des plans d'action qui renforceront les liens à tous les niveaux d'administration.

Le type de politique culturelle en Serbie peut encore se caractériser comme étatique et centralisée. Il n'existe de plus pas un seul document écrit sur la politique culturelle. Ses priorités peuvent être aperçues à travers les critères de financement des programmes et projets.

La politique culturelle à tous les niveaux soutient les mêmes priorités : la protection du patrimoine, la production contemporaine artistique, spécialement la cinématographie et l'édition, et la culture des minorités ethniques.

La politique culturelle de la Serbie reconnaît aujourd'hui une possibilité de développement dans le tourisme culturel et l'industrie créative, mais rien n'est encore stratégiquement planifié à ce sujet, légalement encadré et recherché. Les instruments de la politique culturelle doivent soutenir le développement du tourisme culturel et de l'industrie créative.

Comme ces secteurs se basent sur la créativité et l'innovation des individus, la politique culturelle doit soutenir la position des artistes et protéger leurs droits d'auteur, essayant aussi de promouvoir et soutenir leurs travaux par le biais de système de récompense, de prix, d'appels d'offre et de prêt de

crédits favorables. D'autre part, pour développer le marché de la culture, la politique culturelle doit investir dans le développement des besoins culturels. Il existe un besoin d'identification des ressources culturelles et d'investissement dans l'achèvement de la chaîne productive. La politique culturelle doit établir une solide coopération avec le secteur culturel privé en tant que titulaire principal de l'industrie créative. De même la politique culturelle doit soutenir le développement de la philanthropie et d'un management social responsable dans d'autres secteurs de l'économie privée qui pourraient avoir intérêt à soutenir le secteur créatif.

Le secteur culturel en Serbie a initié des programmes de développement comme « Les voies de la culture », « La revitalisation de du patrimoine industriel », dans le but de développer le tourisme culturel. Il a aussi lancé un programme culturel pour les banlieues.

Le tourisme culturel est le domaine qui doit impliquer divers participants et développer la coopération des différents secteurs et le partenariat public privé, pour que le secteur culturel avec ses propres ressources, puisse réaliser le profit. Mais selon Borislav Surdic du Ministère de culture, il n'existe pas encore de consentement politique pour le développement du tourisme culturel. Le secteur culturel notamment au travers du développement du tourisme culturel et de l'industrie créative, peut influencer la croissance du nombre d'emplois et l'apport d'autres bénéfices économiques.

C'est la raison pour laquelle le secteur culturel peut contribuer à la réduction de la pauvreté. Le tourisme culturel comprend ainsi l'affirmation des identités ainsi que la promotion des diversités culturelles. Mais pour réaliser un bénéfice social plus important, le secteur culturel doit plus activement influencer sur l'édification des relations sociales et interculturelles plus qualitatives dans le but d'atteindre une inclusion sociale plus importante. Une attention spéciale doit se porter sur les groupes vulnérables, reconnue par la Stratégie pour la réduction de pauvreté, et ainsi aider l'implantation de cette stratégie. Afin de développer la créativité, les savoir-faire, et la confiance en soit, le secteur culturel en Serbie agit à travers le réseau des institutions culturelles. L'étendue du réseau des institutions culturelles au niveau local exige un rôle plus important du système éducatif. Le système éducatif doit influencer la découverte et le développement des talents, le développement des besoins culturels ainsi que le renforcement de la confiance en soit dans le but de développer et promouvoir son identité ainsi que la tolérance envers la diversité culturelle. Au sein de réforme et la décentralisation du système éducatif primaire, l'art et la culture n'ont pas encore obtenu une place adéquate. Malgré le fait que l'éducation primaire soit sous la compétence des municipalités, ainsi que l'amateurisme, la politique culturelle

locale n'arrive pas à atteindre des objectifs importants.

Comme exemple en Serbie, nous choisirons la municipalité de Pancevo et la municipalité belgradoise Palilula. Suivant leurs exemples, nous allons voir quels sont les effets et le potentiel de la culture en ce qui concerne le développement local.

Pancevo est une ville industrielle, la plus proche de la capitale Belgrade. Pancevo connut son apothéose pendant le 20<sup>ème</sup> siècle durant la période d'industrialisation et d'urbanisation. Aujourd'hui Pancevo, se confronte à des problèmes de pollution qui menacent la santé des gens. La pollution réduit aussi l'attraction pour y vivre ou pour le tourisme. Malgré ce, la richesse des ressources culturelles et naturelles représente encore un potentiel pour le développement.

Pancevo a une vie culturelle très développée ; elle a sa place bien distincte sur l'étendue culturelle nationale, particulièrement en ce qui concerne les institutions culturelles les plus vitales dont le travail est tourné vers les jeunes, groupe le plus vulnérable. Le Centre Culturel Pancevo et le Foyer pour la Jeunesse Pancevo doivent satisfaire avec leurs actions les besoins culturels locaux et de la même façon réagir activement sur la participation des citoyens en tant que public et citoyens actifs dans la société, impliqués dans le processus de prise de décisions importantes pour leur commune.

Le Foyer pour la Jeunesse et le Centre Culturel n'influence pas suffisamment l'expansion de la participation des citoyens et les partenariats avec les ONG locales très actives sur Pancevo. La principale appréciation est que le secteur de la culture a un rôle actif dans le développement social.

L'analyse des « creative clusters » montre une contribution importante au développement culturel, mais intégrés à la politique urbaine intégrée, la ville obtiendrait une influence accrue sur le développement social durable. Le potentiel le plus important du secteur culturel de Pancevo se trouve dans les ressources et dans les branches artistiques (l'animation, le dessin animé, le film, la musique) qui pourraient avoir un effet financier très important et rencontrer un développement stratégique des industries créatives. Comme alternative à l'usine chimique qui menace l'environnement, le tourisme culturel pourrait alors devenir le nouvel potentiel économique.

Le but principal de la politique culturelle de **Pancevo** pourrait être le développement de l'industrie créative. La combinaison des stratégies culturelles principales devait être pour Pancevo:

- **L'inclusion sociale**, sous-entendue par la participation et le développement du public.
- **La stratégie de l'atteinte de la qualité** - Le soutien du développement de la qualité -L'atteinte de l'excellence dans l'animation et de multimédia.
- **La stratégie de la connexion** - L'orientation vers les partenariats/coproductions et l'internationalisation.

Pour développer le milieu urbain créatif, Pancevo doit nouer les cycles productifs des branches artistiques, surtout dans le domaine du placement. Le secteur culturel de Pancevo, qu'on pourrait nommer culture élitiste, doit agir d'avantage pour conquérir la démocratie culturelle, l'équilibrage de la production et de la dépense.

Le secteur culturel doit aussi prêter plus d'attention à sa banlieue rurale. Un rôle important dans le développement du travail des communautés (« community development work ») et de la participation des citoyens aux ONG, surtout à travers le programme de revitalisation des communautés implanté par USAID ADF est mis en place mais le secteur culturel ne participe pas à cette mission.

Palilula est la plus grande municipalité belgradoise qui se constitue de la partie urbaine qui pénètre dans le centre ville, et qui est divisée par le Danube, où une semi urbaine zone et même rurale existe sur la rive gauche. La population de la rive gauche du Danube se sent délaissée en ce qui concerne le développement, au niveau de l'infrastructure, comme au niveau de la qualité de vie et de la culture. Ce problème a été démontré surtout par la manifestation artistique « Borca – la foire multimédia 2000 ». Cette manifestation a influencé l'initiative de formation d'une nouvelle municipalité qui s'appellerait Dunavski venac. On pourrait considérer que cette initiative même pourrait devenir l'animateur RU de Palilula. Dans la partie urbaine de Palilula agissent le centre culturel pour les enfants et le Théâtre pour les enfants « Dusko Radovic ». Ce sont des institutions ciblant les enfants de la ville entière, sans avoir de programmes spécifiques pour la municipalité de Palilula. La municipalité de Palilula n'a pas assez de moyens pour la formation et la gestion des nouvelles institutions culturelles, mais elle peut agir activement par sa politique culturelle à travers les projets et les programmes qui représentent l'initiative locale. En ce qui concerne les ONG enregistrées à Palilula, elles non plus n'ont pas d'initiatives importantes pour l'avancement de l'environnement local.

A cause de sa spécificité, nous proposons une indispensable analyse effectuée sur les deux parties de Palilula dont découle deux stratégies de développement proposées pour de la politique intègre urbaine

afin d'orienter les ressources culturelles sur le développement social et culturel.

Le but principal de la politique culturelle de **Palilula** pourrait être positionnée comme centre belgradois de recherche et de connaissance qui investirait dans la créativité et l'invention de la jeunesse. La combinaison des stratégies culturelles principales devrait être pour Palilula:

- **L'inclusion sociale**, sous-entendue par la participation et le développement du public.
- **La stratégie de l'atteinte de la qualité** - L'éducation et la stratégie du transfert des connaissances, et le soutien du développement de la qualité - L'atteinte de l'excellence dans la jeunesse créativité.
- **La stratégie de la connexion** - L'orientation vers les partenariats/coproductions et l'internationalisation, et la décentralisation des activités, urbaine rurale.

Le but principal de la politique culturelle de **Dunavski venac** pourrait être la création d'une image positive basée sur le « wellness » et la qualité de vie. La combinaison des stratégies culturelles principales devrait être pour Dunavski venac:

- **L'inclusion sociale**, sous-entendue par la participation et le développement du public.
- **La stratégie de la connexion** - l'orientation vers les partenariats/coproductions et l'internationalisation.

**Il existe certaines conditions pour le secteur culturel de la Serbie qui doivent préparer et apporter des résultats efficaces dans le processus de la réhabilitation urbaine et la formation du milieu créatif urbain. Pour effectuer cela les principales priorités doivent être:**

- L'entraînement les employés et les managers dans le secteur culturel pour
- pouvoir agir comme animateurs
- Le travail avec les jeunes pour élever le système des valeurs et des besoins culturels
- L'enregistrement du potentiel des industries créatives et du tourisme culturel
- L'évaluation et la mesure des effets culturels
- Les programmes d'inclusion sociale en collaboration avec d'autres secteurs
- L'atteinte d'une participation plus importante des citoyens.
- La promotion des partenariats plus larges.

**Les partenariats actifs sont les principaux pivots durables et dans ce but le secteur culturel de la Serbie doit:**

- Elever la conscience de l'importance de la culture et de ses ressources
- Placer des experts et des leaders à travers des concours ouverts
- L'enregistrement des ressources culturelles
- La coopération entre les secteurs ministériels
- Les ressources
- Les procédures et les modèles pour l'action
- La stratégie de la culture
- L'équilibrage des investissements capitaux et des activités
- L'établissement du Partenariat culturel pour le développement, coordonné comme corps indépendant
- Monitoring et évaluation
- La transparence et l'équité
- La documentation

**Pour conclure, les premiers pas en ce qui concerne le secteur culturel en Serbie doivent aboutir au positionnement de son rôle dans la société a travers :**

- Elever la conscience
- La coopération entre les secteurs
- Emission d'un document stratégique
- Participation
- Projets du développement durable
- Les groupes du travail
- Monitoring et évaluation

## Abstract

**The aim of this research is to explore the contribution that culture has, or might have on Serbian local development.** This thesis aims to represent a platform and introduce decision-makers with an urban regeneration method where cultural resources present an important element that safeguards sustainable development. Special attention is given to local cultural policy that should empower the cultural sector in taking up a pro-active role in the process of social integration together with developing creativity and cultural production. In a state of deprived communities, the urban regeneration method is used as a way to integrate and empower individuals through partnerships to raise social cohesion and establish a productive society.

The main research question of this paper, raised from the Serbian transition context, is: “**How Serbian local cultural resources could support the urban regeneration process?**” We will try to see in what way the cultural policy and the cultural sector as a whole, is involved in developmental issues of Serbian society. I will assume the main pre-conditions for a culturally led urban regeneration process in Serbian local communities’ emulating the UK example.

Facing urban decline in UK during 90’s, the Government introduced a new approach towards development, urban regeneration. This is synergic approach towards development that is based on social inclusion and active participation of citizens’ through wide partnerships. This regeneration process shows results in UK urban communities and it is still an ongoing process. After a decade of Serbian local communities devastation, with new Government upraises in 2000 Serbia started a new process that by its main characteristics could be named - Regeneration. Serbia marked its priorities in order to achieve a democratic and developed society, seeing its future in the European Union. It requires reform of institutions, economic and regional development, market reforms, investment in new technologies and human resources. Social inclusion of vulnerable groups is recognized as the main precondition for development. Urban regeneration method showed positive results in building an inclusive society by empowering individuals on the very local level using a multi-disciplinary approach in setting a wide spectre of partnerships. The Cultural sector and cultural policy played a remarkable, even leading role in this process of urban regeneration.

**The general hypothesis of this work is that culture has a long-term contribution to local development.** In other words, this paper argues that integrated urban public policies (in which cultural

policy holds an important position) could better reach urban development. Following specific hypotheses are:

1. Devastation of Serbian urban communities followed by the years of crisis and global changes requires an integrated urban public policy taking into account wide spectrum of actors where cultural policy is in the heart of the concept enabling sustainable development.
2. Serbian local cultural policies could take more pro-active role in achieving sustainable local development.
3. UK urban regeneration method may be used as an inspiration for development of Serbian municipalities.

In exploring the benefits of enrolment of culture in local development one can comprehend the great effects that cultural projects had on urban regeneration projects. Synergy of cultural policy and urban regeneration has shown great results in British development projects.

I have chosen examples of Gateshead and Newcastle Upon Tyne as examples of successful British case studies, in order to explore how culture helps local development, especially in economically devastated communities. Serbian communities that could be matched with Gateshead and Newcastle are Palilula – a Belgrade municipality, which is a representative case of suburban metropolis; and Pancevo, city closest to the capital, undergoing a great industrial depression, heavily polluted and with social problems. I have analyzed public policies and regeneration programs for local development, combined with local initiatives and their impact on development. Social exclusion appeared as the main obstacle to development and by nature, it requires multidisciplinary approach. I have tried to point out the main steps and perspectives of Serbian local development. As a main pre-condition for achieving development and running regeneration projects there is a necessity for the empowerment of the local community in order for it to take up initiative and responsibilities. Local development requires “bottom-up” approach. Cultural empowerment of the local community safeguards sustainable development. Culture is essential to urban regeneration that provides social cohesion and sustainable development. Public awareness of cultural impact on local development is very low in Serbia which is why it needs to be widely promoted. There is a need for inter-sector approach towards local development and urban regeneration for outlining and implementing development strategies. Serbian cultural policy has to take initiative in this process and mediate the establishment of new partnerships.

In short, first steps for the cultural sector is to position its role in society through:

- raising awareness - campaign on developmental potentials of cultural resources
- inter-sector linking
- planning a strategic document
- participation – capacity building, local mobilization
- sustainable development projects
- working groups - implementation
- monitoring/evaluation

# **I. Introductory part: Basic theories and concepts on local development and urban regeneration**

## **1.1. The aim of the thesis**

In a changing environment, turbulent times of transition, Serbia is dealing with a new development challenge. Ten years of decline, isolation and frail human rights, Serbian society led by the new government, is trying to recover the country and place it again on the road to European integration.

Civic energy that initiated the raise of a new society demands sustainable change with visible results. New vision implies a structural system change, change of values and building a strong civil society.

In the process of society democratization, new policies are set and are still under discussion in the public and in parliament: privatization and liberal market, rule of law and human rights, decentralization, regionalization and so on.

In order to empower local communities and enable local and regional development, a new Law on local self-government was introduced as a main legislative pre-condition. This law enables municipalities to take over the decision-making on their own development, fighting the general Serbian problems of industrial decline, immigration, unemployment, and a challenge of multiculturalism.

“Since the sixties urban regeneration has been a political buzz-word as attempts have been made to re-shape towns in response to change in the urban economy. The emphasis of economic activity has shifted steadily from manufacturing to service industries, and towards an emerging knowledge economy...The recognition of the value of the arts brought about by these different studies laid the foundations for more integrated urban regeneration strategies driven by cultural policy imperatives. These strategies were developed during the second half of the 1980s by cities which had recently undergone de-industrialization. Well-known examples include: Cardiff, Bradford, Birmingham, Sheffield, Hull, Manchester, Newcastle, and Glasgow<sup>1</sup>“.

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<sup>1</sup> Landry, Charles, Lesley Greene, Francois Matarasso and Franco Bianchini. *The Art of Regeneration: Urban Renewal Through Cultural Activity*. London: Comedia. 1996. p.11, 30.

**The aim of this research is to explore the contribution that culture has, or might have on Serbian local development.** This thesis aims to represent a platform and introduce decision-makers with an urban regeneration method where cultural resources present an important element that safeguards sustainable development. Special attention is given to local cultural policy that should empower the cultural sector in taking up a pro-active role in the process of social integration together with developing creativity and cultural production.

In a state of deprived communities, the urban regeneration method is used as a way to integrate and through partnerships empower individuals to raise social cohesion and establish a productive society. Using business terminology, the role of culture in the process of urban regeneration may be compared with internal PR and human resources function, as a pre-phase for external PR, branding and city marketing strategy.

**Following the aim of the thesis, further objectives (theoretical and operational) of the research are to:**

*Theoretical*

- Explore Anglo-Saxon theoretical and practical notions on cultural benefits in development
- Explore relation of Serbian local cultural policies with other relevant public policies

*Operational (policy indications)*

- To point out the strategic implication of local cultural policy in integrated urban public policy

## **1.2. The main research question**

The main research question of this paper, raised from the Serbian transition context, is: **“How Serbian local cultural resources could support the urban regeneration process?”** We will try to see in what way the cultural policy and the cultural sector as a whole, is involved in developmental issues of Serbian society. I will assume the main pre-conditions for a culturally led urban regeneration process in Serbian local communities’ emulating the UK example.

“By placing cultural resources at the centre of policy-making, interactive and synergistic relationships are established with any type of public policy - in fields ranging from economic development to housing, health, education, social services, tourism, urban planning, architecture, townscape design,

and cultural policy itself.”<sup>2</sup>

For this purpose two Serbian municipalities are chosen as case studies: Palilula – Belgrade municipality as a representative case of suburban metropolis, and Pancevo, closest city to the capital, with great industrial depression, pollution and social problems.

They are going to be compared with successful story of English neighbouring cities - Gateshead and Newcastle Upon Tyne.

The general hypothesis of this work is that **culture has a long-term contribution to local development**. In other words, this paper argues that integrated urban public policies (in which cultural policy holds an important position) could better reach urban development. Following specific hypothesises are:

1. Devastation of Serbian urban communities followed by the years of crisis and global changes requires an integrated urban public policy taking into account wide spectrum of actors where cultural policy is in the heart of the concept enabling sustainable development.

- In order to be successful, urban public policy needs to take multidisciplinary approach that takes into account inter-sector cooperation and wider partnerships to reach sustainable development.
- Cultural policy measures effects efficient delivery of Total benefits of the arts and culture whose major outcomes are personal, social and economic benefits.
- Cultural resources may be employed in increasing personal benefits of the arts and culture by enlarging personal skills, effecting individual value system and self-confidence.
- Cultural resources may be employed in increasing social benefits of the arts and culture by effecting social cohesion, quality of life and generally social relations through social inclusion policy.
- Cultural resources may be employed in increasing economic benefits of the arts and culture through profitable sectors based on creativity, heritage and innovation. (creative industries and cultural tourism)

2. Serbian local cultural policies could take more pro-active role in achieving sustainable local

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<sup>2</sup> Landry, Charles. *Imagination and Regeneration: Cultural Policy and the Future of Cities*. Strasbourg: Council of Europe, 2003. p.38.

development.

- Serbian local cultural policies could employ local cultural resources in achieving greater Total benefits of the arts and culture and lead urban regeneration process.

3. UK urban regeneration method may be used as an inspiration for development of Serbian municipalities.

- Bringing developmental strategies based on very local needs of population, involvement of citizens in decision making process and building strategic policies from the “bottom-up” secures sustainable development.
- A strategic policy taking into account multidisciplinary aspect of the development through implementing a wide spectrum of partnerships in the planning process is the most effective structure that is backed by a long-term commitment to sustained political priority.

### 1.3. Method

In order to answer the main research question and test the hypothesis, as a background theory, I have selected further theoretical approaches:

- Urban regeneration theory that has an integrated approach toward urban development problems
- Cultural policy and applied cultural policy theory (Theory of a cultural perspective on planning, Strategic dilemmas in cultural policy)
- Inter-sector theories (Creative clusters, Total benefits of the arts and culture sector)
- Cultural and strategic management (SWOT analysis)

**Urban regeneration** theory is bringing developmental strategies based on local needs of population, involvement of citizens in decision making process and building strategic policies from the bottom-up. A strategic policy that is taking into account multidisciplinary aspect of the development through implementing wide spectrum of partnerships in the planning process proved to be the most effective structure that is backed by a long-term commitment with sustained political priority.

**Theory of a cultural perspective on planning**<sup>3</sup> that argues that there is a need to shift planning priorities away from their physical orientation towards an understanding of the dynamics of places and

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<sup>3</sup> Landry, Charles. *Imagination and Regeneration: Cultural Policy and the Future of Cities*. Strasbourg: Council of Europe, 2003. p. 39.

of how people perceive their environments, away from the idea of the city as a machine to that of a living organism. This implies much greater attention to people's lived experiences, sensations, emotions and their well-being rather than to infrastructure and buildings. Urban cultural planners need to collaborate much more with citizen representatives as well as people with cultural sensitivities and people skills, such as anthropologists, psychologists, community activists, historians, business people and sociologists. In this process there would be a focus on developing 'open-minded' cultural spaces and places that feel safe and allow opportunities for chance encounters, interaction and exchange of ideas. This approach to cultural planning has some key characteristics:

- **Auditing potential:** A pre-condition for identifying, harnessing and then exploiting the potentials is a wide-ranging audit of possibilities based on seeking out cultural assets.
- **Strategy is central:** These possibilities need to be placed in a time-dated framework where catalysts that can create an impact are identified.
- **Connecting:** By definition, it works best when there is a cross-departmental or cross-sector collaboration.
- **Creating impact:** Cities that successfully apply cultural policy take controlled risks; they have strong but devolved leadership and have a clear idea of where they are going.
- **Addressing and overcoming strategic dilemmas,** such as between developments in the city centre and the suburbs.

**Generalized framework of the total benefits of the arts and culture sector** (table 1.) will be used as main guidelines in the analysis of cultural policy results and established inter-sector cooperation and partnerships in order to achieve an integrated urban policy<sup>4</sup>.

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<sup>4</sup> More in details personal, social and economic benefits: Appendix 1

Table 1: Generalized framework of the total benefits of the arts and culture sector

Figure EX1 Generalized Framework of the Total Benefits of the Arts and Culture Sector		
Benefit Category:		
PERSONAL	BUSINESS	SOCIETAL
Definition:		
benefits accruing to stakeholders (users and non-users)	benefits derived from the net redistribution of commercial activity from one area to another	unallocatable benefits to either individuals and/or businesses yet indivisible and tending to be societal in scope
Benefit Components:		
<b>Use Values:</b> - direct use - indirect use - future use	Impacts associated with attributable spending by stakeholders and by producers on management and development	Health effects - mental, physical, spiritual
<b>Non-Use Values:</b> - option value - existence value - bequest value		education benefits
		contributions from outside
		business location decisions
		scientific benefits
		identity - national, local, personal
		community cohesion
		"quality of life"
		others

Source: Socio-Economic benefits Framework Cultural Sector, SRA, Department of Canadian Heritage, 1999. Canada. p. 7-12.

**The creative clusters theory on territories of creativity** (Table 2) will be used to analyze the triangle “territory-milieu-cultural creativity” in light of relatively schematic grid that aims to highlight a number of basic relationships: *Cultural conditions* (Abundance of indigenous supply – culturally rich, Scarcity of indigenous supply – supply is weak in comparison with the expectations, and Presence of intercultural influences), *Territorial conditions* (Concentration – polarization, High level of networking, Marginalization and closure – development problems), *The “Genetic” characteristics of the Initiative* (Creativity as a set of emergent phenomena, Presence of specific “creativity-relevant” policies, Specific cultural motivation), with the *Policy effects* (Reveals cultural wealth, Functions as a key element in local development, and Enhances territorial resources) in order to identify the territorial conditions which promote and sustain cultural creativity and its innovative management.

**Strategic dilemmas in cultural policy**<sup>5</sup> originally are conceived by Franco Bianchini and Charles Landry as a way of crystallising the poles of a number of policy issues. Strategic dilemmas may be classified as: framework dilemmas, implementation dilemmas, social development dilemmas, economic development dilemmas and management dilemmas, where one of the key for this research is: how developmental should CP be; how should CP be determinative: consultation - active participation; investments should go into: prestige investment – community investment, community or communities, consumption or production. They will be used as guidelines for achieving greater development effects of cultural sector. The thesis will examine actual cultural policy dilemmas through analysis of Serbian cultural policy effects on the local and cultural development.

## **Empirical research**

Empirical research of the thesis was done by using further methodologies:

### **1. Research of public policies through documents**

I used latest scholarly writings and publications of respective institutions to present recent development trends and the growing status of culture in development. In the research of urban regeneration concept and UK practice I have used official reports and data available through internet presentations and in various publications. I have analyzed Serbian development after great political changes during the period 2001-2005 as a contextual ground for urban regeneration processes. In this regard, socio-economic, political and cultural aspects are analyzed. I have analyzed public funding priorities and correlations with other relevant public policy domains and sectors. For gathering basic data, I have used available information from the referent reports and strategy papers.

### **2. Case studies**

**UK cities of Gateshead and Newcastle upon Tyne** was chosen as positive examples of local urban development that should inspire Serbian policy decision-makers, since arts and culture are not considered as separate policy sectors but they are targets of varying broader policy considerations that along have created the right conditions for both cultural and economic development. **Gateshead** is a large semi rural area, a former coal mining town and a dormitory for industrial and managerial workers. **Newcastle upon Tyne** is a distinct urban city and contains many important civic and commercial buildings. Together they have been facing economic decline. Together they have been developing

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<sup>5</sup> Matrarasso, Francois and Charles Landry. *Balancing Act: 21 Strategic Dilemmas in Cultural Policy*. Strasbourg: Council of Europe, 1999.

regeneration strategies in partnership with various public and private sector actors to reverse this decline. Both are using culture and the creative industries to attract capital investment and development funds. Gateshead has focused on programmes of social inclusion, especially young people, whilst at the same time building quite dramatic modern infrastructure such as its Baltic Arts Centre or Sage Music Centre. In both cases it has reviewed how to integrate local people firmly into the plans and programming of the institutions to ensure that they are not seen as exclusionary.

**Two Serbian municipalities are chosen as case studies, Palilula and Pancevo**, as the basic units of local self-government in Serbia are **municipalities**, consisting as a rule of an urban settlement as the centre with surrounding smaller settlements. Urban centres of the municipality are fostering development of the whole. The units of local self-government in Serbia are municipalities, cities (Kragujevac, Niš, Novi Sad and Priština) and the city of Belgrade. Since the cities and the city of Belgrade basically have the same competencies, it may be concluded that the Republic of Serbia entails a **single-grade local self-government**, i.e. it has only one level<sup>6</sup>. The only difference between cities, especially Belgrade city, and other municipalities is just a greater level of granted competences and finances from the Republic.<sup>7</sup> In the example of Pancevo and Palilula municipality we'll see how this difference is affecting cultural and general local development.

**Pancevo** is the industrial city closest to the City of Belgrade. Pancevo reached its highest potentials during the phase of industrialisation and urbanisation during 20 c. Nowadays, Pancevo faces environmental problem of pollution that seriously affects population health and attraction for living and tourism. Still, rich cultural and environmental resources present potential for its development. On the other side, **Palilula** is a semi-urban suburb municipality of the City of Belgrade. Rural-urban composition of the municipality, non-harmonized development of all its parts and non-taking into account local community needs, affected raising initiative for separation from the Palilula municipality that is enabled with the new law on local self-government.

Gateshead and Newcastle upon Tyne example are also chosen because of their mutual geographical and cultural connection. Pančevo and Belgrade are similarly connected; they are both bordering the municipality of Palilula. The creative clusters analysis on territories of creativity was done by Luca Dal Pozzolo (Creative Europe 2002) for cities of Gateshead and Newcastle upon Tyne that achieved

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<sup>6</sup> Stalna konferencija gradova i opština. *Vodic za odbornike gradskih i opštinskih skupština..* Beograd: Stalna konferencija gradova i opština, 2004. p. 8-10.

<sup>7</sup> Dorđević, Snežana, *Renesansa lokalne vlasti-uporedni modeli*, Čigoja, Beograd, 2002. str. 405.

preferable status that Pozzolo named it as The Gardens of Babylon – the one that exude profuseness. The Creative Clusters analysis on territories of creativity for Palilula and Pancevo aimed at pointing out the main regeneration and cultural development directions for chosen communities. Mapping key resources directed my proposal of possible integrated cultural policy strategies.

### 3. Interviews with key actors

**Semi-oriented interviews** are run with public and NGO decision-makers, cultural initiators and related implementations<sup>8</sup> in order to gather data from the field on the current local public policies and to gather data on local cultural vitality. Those interviews were also run in order to observe their notion of culture in development process. Selection was done by their influence on local and cultural development as:

- Public policy decision-makers and administration on local self-government,
- NGO representatives at the local level,
- Representatives from arts and cultural sector at the local level,
- Representatives from the Ministry of Culture in order to analyze implications of national cultural policy on the local level, and
- Selected representative institutions and associations that are dealing with local and cultural development.

### 4. Statistical analysis – desk research

Classification of statistic data and other findings was done by sectors (public, private and civil) and by domains (population, economy, culture). I have also used recent surveys done on large population concerning public aspirations, opinions and peoples habits.

### 5. Auditing

By analyzing cultural values, vitality and involvement in social processes I tend to understand dynamics of the places and how people perceive their environments. I have consulted Francois Matarasso's **Local Cultural Index**<sup>9</sup> that measures cultural life both by quantity and quality, as well as his methodology of **cultural auditing**<sup>10</sup>. This involves examination of a situation and a proposed project in relation to four aspects:

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<sup>8</sup> List of interviews and interview for cultural institutions: Appendix 2

<sup>9</sup> Francois Matarasso: Towards a Local Cultural Index, Measuring the cultural vitality of communities. Comedia 1999.

<sup>10</sup> François, Matarasso. "Culture, economics & development." In *Recognising Culture: A Series of Briefing Papers on Culture and Development*, F. Matarasso, ed. London: Comedia, Department of Canadian Heritage and UNESCO, 2001. p.10.

- **Cultural context:** what are the values, beliefs, attitudes, traditions and practices which underlie the culture of the intended participants, beneficiaries and promoters and what impact do they have on the conception and execution of the initiative?
- **Cultural assets:** what local cultural resources—natural and man-made heritage, traditions, crafts, skills, ways of working, social organisation etc.—might contribute to achieving development objectives?
- **Cultural obstacles:** what cultural values might conflict with proposed initiatives, and how can an accommodation be found between them?
- **Cultural potential:** what economic, social or other developmental potential do identified cultural assets have?

I combined also Helen Gould set of questions<sup>11</sup> that should help in thinking about the role of **cultural capital** in sustainable development, sensing spirit of one community, for exploring their identity and characteristics as we could apply the right measures in well-being achievements.

## 6. SWOT analysis

SWOT analysis was done to point out the developmental potentials and resources classified in term of spatial, political, economical, social, environmental, cultural and civil society context.

### 1.4. Theoretical framework – key notions of the research

The concept of **human development** won its full recognition when it became clear, that the achievement of the basic economic objective of the highest possible growth rate and the highest possible GDP per capita – does not necessarily lead to an improvement in the living conditions or *welfare of individuals* in society. The concept of human development places the *individual* at the centre of overall development, as its principal agent and sole beneficiary<sup>12</sup>.

“**Economic development** is the development of economic wealth of countries or regions for the well-being of their inhabitants. The economic development process supposes that legal and institutional adjustments are made to give incentives for innovation and for investments so as to develop an efficient

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<sup>11</sup> Gould, Helen. “Culture & social capital.” In *Recognising Culture: A Series of Briefing Papers on Culture and Development*, F. Matarasso, ed. London: Comedia, Department of Canadian Heritage and UNESCO, 2001.

<sup>12</sup> UNDP. Human Development Report Serbia 2005: The Strength of Diversity. Beograd: UNDP, 2005.

production and distribution system for goods and services.<sup>13</sup>” Consequently, pre-conditions for greater economic development achievements are institutional adjustments so to make fruitful environment for innovation and investments. This process requires creativity of society and investments in human resources that should lead those changes.

“**Social development** is a type of a social process which constantly changes some parameters of the society. When this is beneficial for this society, it is called social progress if not, social regress.<sup>14</sup>” We see that development requires also flexibility on change. The progress or regress of society depends on this flexibility, due to existential dependence on economy.

Overcoming of patriarchal society and disband of family as societies nucleus, peoples mobility, urban way of life, decrease of urban community sociability, brought alienation and dissolution of traditional community ties.

The importance of social relations is highlighted through the term of **social capital**. *‘Social capital refers to the institutions, relationships and norms that shape the quality and quantity of a society’s social interaction. Increasing evidence shows that social cohesion is critical for societies to prosper economically and for development to be sustainable. Social capital is not just the sum of the institutions which underpin a society—it is the glue that holds them together<sup>15</sup>.*

Different concepts are used, depending on the needed level of change that one society needs to introduce. **Revitalization** - “bringing again into activity and prominence.<sup>16</sup>” is a concept that is dealing with partial change. Usually we use revitalization as an instrument for bringing into activity old and socially dead urban zones<sup>17</sup>.

When the society is in regression process and when as such requires changes in all segments, than we have to rethink regeneration as an instrument of development. **Regeneration** – “forming again

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<sup>13</sup> <http://encyclopedia.thefreedictionary.com>, accessed on 15.05. 2005.

<sup>14</sup> Ibid.

<sup>15</sup> Gould, Helen. “Culture & social capital.” In *Recognising Culture: A Series of Briefing Papers on Culture and Development*, F. Matarasso, ed. London: Comedia, Department of Canadian Heritage and UNESCO, 2001. p. 70-74.

<sup>16</sup> <http://encyclopedia.thefreedictionary.com>, accessed on 15.05. 2005.

<sup>17</sup> Mlinar, Zdravko, ed. *Local development and Socio-Spatial Organization, trends, problems and policies: the case of Koper, Slovenia*. Local Government and Public Service Reform Initiative, Open Society Institute. Budapest 2000. p. 67-83.

(especially with improvements or removal of defects); renewing and reconstituting.<sup>18</sup> 'Regeneration [can be] defined as the transformation of a place (residential, commercial or open space) that has displayed the symptoms of environmental (physical), social and/or economic decline. What has been described as 'breathing new life and vitality into an ailing community, industry and area [bringing] sustainable, long term improvements to local quality of life, including economic, social and environmental needs.' We are looking for evidence of culture as a driver, a catalyst or at the very least a key player in the process of regeneration, or renewal.'<sup>19</sup>

In one society, especially in urban areas, problem may occur from many different reasons, as an effect of rapid or late development. One developmental problem usually produces the chain of others. Regeneration process may be led by economy, urbanism, environment or culture depending on resources that one society has at the moment. However, chain of other problems can't be solved through regulating the primary one. Those other problems became already so big that they pointed out inability of a system to canalize and solve them. Eventually there will be no hierarchy among them and they cannot be solved separately any longer. All those problems together consist one single new problem that need to be solved in the new context, for the new future. When a development problem tackles the community, comes the time to search for the new system, vision and culture. Urban regeneration must equally treat all aspects of society, to have clear development vision and consensus of all actors in the process.

If there is no clear initiative from "the bottom", it must be externally empowered for taking up action. **Local community** is the global form of social life that encompasses all social forms and all ways of social activity at certain geographical space<sup>20</sup>. **Community Development** is about building active and sustainable communities based on social justice and mutual respect. It is about changing power structures to remove the barriers that prevent people from participating in the issues that affect their lives. Community Development Workers support individuals, groups and organizations in this process on the basis of certain values and commitments.<sup>21</sup> **Principles that need to be applied to community**

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<sup>18</sup> The American Heritage® Dictionary of the English Language, Fourth Edition copyright ©2000 by [Houghton Mifflin Company](#). Updated in 2003. Published by [Houghton Mifflin Company](#). All rights reserved.

<sup>19</sup> UK Department of Culture, Media and Sport. 'The Contribution of Culture to Regeneration in the UK: A Review of Evidence' UK Department of Culture, Media and Sport, 2004. (<http://www.culture.gov.uk/NR/rdonlyres/3FC15151-C391-4708-8386-4703294DD2A2/0/ADCMSFinalI.pdf>. accessed on 17.12. 2005.

<sup>20</sup> Vujovic, Sreten. Ed: Sociologija grada. Beograd: Zavod za udzbenike I nastavna sredstva, 1988. p.39.

<sup>21</sup> The following definition of Community Development is agreed by the Community Development Exchange, one of the largest nationally recognised organisations for Community Development in the UK. The Community Development Exchange has produced a working statement on community development to act as a general starting point

**development work:**

1. Valuing diversity.
2. Embedding local control.
3. Supporting local commitment.
4. Promoting equitable partnerships.
5. Defining common objectives in relation to actual needs
6. Working flexibly with change.
7. Securing sustainability.
8. Pursuing quality across the spectrum.
9. Connecting with the mainstream.<sup>22</sup>

With introduction of the New Law on local self-government (2002), that is aiming to support local development by decentralization of public policy system, Serbian local communities gained higher competences and responsibilities in achieving sustainable development.

In the previous years of crisis, Serbian local communities faced social and economic decline that were not prevented by an active community work. International organizations and NGO's initiated community development work in Serbian local communities that should be empowered enough to enable sustainable development of their communities. Later on, through examples of two Serbian local communities, Pancevo and Palilula, we will see up to which level community development work is promoted and developed.

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for individuals, groups and organisations. It is a tool that will be continually renewed and updated in the light of experience.

<sup>22</sup> UK Department for Culture, Media and Sport. Report – Policy Action Team 10. UK Department for Culture, Media and Sport, 1999. p. 8.  
[http://www.culture.gov.uk/NR/rdonlyres/ez6co4jbfwthseu57uxid373zcbouym4dov3imb7auddz2xkk6jnebrx737kkt5vm27pi7cj4cwpu73ikky2gxysmf/PAT10\\_annexb.pdf](http://www.culture.gov.uk/NR/rdonlyres/ez6co4jbfwthseu57uxid373zcbouym4dov3imb7auddz2xkk6jnebrx737kkt5vm27pi7cj4cwpu73ikky2gxysmf/PAT10_annexb.pdf), accessed on 17.12. 2005.

## II Reaching development by integrated urban public policies

World Commission on Culture and Development was founded in 1993. The reason for it was, according to Javier Perez de Cuellar: „The notion of development itself had broadened, as people realized that economic criteria alone could not provide a programme for human dignity and well-being, The search for other criteria led UNDP to elaborate the notion of human development - “a process of enlarging people’s choices” - that measures development in a broad array of capabilities, ranging from political, economic and social freedom to individual opportunities for being healthy, educated, productive, creative and enjoying self-respect and human rights. Culture was implied in this notion, and came to be evoked distinguished groups such as the Brandt Commission, the South Commission, the World Commission on Environment and Development and the Commission on Global Governance. Building cultural insights into the broader development strategies, as well as a more effective practical agenda, had to be the next step in rethinking development.” It has been concluded that: “Standard development models have paid little attention to this diversity, assuming that functional categories such as class and occupation are more important. It has become recognized, however, that many development failures and disasters stem from an inadequate recognition of cultural and ethnic complexities.”<sup>23</sup>”

World commission for culture and Development along with organizations such as UN, Council of Europe, and World Bank have recognized importance of involving culture into integrated public policies in order to reach development. Culture got leading role on global level, preserving peace and stability, creating well being and supporting sustainable development. Proceedings from the recommendation of the Rio Conference held in 1993 introduced the concept of **sustainable development**<sup>24</sup>. Agenda 21 has risen as one of the most important documents at the Rio Conference. Improvement that this document shows is that it highlights the role of „important social groups” in planning and implementing sustainable development policy. Specially marked important social groups are: women, children and youth, NGO’s, syndicates, business sector, science community and local authorities. Sustainable development concept requires citizens’ participation and developed civil

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<sup>23</sup> UNESCO. *Our Creative Diversity: Report of the World Commission on Culture and Development*. Paris: UNESCO, Summary Version July 1996. p. 8-19. <http://unesdoc.unesco.org/images/0010/001055/105586e.pdf>, accessed on 13.03. 2005.

<sup>24</sup> World Commission on Environment and Sustainability in 1987 defined sustainable development concept as meeting the needs of the present without compromising the ability of future generations to meet their needs.

society that would responsibly take participation in building the future<sup>25</sup>.

Great study of Council of Europe “In from the Margins” (1996) has shown the position of culture in Europe and its further perspectives. Recommendations for all member states in order to achieve cultural development and well being of its citizens are protection, support and promotion of wider citizens’ participation, creativity, cultural diversity and identity<sup>26</sup>. Those recommendations should be a main guidelines for local cultural policies integrated in public policies.

Growing tendency of spreading of urban areas and peoples concentration in the cities is setting a task of constant care upon their development and new challenges multiplication.

In 2000, 72.7% of European population lived in urban settlements. For 2005 it’s assumed 73.3 %, and for 2015 we can expect 75.3%. On the world basis, 49.2 % population is urban. Serbia and Montenegro in 2000 counted 51.6% and in 2005 is expected 52.3%<sup>27</sup> with constant increase on all three levels. Throughout the history, cities were established around existential recourses that increased people’s migration to the cities in industrialization period. Economy has changed also with new computer technologies introduction. Need for labour decreases and capital is distributed more for realization of spare time. New society is marked as “consumption society”. Industry of new technologies, services, entertainment and tourism became fastest growing one. People become greatest resource with their knowledge and creativity, able to run the new world order, creates and manages new markets. City habitants have bigger access to information and knowledge. Cities are economic centres that have greater possibilities for employment. Therefore, they present the main precondition for the development of a society in whole. The city may as well support a greater cultural production and consumption, and additionally secure cultural diversity. All those facts show **necessity of strategic and integrated public policy**.

In the era of globalization, mobility of capital, people, information, cities like profit centres are facing:

- Challenge of raising service industry and emerging knowledge economy<sup>28</sup>

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<sup>25</sup> Stalna konferencija gradova I opština. *Strategija lokalnog održivog razvoja – nacrt*. Beograd: Stalna konferencija gradova I opština, 2005. p.14.

<sup>26</sup> Council of Europe. *In from the Margins*. Strasbourg: Council of Europe. 1996. p. 42-47.

<sup>27</sup> Population Division of the Department of Economic and Social Affairs of the United Nations Secretariat. 2004. *World Urbanization Prospects: The 2003 Revision*. Urban and Rural Areas Dataset (POP/DB/WUP/Rev.2003/Table A.7), <http://www.un.org/esa/population/ordering.htm>. New York: United Nations. Accessed on 12. 10. 2005.

<sup>28</sup> Landry, Charles. *Imagination and Regeneration: Cultural Policy and the Future of Cities*. Strasbourg: Council of Europe, 2003.p. 8.

- Unstable and changeable global markets where maintaining competitiveness is hard to achieve
- Penetration of multinational companies in all aspects of life, from nutriment to entertainment, makes offer uniform and accessible to all
- World is becoming a global village where place of living and working don't necessarily need to match.

In such a global environment, cities, especially those in transition phases, must find a new key success factor of competitiveness that would secure their sustainability.

Serbian cities are the one that are dealing with this challenge at the moment. With the years of crisis and international isolation, Serbian cities have to find new models of their growth and positioning at the global scene.

**Cities are devoted to competition:**

- to attract business;
- to access government and international resources; and
- to keep and attract talent and people.<sup>29</sup>

Industrial cities are facing a decline of their core economy. If a city is not able to adjust to the new prosperous economy, great social problems would appear (crime, migrations, poverty).

“There is an urgent need to rethink the role of culture as we face up to the growing economic, environmental and social challenges of the new millennium because:

- Cultural resources are replacing natural resources as the primary raw material of economic growth. Where timber, iron and oil once ruled, knowledge, creativity and design are establishing themselves as the crucial sources of added value;
- Cultural routes are often the most effective way of achieving non-cultural objectives, from health promotion or education to employment and economic growth;
- Globalisation offers benefits to humanity, but unless local cultural values are recognized and allowed to adapt new ways of doing things to local circumstances, it and its consequences will

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<sup>29</sup> Ibid.

produce injustice, reaction and resistance<sup>30</sup>. “

Taking into account all mentioned above, this thesis will explore developmental potentials and cultural resources for urban regeneration of the two Serbian municipalities, Palilula and Pancevo. Pancevo is the industrial city closest to Serbian Capital, the City of Belgrade. Pancevo reached its highest potentials during the phase of industrialisation and urbanisation during 20 c. Nowadays, Pancevo faces environmental problem of pollution that seriously affects population health and attraction for living and tourism. Still, rich cultural and environmental resources present potential for its development.

On the other hand, Palilula is a semi-urban suburb municipality of the City of Belgrade. Rural-urban composition of the municipality, non-harmonized development of all its parts and non-taking into account local community needs, affected raising initiative for separation from the Palilula municipality that is enabled with the new law on local self-government.

## **2.1. Multidisciplinary and inter-sector approach toward urban development**

Having on mind already mentioned necessity for bringing integrated urban public policies, this research will explore relations of cultural sector with other sectors in its mission to deliver personal, social and economic benefits. This chapter is setting framework for further analysis on multidisciplinary and inter-sector approach towards urban development.

### **2.1.1. The personal benefits as outcomes of mutual relations of cultural, urban and educational policy**

After a long period of instrumentalist and quantify vision of city organization, new urbanism seems is turning more over a goal of revitalization of city as collective reality:

- Rehabilitation of public spaces
- Affirmation of historic city centres as places of citizens identification
- Struggle with segregation and mono-functionalism as factors of loneliness and unification

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<sup>30</sup> Matarasso, François. “Culture, economics & development.” In *Recognising Culture: A Series of Briefing Papers on Culture and Development*, F. Matarasso, ed. London: Comedia, Department of Canadian Heritage and UNESCO, 2001.p.77.

- Priority is given to public transport
- Reactivating of forgotten urban pictures
- Revitalization of the “local democracy”<sup>31</sup>.

Public spaces and infrastructure have an important effect on quality of life of inhabitants. They also present attraction for tourists and business investors. Urban quality of public spaces, cultural and entertainment infrastructure, sport infrastructure, tourist infrastructure (roads, parking, hotels, restaurants, public toilets...), are seen as cultural resources. Closer cooperation between urban and cultural policy would achieve better urban quality of life. Also, together they would in a right way take care of building a heritage protection.

There is also a question of inclusion. Urban policy has to take into account various cultures and people with special needs in order to improve individual quality of life and social integration.

Dilemma that appears in front of cultural decision-makers in this matter is **spatial developmental dilemma**<sup>32</sup>, or, how periphery relates towards city centre. Space management (of cultural sector) should enable balanced relationship between demographical, economical and cultural development. Concerning following parameters, planning of necessary cultural infrastructure and offer in order to satisfy cultural needs is done at all administrative levels (municipal, regional, province and national). Network of cultural institutions is necessary at the municipal level. This network supports the work of professional and amateur artists, satisfying needs of all settlements under municipal jurisdiction and its inhabitants. Municipality, which is closest to citizens’ level, has to enable citizens’ cultural participation for their citizens. At all other bigger territorial levels, distribution of cultural infrastructure and programs should be organized in a way to enable access towards cultural programs and support greater participation and development of personal creativity. That is also a question of decentralization that is often identified as demetropolarization of culture.<sup>33</sup>

At this stage, we should also be aware of the importance that education system has in satisfying cultural needs in the local community.

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<sup>31</sup> Supek, Rudi. Grad po mjeri coveka. Zagreb: Naprijed, 1987. p.91-92.

<sup>32</sup> Matrarasso, Francois and Charles Landry. *Balancing Act: 21 Strategic Dilemmas in Cultural Policy*. Strasbourg: Council of Europe, 1999.

<sup>33</sup> Dragičević Šešić, Milena. „Kulturni razvoj I prostorni menadžment kulturnih delatnosti.“ In *Javne kulturne politike*, M. Dragicevic Sesic, ed. Beograd: Magna Agende, 2002. p. 139-149.

“**Investments in education** systems which foster not only basic skills like literacy and numeracy, but generic skills of teamwork, communication, self-motivation, creative problem solving and so on: the arts, which are so often seen as a low educational priority, are in fact a particularly effective way of enabling young people to gain such competencies<sup>34</sup>.“ Investment in education presents one of the key elements of the creative urban environment (as it will be mentioned in the chapter 4.4.1.).

“Cultural education can be defined as formal and/or informal participation in, and/or study of, the arts and heritage activities of a particular group of people. These activities can have a real impact on students’ self-esteem and sense of belonging, as well as imparting analytical, creative and interpersonal skills—of particular value in today’s knowledge-based economy and society<sup>35</sup>.“

### **2.1.2. The economic benefits as outcomes of mutual relations of cultural and economic policy**

Culture has a special place in every society, and because of it very often it becomes so protected that this results in isolation of culture from this society. Paying attention to cultural life and position of artists - by it elitist and close system of special, very talented people with special needs – art and culture very often become a single in a one state. “Culture usually used to be seen as a part of public expenditures, and not as a part of a growing economy. Fortunately, during 80` and 90` numerous cultural economists have shown how each euro invested in culture brings 8 euros in revenues to local community. Festival economy became one of the very popular fields of investigation, and cultural research has shown at least four crucial reasons why cultural practices are important for general success of a city policy.<sup>36</sup>” Culture is in every part of the society and it can’t be excluded by any policy from other spheres of life. Vital cultural life affects peoples and economy concentration in the certain community. Social capital and quality of life present major comparative advantage of certain community.

“City marketing today (*stadtinszenierung*) creates new or revives old myths. An old myth also needs *support*, but what is more important is creation of a "positive" town image and of new town myths, in

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<sup>34</sup> **Landry, Charles.** “Culture & city economies.” In *Recognising Culture: A Series of Briefing Papers on Culture and Development*, F. Matarasso, ed. London: Comedia, Department of Canadian Heritage and UNESCO, 2001. p. 33-35.

<sup>35</sup> **Grauer, Kit Ph.D, Don Krug, Ph.D, Yohanna Loucheur & Elizabeth MacKinnon.** “Culture, education, & skills for living” In *Recognising Culture: A Series of Briefing Papers on Culture and Development*, F. Matarasso, ed. London: Comedia, Department of Canadian Heritage and UNESCO, 2001. p. 61-62.

<sup>36</sup> Dragicevic Sestic, Milena. Culture as a resource of city development. Unpublished paper for Council of Europe.

order to propagate new town economic and cultural policy leading to prosperity.<sup>37</sup> “

Inez Bogart's is noting that, city marketing becoming a significant category with the introduction of regeneration projects of development of deprived urban areas. City marketing is also introduced in order to empower the city competitiveness on the world market. This is a marketing instrument used for presenting the city, like any other product, to tourists and new investors...the main debate on culture has switched from the debates on aesthetics, ethics and social-demographic aims of culture towards its potential function. Culture is seen as the instrument of revitalization, method of city embellishment or precondition for location manipulation. According to Bogart, culture is a factor of production, capital of the culture has become a cultural capital, museums, concert halls, and parks have turned into the knowledge industry infrastructure. Bogart agrees with the former Dutch Minister of culture, who claimed that the culture is an export Vaseline. However, the author emphasizes his doubt that the culture may actually be this new instrument although there is a belief that the culture represents the “machine of urban growth”. Consequently, he says that it is still early to claim that art and culture are new instruments of urban planning and it is still early to claim that they will actually function. For example, if a washing machine brakes down, it is usually cheaper to buy a new one. This might be a destiny of urban planning and indirectly of arts and culture as well<sup>38</sup>. Inez reasonably stresses his fears toward government's notion on role of cultural. Culture, as a “way of living together” and art, as cultural reflection, are the vital part of single society. At the same time they present the identity of one society. Marketing must rise from this identity and must show its specifics and distinctiveness. Culture is flexible, but in case of abolition of certain cultural identity, we face the situation where measures such as censorship, genocide and other violating cultural and human rights are used. Dealing with identity is a sensitive issue therefore dealing with culture requires special caution. Imposing great cultural changes can produce great resistance visible through open conflicts or through obstructions as a more hidden way of resistance. In order to avoid such careless actions and extreme reactions, regeneration process and marketing must be transparent, participative, democratic and above all done strategically through integrated public policy.

The culture is giving direct influence on economic development, **economic benefits**, through profitable creative industry and cultural tourism. Those areas that depend on heritage and individual creative

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<sup>37</sup> Ibid.

<sup>38</sup> Bogarts, Inez. „Investiranje u umetnost i kulturu – oruđe revitalizacije grada.“ In *Javne kulturne politike*, M. Dragicevic Sesic, ed. Beograd: Magna Agende, 2002. p. 149-167.

potential can be fertilized with proper marketing and placement methods.

Cultural policy dilemma that influences general economic development is actually **economic-cultural dilemma**. The question that appears is whether one should stimulate development of consumption or production. It is risky for a city to decide upon the long-term consumption model of culture, on the other hand, cities should combine both strategies, thus creating interlinks between cultural production and consumption<sup>39</sup>.

Additionally, one should keep in mind that cultural sector employs people both in the creative domain and in other sectors that accompany cultural sector. At this point, **cultural-political dilemma** rises: what should be funded, institutions that provide long-term activities or innovations/programmes and projects.

**Table 2. Cultural programs vs. Capital investment**

	<b>Capital investment</b>	<b>Programmes</b>
<b>Costs</b>	High	Low
<b>Response</b>	Long-term	Quick
<b>Beneficiaries</b>	Construction industry	Inhabitants
<b>Flexibility</b>	Low	High

### **2.1.3. The social benefits as outcomes of mutual relations of cultural and social policy**

World Commission on Culture and Development **choose to view culture as “ways of living together<sup>40</sup>”**. In this way, cultural policy, besides developing personal benefits, has a strong influence on development of social ties, relations and generally social capital through creation of social cohesion and quality of life; in that way it fulfils **social development benefits**.

Helen Gould highlighted role of culture in building the social capital: “Social capital is a community’s human wealth—the sum total of its skills, knowledge and partnerships. It is a powerful motor for sustainable development because it harnesses local capacity, indigenous knowledge and self-reliance rather than depending on external inputs. Culture builds and holds the human resources of

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<sup>39</sup> Dragičević Šešić, Milena. „Stvaranje mita o gradu i politika spektakla.“ In *Javne kulturne politike*, M. Dragicevic Sestic, ed. Beograd: Magna Agende, 2002. p. 173-189.

<sup>40</sup> UNESCO. *Our Creative Diversity: Report of the World Commission on Culture and Development*. Paris: UNESCO, Summary Version July 1996. p.14. <http://unesdoc.unesco.org/images/0010/001055/105586e.pdf>

communities. Like a computer's operating system, it influences how we function and particularly how we respond to change. Culture generates assets—skills, products, expression and insight—which contribute to the social and economic wellbeing of the community. Cultural activity can also drive transformation: it educates, generates skills and confidence, connects people and cements new partnerships.<sup>41</sup>”

As the Global HDR (2004) argues, if the world is to reach the Millennium Development Goals<sup>42</sup> (hereinafter MDGs) and ultimately eradicate poverty, it must first successfully confront the challenge of how to build inclusive, culturally diverse societies. It is argued that cultural diversity is an essential component of today's world in which specified standards of behaviour must be observed. These standards have been laid down by numerous international treaties and agreements. They primarily protect the person as an individual by establishing the minimum rights that he must exercise without interference, thus being able to develop freely. The principles, such as: a commitment to the protection of one's life, freedom and personal integrity, religion and language must not be violated out of respect for another culture<sup>43</sup>.

“When parties in conflict are more or less equal in social power, **community cultural-development methods** can evoke and illuminate multiple coexisting realities, overcoming stereotyping, objectification and other polarizing habits of mind. Appreciation for valuable distinctions and deep commonalities can emerge from reciprocal communication through arts media, as participants begin to perceive common interests and possible compromises where they previously saw only intractable differences... In community development work, community artists, singly or in teams, place their artistic and organizing skills at the service of the emancipation and development of an identified community, be it one of proximity (e.g., a neighbourhood or small town), interest (e.g., shipyard workers, victims of environmental racism) or any other affinity (e.g., Latino teenagers, the denizens of a senior centre). While there is a great potential for individual learning and development within the scope of this work, it is community focused, aimed at groups rather than individuals, so that issues affecting individuals are always considered in relation to group awareness and group interests.<sup>44</sup>”

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<sup>41</sup> Gould, Helen. “Culture & social capital.” In *Recognising Culture: A Series of Briefing Papers on Culture and Development*, F. Matarasso, ed. London: Comedia, Department of Canadian Heritage and UNESCO, 2001. p. 70-74.

<sup>42</sup> The MDGs aim to: Eradicate extreme poverty and hunger, Achieve universal primary education, Promote gender equality, Reduce child mortality, Improve maternal health, Combat HIV/AIDS, tuberculosis and other diseases, Ensure environmental sustainability, Develop a global partnership for development.

<sup>43</sup> UNDP. Human Development Report Serbia 2005: The Strength of Diversity. Beograd: UNDP, 2005.

<sup>44</sup> Adams, Don and Arlene Goldbard. *Creative Community: the Art of Cultural Development*. New York: The

In this way art and culture may serve as intercultural mediators establishing intercultural communication and dialogue.

Closely related to this domain is still actual dilemma: **cultural democracy or democratization of culture**. Cultural democracy is seen to reflect a “top-down” dispensation of elitist cultural values developed in the context of time and class, and which neglected or dismissed many forms of cultural expression and identity. Cultural democracy, which is concerned with increasing access to the means of cultural production, distribution and analysis alongside those of consumption, has subsequently vied for primacy with that of the democratization of culture.<sup>45</sup> General point of view is that democratization of culture should be promoted, but our cultural practice is still facing with cultural democracy that is not the only solution for fulfilment of cultural needs. This is the aspect that is connecting cultural policy with social inclusion.

## **2.2. Bottom-up approach toward urban development**

### **2.2.1. Citizens participation in decision-making process**

The Millennium Development Goals do not capture entirely all the crucial dimensions of human development. In particular, they do not mention expanding people’s participation in the decisions that affect their lives or increasing their civil and political freedoms, which are essential for promoting multiculturalism and cultural diversity. **Participation**<sup>46</sup>, **democracy and human rights** are, however, important elements of the Millennium Declaration which includes – in addition to the eight MDGs – six commitments for promoting human rights, democracy and good governance<sup>47</sup>.

It means that society has to provide conditions for securing safety and protection of human rights, respect of cultural rights and free expression of identity, active participation in society, personal affirmation and progress, development of human and creative potentials.

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Rockefeller Foundation, 2001.

<sup>45</sup> Matrarasso, Francois, Landry Charles, *Balancing Act: 21 Strategic Dilemmas in Cultural Policy*. Strasbourg: Council of Europe, 1999.

<sup>46</sup> **Participation** - facilitating democratic involvement by people in the issues which affect their lives based on full citizenship, autonomy, and shared power, skills, knowledge and experience. Council of Europe. *In from the Margins*. Strasbourg: Council of Europe. 1996.

<sup>47</sup> UNDP. *Human Development Report Serbia 2005: The Strength of Diversity*. Beograd: UNDP, 2005.

EU is promoting introduction of regionalization and decentralization as a way to provide greater citizens participation in decision-making process and practicing of their rights. European states are decentralizing their governments on the level of regional administration. Those **regions** are mostly based on specific historical and cultural traditions. Also, they have different economy and environmental potentials. It makes some of them more or less developed, and more or less preferable. EU supports harmonized development in all regions. Local and regional development question also include the problem of investments. Investment dilemma is concentrated around sectorial or regional investments as a way to secure their fair and efficient use. The aim is to bring citizens closer to decision-making process and empower them to take active and responsible role in development process. Public policy needs to establish mechanisms for active citizens' participation in decision-making process as well to support citizens associations and civil initiatives.

Development must be observed equal to participation. Projects objectives must be agreed by all the beneficiaries, and this agreement should be manifested through their active participation—at every stage from conception through execution to evaluation and at all levels, in decision making, and in the investment of time, labour, money or other resources. Participation should be seen as a way to increase responsibility and a way to empower the people included in it. Indeed, a cultural approach to development requires a progressive shift from various forms of participation towards partnership. These concerns are evidently closely linked to the concept of ownership: a programme will be more sustainable in the long-term if the recipients are willing to commit themselves to its projects. A bottom-up approach to planning and implementation throughout the project cycle is therefore crucial<sup>48</sup>.

J. A. Simpson defined **socio-cultural animation** as “stimulus to the mental, physical and affective life in a given area or community which moves people to undertake a range of experiences through which they find a greater degree of self-realization, self-expression and awareness of belonging to a society over which they can exercise an influence, and in the affairs of which they are impelled to participate.<sup>49</sup>” It is an instrument of active citizenship.

In the further analysis, we will see how much Serbian cultural sector, through socio-cultural animation, supports active citizenship and community development work.

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<sup>48</sup> Matarasso, Francois, ed. *Recognising Culture: A Series of Briefing Papers on Culture and Development*. London: Comedia, Department of Canadian Heritage and UNESCO, 2001. p.79.

<sup>49</sup> Council of Europe. *In from the Margins*. Strasbourg: Council of Europe. 1996.

### **2.2.2. Key actors in urban regeneration process and cultural policy**

Key actors which should be included in setting up an integrated urban public policy are:

- Public administration and elected power,
- Business community, and
- Civil society representatives.

Within them, cultural sector should have leading role in visioning process of development of a local community. Cultural sector should act as a mediator among all interested parties along with citizens during urban regeneration process. In the process, should be included especially the representatives of the sector of education, urbanism, territorial planning, environment, tourism, sports, media, etc.

Starting from the interests of an individual, all those actors should find common developmental vision and goal that would join them in order to achieve its fulfilment. Partnerships are seen as the only way to secure sustainability of the regeneration process. Each partnership may decide upon the membership, structure and processes most suited to its needs, style and purpose. It is preferable if partnership has members from public, private and voluntary sectors.

#### **A proactive partnership of integrated public and cultural policy requires:**

- Raising awareness with an promotion of desirable values and laying foundations
- Appropriate expertise with setting teams and leaders on their expertise using open competition
- Mapping potentials, resources and cultural landscape
- Inter-departmental partnerships institutionalizing cooperation with other sectors and strategic activities
- Resources
- Precedents and models finding most suitable for action
- Cultural strategy
- Balancing capital development and activity
- Cultural Development Partnership setting up wider partnerships coordinated with an independent body
- Monitoring and evaluation
- Transparency and fairness
- Recording and documentation

Regeneration must be controlled and well framed project (in all terms: time, money, resources) for canalizing energy with results that can be seen and measured. That is why outputs and outcomes are equally important in evaluation process. *“Outcomes are more likely to reflect the real purpose of a regeneration scheme or project, but outputs are easier to demonstrate.”<sup>50</sup>*

### **2.3. Key resources and potentials for urban regeneration process**

Local specifics and characteristics are starting point for planning development and setting sustainable vision of future. Diversity of resources and potentials requires multidisciplinary approach and integrated urban public policy. Key resources and potentials that should be taken into account in the process of urban regeneration will be marked here.

**Population characteristics** are the one to show ability of human resources to take up changing process. It is important to take into account population structure with main characteristics as: number, ethnicity, ageing structure, educational structure, working active population. Those figures show population capacities and trends for future development. It's necessary to notice all possible human obstacles toward development and pro-actively act on them. Nevertheless, its still expected and desirable to take up actions on community development work.

**Economic structure**, traditional as well as growing industries and businesses needs to be encounter as they are the one to secure economic prosperity of community. Regeneration programs are run mainly in areas where main industry is in decline and where is necessary to recover or find new economic potential. Changing of economies requires flexible economic structures that could more easily adjust to new market requirements. Establishment of Small and Medium Enterprises (SME's) is seen as a good instrument for balancing economic structures.

**Cultural resources and infrastructure** will be specially examined in this paper. All of cultural

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<sup>50</sup> Hoyle, Susan. Urban Regeneration in Britain - Creativity, Innovation and Quality. London: Foreign and Commonwealth Office. 1999. p.26. The **outputs** are easier to measure. They consist of individual measurable products and results – number of new jobs created, houses improved, businesses started aand so on. **Outcomes** are expressed in strategic statements of impact and effect – the increase in employability of the local population, in its self-confidence, a fall in crime and fear of crime...

resources will be presented as achieved *cultural capital*<sup>51</sup> within community. In consideration will be taken:

- Heritage
- Traditional habits and values
- Natural environment
- Urban quality
- Quality and specificity of artefacts produced
- Educational institution and services
- Human resources: high level of educated professionals in different fields, entrepreneurial spirit, different skills and knowledge, wide range of hobbies and association of citizens, developed civil society

**Civil sector** is of special importance for urban regeneration process and securing sustainable development. Active citizens' organizations and culture of volunteering are important for **involving local people** from the start if a project is to succeed. Everyone needs to share a vision for the project, and agree on clear targets<sup>52</sup>.

#### **2.4. Modelling of integrative city policy strategies**

Urban regeneration process requires strategic and integrative public policy towards achievement of common vision of future and development. Often this process requires change of the image of the city, both internally and externally. This change of city image may happen not just, because it is "bad" but also because it is outdated and is not valid anymore. The identity depends on the main city resources mentioned above. Dragicevic-Sesic stresses some main types of the city identity, such as: Capital city, Administrative (regional) centre, University city, Commercial city, Crossroad city, Industrial city, Post-industrial city, Mining city, Tourist city, Sport resort city, Historical city Cultural capital, Sacral city Frontier/border city, Multicultural city, Post-multicultural city – divided city, etc. City policy has to take care of identity change and be able to predict further changes that can affect city image. Successful city policy is able to control this process in desirable and most productive way for the city. Given that the city policy deals with the issue of identity, cultural policy should be incorporated and

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<sup>51</sup> Gould, Helen. "Culture & social capital." In *Recognising Culture: A Series of Briefing Papers on Culture and Development*, F. Matarasso, ed. London: Comedia, Department of Canadian Heritage and UNESCO, 2001. p. 70-74.

<sup>52</sup> Hoyle, Susan. *Urban Regeneration in Britain - Creativity, Innovation and Quality*. London: Foreign and Commonwealth Office. 1999. p. 5-17.

even lead this process. Cultural policy should be developed from three standpoints:

- as a part of integral development policy of the city
- as an effort of improving management of cultural system (from production to participation)
- as an attempt to change the image of the city (city marketing)<sup>53</sup>.

Good choice of relevant integrative strategies is a key objective in modelling development. Sestic proposes set of possible **cultural developmental strategies**<sup>54</sup> that combined well and time framed framework could lead the city towards prosperity:

**a) Competitive profiling strategies:**

- Positioning of cultural policy and development of recognizability
- Diversification of programs and actions
- Intersectoral strategy – use of diversified resources
- Increasing the volume of production and services – economic growth
- Support to private entrepreneurialship
- Social inclusion through participation and audience development

**b) Quality achievement strategies:**

- Support to quality development – achievement of excellence in certain art branch
- Strategy of harmonization with professional standards of operation
- Education and knowledge transfer

**c) Linkage strategies:**

- Orientation towards partnership/co-productions
- Networking
- Internationalization
- Decentralization of activities – urban – rural, peripheries

After making analysis, we will suggest positive integrative city policy strategies, different for Pancevo and Palilula.

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<sup>53</sup> Dragicevic Sestic, Milena. Culture as a resource of city development. Unpublished paper for Council of Europe.

<sup>54</sup> Ibid.

### III Urban regeneration and cultural policy in the UK

UK has been passing this transitional phase, from social democratic towards liberal market economy, during Margaret Tachers' position as prime minister (1979-1990). At that time UK urban communities were dealing with a problem of urban decline. The UK introduced a new model of development – Urban regeneration, as a synergic multidisciplinary approach to development, based on integrated urban public policies and partnerships, which enables the empowerment of single individuals. In this chapter the UK urban regeneration model will be presented, due to the fact that it was successfully practised for more than a decade in the UK. In this process of regeneration, culture played a significant role. The UK cultural model is remarkably different from the Serbian model, especially considering the fact that it developed an integrated and systematic model based on urban policies. Years of practice and improvements of cultural policy instruments and methodologies showed results that will be an inspiration for Serbian local cultural policies.

#### 3.1. Regeneration targeting: Social inclusion as centre of developmental policy

During 80'es UK faced with a great decline of their cities. Almost 90 per cent of Britain population lives in urban areas. The most important aspects of deprivation they faced were **poverty and unemployment**. The problem was multiple deprivation consisted of complex inter-linked factors which were produced **by poor quality of life and social exclusion**. UK realized that regeneration needed to be targeted **at very local level** – and in some cases focused on particular excluded groups, where deprivation tends to hit hardest of all. Urban regeneration policy in Britain promoted **economic development and social cohesion** in deprived urban areas and among socially excluded groups, trough integrated local regeneration schemes co-ordinate at regional level. At very beginning they recognized importance **of involving local people** from the start if a project is to succeed. Everyone needed to share a vision for the project, and agree on clear targets. Also necessary was achieving long-term strategy for the neighbourhood, covering agreed economic, social, physical, environmental and cultural needs. Results needed to be monitored against the targets and partnerships played the crucial role in regeneration process. Lord Rogers said in his Government-commissioned *report Towards an Urban Renaissance 1999*, success will mean a **change of culture – through education, debate, information and participation.** **”It is about skills, beliefs and values, not just policies.”**<sup>55</sup> In order to achieve this

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Hoyle, Susan. Urban Regeneration in Britain - Creativity, Innovation and Quality. London: Foreign and

it is important to introduce **cultural activities in local communities that are**: enhancing social cohesion, improving local image, reducing offending behaviour, promoting interest in the local environment, developing self-confidence, building private and public sector partnerships, exploring identities, enhancing organizational capacity, supporting independence, exploring visions of the future<sup>56</sup>.

We may agree that in this process of British regeneration culture actually played the leading role. In this way culture becomes pre-condition same as the goal of development. Expelling cultural values out of this process, the same neglected culture would in a way obstruct this process. In this way culture proved its role from global to very local level.

### **3.2. Running regeneration process in the UK**

Regeneration in UK was run through regional policies had that been coordinated through **UK Parliament**, Scottish Parliament, Assemblies in Wales and Northern Ireland Urban regeneration Group.

In England, **The department of the Environment, Transport and the Regions (DETR)** is the leading Government department for urban regeneration, developing policy for domestic and European regeneration programme – **Single Regeneration Budget and English Partnerships**. English Partnerships is the Government's regeneration agency, and is the first stop for many people seeking to invest in England. The complexities of social exclusion policy led to the setting up of the **Social Exclusion Unit (SEU)**, part of the Prime Minister's Policy Unit. In England, the Government Offices for the Regions coordinate the Government's regional policies. There will be: **Regional Development Agencies** (administrated SRB, regional work of New Deal for Communities and played a leading role in the European Structural Funds) and **Regional Development Plans**. Local authorities, with national government as a key partner, identified key programmes – housing, education, welfare, health, community safety, transport, planning, education and training, and economic development – and the people and resources needed to deliver their vision over the next five to ten years.

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Commonwealth Office. 1999. p. 5-17.

<sup>56</sup> Landry, Charles, Lesley Greene, Francois Matarasso and Franco Bianchini. *The Art of Regeneration: Urban Renewal Through Cultural Activity*. London: Comedia. 1996. p. 37-47.

**The Sustainable Communities Plan** is at the heart of the Government's commitment to transform British communities and improve the quality of life for everyone. The three **Northern Regional Development Agencies (RDAs)** – Yorkshire Forward, One North East and the NorthWest Development Agency - were asked to lead the preparation of a **Growth Strategy**. Central government requires Local Strategic Partnerships to agree upon the 'strategic direction' for the city. **Local Public Service Agreements (LPSA)** are voluntary partnership agreements between the City Council and the Government. **The Core Cities** are a group of eight major cities in England - Birmingham, Bristol, Leeds, Liverpool, Manchester, Newcastle, Nottingham and Sheffield. Together they share a common agenda to work in partnership with Government and key stakeholders to promote and strengthen Core Cities as drivers of regional and national competitiveness and prosperity, with the aim of creating internationally competitive regions.

**Neighbourhood Management** is central to the Government's strategy for reinvigorating deprived communities 'A New Commitment to Neighbourhood Renewal' which focuses on co-coordinating services around the needs of individual neighbourhoods. The neighbourhood management model provides a practical tool for delivering the necessary changes. It is, in fact, a systematic approach to tackling local problems. Interventions are providing a link between governance, strategy and delivery to develop sustainability.

The important role in British regeneration projects played two of European Union's Structural Funds – The European Regional Development Fund and the European Social Fund. They rarely contributed more than half the cost of a project, and they are worth about £1 billion a year in England.

### **3.3. UK cultural policy and urban regeneration**

In order to present UK cultural policy model, most of the data is used from Compendium of Cultural Policies and Trends in Europe<sup>57</sup>.

In the UK there is a **Parliamentary Select Committee for Culture, Media and Sport**, while **The Department for Culture, Media and Sport (DCMS)** implements government policy and administers

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<sup>57</sup> Council of Europe/ERICarts, *Compendium of Cultural Policies and Trends in Europe, 7th edition*. Strasbourg: Council of Europe 2006.

government grants to national museums and art galleries in England, Arts Council England, the UK Film Council, the British Library and other national culture and heritage bodies. Its other responsibilities include the regulation of the film and music industries, broadcasting and the media, the National Lottery, gambling and the export licensing of cultural objects. DCMS is headed by a Secretary of State, who is assisted by a Minister of State and two Parliamentary Under-Secretaries of State. In May 2005, new Ministerial responsibilities within DCMS were announced: the Secretary of State has overall responsibility for departmental strategy. For culture, this includes the creative economy, BBC Charter review and digital switchover and international policy. The Minister for Culture covers arts, heritage, museums, galleries and libraries while the Minister for Media and Tourism is responsible for broadcasting, creative industries (including film and music), tourism and licensing.

Then, in 1994, a fundamental decision was taken to devolve the Arts Council of Great Britain's responsibilities and functions to three new separate bodies: the Arts Council of England, the Scottish Arts Council and the Arts Council of Wales. Each nation therefore runs its own affairs in relation to arts funding. In April 2002 the Arts Council of England and the Regional Arts Boards were legally established as a single arts development agency for England. In February 2003 the organization announced its new identity and slightly changed its name to: **Arts Council England**.

The UK Government (Westminster) passed legislation in recent years establishing **Regional Cultural Consortia** in the nine standard planning regions of England to achieve greater co-ordination of policies and support for culture between government agencies and funding programmes (strategies for culture in London are the responsibility of the Greater London Assembly). In 2002, DCMS initiated the **Regional Cultural Data Framework** project to build a practical tool for gathering data on the sectors broadly covered by DCMS at a regional level for use by a wide range of practitioners. This comprehensive consultation process led to the development of the DCMS Evidence Toolkit (DET) - an online interactive web based toolkit for accessing and using information about the cultural sector.

**Local authorities** are empowered in all four countries in the UK to support culture and are also now obliged to develop local cultural strategies to improve the quality of life. Synergies between central government cultural priorities and local government actions are encouraged through ministerial guidelines. Local Area Agreements are 3 year agreements setting out the priorities for a local area, agreed between the local area (local authority, Local Strategic Partnership and other key partners) and the government. There is also The National Association of Local Government Arts Officers

(NALGAO).

A significant development was the introduction of the National Lottery in the mid 1990s which brought a major new income stream for the cultural sector (approx. 28% of money spent on lottery tickets and scratch cards goes to the National Lottery Distribution Fund).

In all parts of the UK spending on culture operates on an "arm's length" basis, through a number of **Non-Departmental Public Bodies (NDPBs)**. There have been significant structural changes to Non-Departmental Public Bodies in England in recent years including, for example, the creation of the Museums, Libraries and Archives Council, and a new Commission for Architecture and the Built Environment (CABE) that was established to promote better quality building and urban design. Non-Departmental Public Bodies working in England, or covering the UK as a whole, receive funding directly from DCMS. This is now done for three years at a time, to allow bodies more freedom in planning ahead. Funding agreements, which are publicly available, set out the aims, objectives and targets that each NDPB has agreed with DCMS. Some "public bodies", including the four Arts Councils and the UK Film Council, also act as distributors of National Lottery funds. Following its creation in 2000, one of the UK Film Council's first moves was to set up the Regional Investment Fund for England (RIFE) to increase investment for film directly in the English regions. This, in turn, led to the creation of the Regional Screen Agencies (RSAs) in England, which have subsequently engaged in a new set of partnerships with other stakeholders in film.

**The fundamental aim of UK cultural policy** is to make the best things in life available to the largest possible number of people.

### **3.4. Inter-ministerial and intergovernmental co-operation**

The UK Government is committed to ensuring greater co-ordination between government departments and between tiers of governance to ensure effective delivery of policy.

#### **3.4.1. The personal benefits as outcomes of mutual relations of cultural and educational policy**

Unemployment was recognized as a major factor in social exclusion, and there is a number of New Deal programmes aimed at helping people into work. Life-long learning was promoted as basis of

national educational policy, with the aim to improve standards and basic skills. Because of special characteristics of Arts, it has special place in educational system, but also in many social programmes. Arts engage **people's creativity, enable dialogue**, encourage **questioning**, and offer self-expression, which is an essential characteristic of the **active citizen**. They are unpredictable, exciting and fun<sup>58</sup>.

DCMS works closely with the Department for Education and Skills. DCMS has also developed a number of arts education initiatives, which are delivered by Arts Council England. Under a major programme called **Creative Partnerships**, DCMS is investing GBP 110 million over four years to develop sustained partnerships between schools and the widest possible range of cultural and creative organisations. The aim is to give young people the opportunity to work with artists and other creative professionals to develop their learning, creative skills, knowledge and critical appreciation.

### **3.4.2. The social benefits as outcomes of mutual relations of cultural and social policy**

**The Social Exclusion Unit** of the UK Government set up a series of Policy Action Teams to recommend how policies in different areas of government responsibility could address deprivation and disadvantage caused by social exclusion. One of these, Policy Action Team 10, was asked to consider how to maximize the impact on poor neighbourhoods of government spending and policies on culture and leisure, and also to identify best practice in using arts, sport and leisure to engage people living in deprived areas, particularly those who may feel most excluded, such as disaffected young people and people from ethnic minority groups.

### **3.4.3. The economic benefits as outcomes of mutual relations of cultural and economic policy**

In 1997, the Prime Minister established a Creative Industries<sup>59</sup> Task Force. Its primary roles were to raise awareness of the economic value of the industries, highlight the issues they faced, and to make recommendations for change. The Task Force first measured the economic importance of the creative

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<sup>58</sup> Landry, Charles, Lesley Greene, Francois Matarasso and Franco Bianchini. *The Art of Regeneration: Urban Renewal Through Cultural Activity*. London: Comedia. 1996. p.37-47.

<sup>59</sup> The Task Force agreed on a working definition for these industries as those activities which have their origin in individual creativity, skill and talent and which have a potential for wealth and job creation through the generation and exploitation of intellectual property. The emphasis, therefore, was on the creator and the ability to exploit their originality. In terms of coverage, the creative industries were taken to include advertising, architecture, the art and antiques market, crafts, designer fashion, interactive leisure software, music, performing arts, publishing, software, television and radio.

industries. The *Creative Industries Mapping Document*, first published in 1998 and updated in 2001, showed that not only were the industries a key economic contributor, but that they demonstrated faster than average growth potential. Against a backdrop in which manufacturing, the service sector and local government employment were all in decline, this was an area showing strong growth and the source of many of tomorrow's often highly skilled jobs. The *Mapping Document* also identified key issues affecting all the creative industries: skills and training; finance; intellectual property rights; and exporting. A range of measures was taken involving several government departments and players from the creative industries. Work is being carried out by the **Creative Industries Higher and Further Education Forum** to map and connect the various developments within academia relevant to skills and knowledge transfer agendas. Formed in May 2004, Creative & Cultural Skills is the Sector Skills Council for Advertising, Crafts, Cultural Heritage, Design, Music, Performing, Literary and Visual Arts. It is an industry led organisation that intends to influence the supply of education and skills across the UK.

Creative Industries Export Promotion Group, set up by the UK Government in 1999 UKTI (UK Trade and Investment), formerly known as Trade Partners UK and Invest UK, which is part of the government's trade initiative, is targeting its services more effectively at the creative industries and offers training courses, as well as sponsoring inward and outward trade missions. The London Development Agency was set up the Mayor's Commission in 2002 to look at the major issues affecting the sector and ways to support it leading to a major new initiative to showcase and boost London's creative industries.

All the English regional development agencies and the devolved administrations have recognized the importance of the creative industries to regional economies. A key feature of the creative industries initiative has been to bring together, in partnership, the public and private sector.

**Arts & Business organization** runs a number of programmes that develop partnerships between culture and commerce:

- The Skills Bank, helps business volunteers share their professional skills with arts organisations.
- The Board Bank helps arts companies to recruit board members from business.
- Arts@Work encourages partnerships that bring the skills, techniques and values of the arts into the workplace.

- Arts & Business New Partners is an investment programme that facilitates the injection of business sector finance into projects that encourage commerce and industry to try something new with the arts sector.

### **3.5. Regeneration of urban areas: Case study of the regeneration of Gateshead and Newcastle upon Tyne**

Gateshead is a large semi rural area, a former coal mining town and a dormitory for industrial and managerial workers. Newcastle upon Tyne is a distinct urban city and contains many important civic and commercial buildings. Together they have been facing economic decline. Together they have been developing regeneration strategies in partnership with various public and private sector actors to reverse this decline. Both are using culture and the creative industries to attract capital investment and development funds. Newcastle and Gateshead are currently reviewing their **Unitary Development Plans (UDPs)**, the statutory planning documents for the two Partners<sup>60</sup>.

Gateshead and Newcastle have both benefited from **a number of regeneration programmes** funded from sources including Government departments and the EU. These have previously involved the creation of a number of SRB partnerships. Both Gateshead and Newcastle receive Neighbourhood Renewal Fund, until at least 2006, a change of emphasis from area-based initiatives to a wider, more strategic focus on tackling deprivation. In the early 1990s, the East Quayside Regeneration Project was developed and included two large scale activities: the conversion of the Baltic Flour Mill into the Baltic Centre for Contemporary Art and the creation of a world class Music Centre Gateshead. Total investment was £270m. Project included leisure complex with a multiplex cinema and hotel. Baltic project estimated generation of 500 jobs, £5 million for the local economy every year and attraction of 345000 visitors annually<sup>61</sup>.

Grainger Town, the historic city centre of Newcastle upon Tyne was built up in 1830s. They have recognized cultural heritage as a development potential. Cultural heritage can stand as a **memory** of great things achieved. Cultural institutions and activities provide **meaning and purpose, they are** inextricably linked to **innovation and creativity**, they create **image of a place**. That's why culture's role in **tourism** is a key. The cultural industries are claimed to be the fourth or fifth fastest **growing**

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<sup>60</sup> Cliche Danielle, Ritva Mitchell and Andreas Wiesand, ed. *Creative Europe*. Bonn: ERICarts, 2002. p. 244-249.

<sup>61</sup> <http://www.englishpartnerships.co.uk/>, accessed on 22.03. 2006.

**sector** in the world's developed economy after financial services, information technology, pharmaceuticals and bio-engineering and tourism. Cultural activities and the creative industries have **social impact**; they use particular approaches to **problem solving, based on project and team working**, which are interdisciplinary, collaborative, often experimental and risk-taking<sup>62</sup>. The area has since been boosted by artist lead regeneration projects and by local authority support for property development. This so called “Red Box Development” includes restaurants; retail space and artist run studios. This is one successful example of Art&Business joined development that for the main goal has to improve position of artists through creative sector concentration in deprived urban areas, creating a space for artists and their families to live, work, exhibit, perform and sell their works. In attachment infrastructure there are artistic supply shops, cafes and restaurants. Those centres become magnets of cultural and urban life. Usually the used space is deprived building infrastructure that presents greater expenditure for local community to destroy it (abandon industry or so) than to invest in cultural production and life. Such a investment surely must pass feasibility study that includes market analysis, space and ownership analysis, same as financial one. Caution has to be present in sense that usually those projects effect growing real-estate prices that some times is not a favourable intention.

With funding from Single Regeneration Budget and European Social Fund, the local University of Northumbria conducted “**training needs analysis**” and began to offer a rang of specialized courses including business start up workshops, mentoring schemes and a post-graduate diploma in arts and cultural management. University works in co-operation with several private and public actors. As 20% of the population of the city is students, smaller scale projects probably improved conditions for graduates who are now staying to set up their up cultural businesses and artistic spaces<sup>63</sup>.

Gateshead strategy was building large –scale arts infrastructure, while Newcastle supported cultural businesses, research and training activities. Main activity was enhancing artistic supply through infrastructure provisions for promoting city integration, image, and identity. This all was linked to overall urban development projects. They have been using huge art infrastructure projects for integrating the two cities, supporting art and business projects by research, training, and learning initiatives, linking local projects to national and European ones. Result was an effective but also expensive “model” of using public arts infrastructure investments and parallel private investments for

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<sup>62</sup> Landry, Charles. *Imagination and Regeneration: Cultural Policy and the Future of Cities*. Strasbourg: Council of Europe, 2003. p. 10-12.

<sup>63</sup> Cliche Danielle, Ritva Mitchell and Andreas Wiesand, ed. *Creative Europe*. Bonn: ERICarts, 2002. p. 244-249.

well planned and supported business and economic spin-off effects<sup>64</sup>.

In 1999, the Gateshead Metropolitan Borough Council and the Newcastle upon Tyne City Council joined forces via the public-private development agency, the “Newcastle upon Tyne-Gateshead Initiative”. In 2000, initiative created research consortium or network among six regional universities in the north with other organizations conducting cultural research, measuring future economic, and social, cultural and educational impact.

Impact research in cultural investment is very demanding and expensive. Due to its specifics that can't be materially presented, this kind of research has to be accompanied with deeper sociological research that needs to be done on greater sample and it's rarely done. Nevertheless, this research is important to be done before the regeneration process, not just after, in order to present main directions of development and programming.

Glasgow built its regeneration program precisely on arts, museums, public spaces and tourism. In 1984 city had only 700.000 visitors, and in 1987 number rose already on 4 millions. Glasgow in 1990 succeeds in holding title of “European cultural capital” and in that way to motivate other deprived cities. **Gateshead and Newcastle upon Tyne** have been bidding to become UK-European Capital of Culture in 2008. This particular competition is getting more and more on importance, in a way that could be compared with Olympic Games and other important sport manifestations. This title enables to the city to position on European map, to promote its identity and present wanted positive image, it becomes centre of media, cultural and wider public attention, attaching tourists and establishing business contracts. This title enables city marketing and culture to raise full affirmation and chance most successfully to affect further urban development.

### 3.5.1. Newcastle

The council has a **vision** "to create a vibrant, inclusive, safe, sustainable and modern European city' and to further establish itself as a core city as well as the regional capital<sup>65</sup>. They have recognized that

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<sup>64</sup> Ibid.

<sup>65</sup> This chapter is based on information publicly available on the official Newcastle web site. <http://www.newcastle.gov.uk/>, accessed on 22.03. 2006.

they can only achieve this by promoting **inclusion and equality** to improve the quality of life for all of their communities.

Newcastle upon Tyne is home to around 269,500 people where more than a third of the population of Newcastle live in areas that are among the 10% most deprived areas in the country. Just over half of the population is female; 48.3% is male. More than one in three of the population (34.1%) is under 25 years of age, while 41,370 people (15.9%) are aged 65 and over.

Multiculturalism of Newcastle is presented with 6.9% of people that describe themselves as being of black and minority ethnic origin, together with 70.6% that describe them as Christian. The next largest faith group is Muslim with a population of 3.6%. There is also a 16% described themselves as being of no religion.

Concerning health, 21.6% of people describe themselves as having a limiting long-term illness. This was also an important factor of urban regeneration process.

**Newcastle Partnership** is the local strategic partnership for the city that was set up in May 2000. It is made up of a wide range of public, community, voluntary and private sector organisations and individuals.

**The city council has a dual role in regeneration:**

1. a local role for the provision of services to residents and other users; and
2. a Core City role within the region to drive forward the development of the regional economy and infrastructure

**Current organizational structure of City Council consists of seven Council departments:**

1. [Chief Executive's Office](#)
2. [Children's Services](#)
3. [City Service](#)
4. [Education Directorate](#)
5. [Neighbourhood Services Directorate](#)
6. [Regeneration Directorate](#)
7. [Social Services Directorate](#)

The formation of **Regeneration Directorate** was approved by Constitutional Committee in May 2004,

in order to improve strategic planning, policy development and integration across the services supporting stronger inter-sector linking. The idea is to concentrate on the delivery of actions with a clear focus on outcomes and outputs which communities recognize and value; to align resources (people, assets and money) with Council's stated priorities to ensure they are more effective and achieve greater overall impact. Directorate took an active role in establishing partnerships and support citizens participation by contributing to the community leadership role of elected members and involvement of local communities in the family of partnerships delivering regeneration.

**The Regeneration Directorate consists of 8 divisions:**

1. [City Technology Office](#)
2. [Economic & Cultural Affairs](#)
3. [Planning & Transportation](#)
4. [Policy & Programme Integration](#)
5. [Property Services](#)
6. [Public Health & Environmental Protection](#)
7. [Strategic Housing](#)
8. [Sustainable Development](#)

Important experience that Serbia can look upon is linking economic and cultural affairs in that way that they become naturally perceived which confirms important status of culture in development. Many debates and possible treats appear when it comes to high interdependence between culture and economy. Discussion deserves separate study work on this topic, but still, both of them are an integrated part of a certain society and must find a way to communicate. Although final results are jet to be acknowledged, it seems that on this level UK has at least confirmed active role of culture in a society development. Problem may lay in instrumentalisation of culture and art, but it also depends on activity of cultural sector on protection of it's specify. Still, as it's been showed previously, culture and art require special methodology and patience in seeing results. Still, one of the major arts characteristics is to be mirror and map for society. In that way cultural policy has to be sensitive and provide support for creation that has just and only this purpose that can't be filled in narrow framework useful for other sectors projects. Later on we will see how Serbia sees the role of culture in its development and where those two models could overlap and communicate.

**The Economic and Cultural Affairs Division** in Newcastle is driving the development of economic and cultural policy and delivers cultural and economic programmes, projects and services. The

Division is leading the regional, national and international policy agenda of the City Council, and manages relationships with key stakeholders such as One North East. ECA also takes lead responsibility for the management of major economic and cultural policy initiatives. Economic & Cultural Affairs is the lead for the directorate on communications and strategic liaison with member of Corporate Policy Group. The Division plays a pivotal / **lead role in terms of delivery against The Newcastle Plan for both the Culture theme and Prosperity theme.**

There is also **The Investment Plan for Community Buildings (ICPB)**, a City Strategy aimed at improving the delivery of a wide range of community services. The IPCB is a long term strategy which is informed by other relevant National and Local Strategies. The Investment Plan for Community Buildings (IPCB) envisages a network of Neighbourhood Centres across the City, from which a range of services and opportunities for participation that are available to all sections of the community.

**Newcastle Plan 2** is the new Community Strategy 2004 - 2007 for the city agreed by the members of The Newcastle Partnership after extensive consultation. There are nine themes in the Plan which contribute to a shared vision of Newcastle and describe how the city will work together to achieve the social, economic and environmental regeneration of Newcastle until 2010. The **aim is to make Newcastle one of the most culturally exciting cities in Europe.**

### **3.5.2. Gateshead**

Gateshead's ranking as the 32nd most deprived local authority area in the UK. **Social inclusion** is an also a key issue for the borough. Gateshead's often overlooked position as a borough with a large rural sector<sup>66</sup>. Gateshead is also one of the areas chosen by the Government to receive **Neighbourhood Renewal Funding** because it is amongst the top 88 most deprived local authority areas in England.

Gateshead is quickly developing a reputation as a centre of culture and now provides fertile ground for world class business. However, the transition from traditional industries to modern high-tech businesses has left considerable displacement which continues to require attention. **Gateshead Strategic Partnership** is addressing these issues and much of the work outlined for the future is embraced within Gateshead's Community Strategy.

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<sup>66</sup> Most of the data represented in this chapter are publicly available on the official Gateshead web site. <http://www.gateshead.gov.uk/>, accessed on 22.03. 2006.

The Council recognizes the importance of tackling geographically based deprivation through partnership working with local people. **Local Neighbourhood Renewal Strategy** will be developed for each area.

Previous work undertaken by the Council to address deprivation and exclusion was driven by the Single Regeneration Budget (SRB) and European Social Funding (ESF), which have specific criteria about the areas in which funding can be used. *The Neighbourhood Renewal Initiative* should enable the Council to work from a broader base and target those neighbourhoods with the most acute needs.

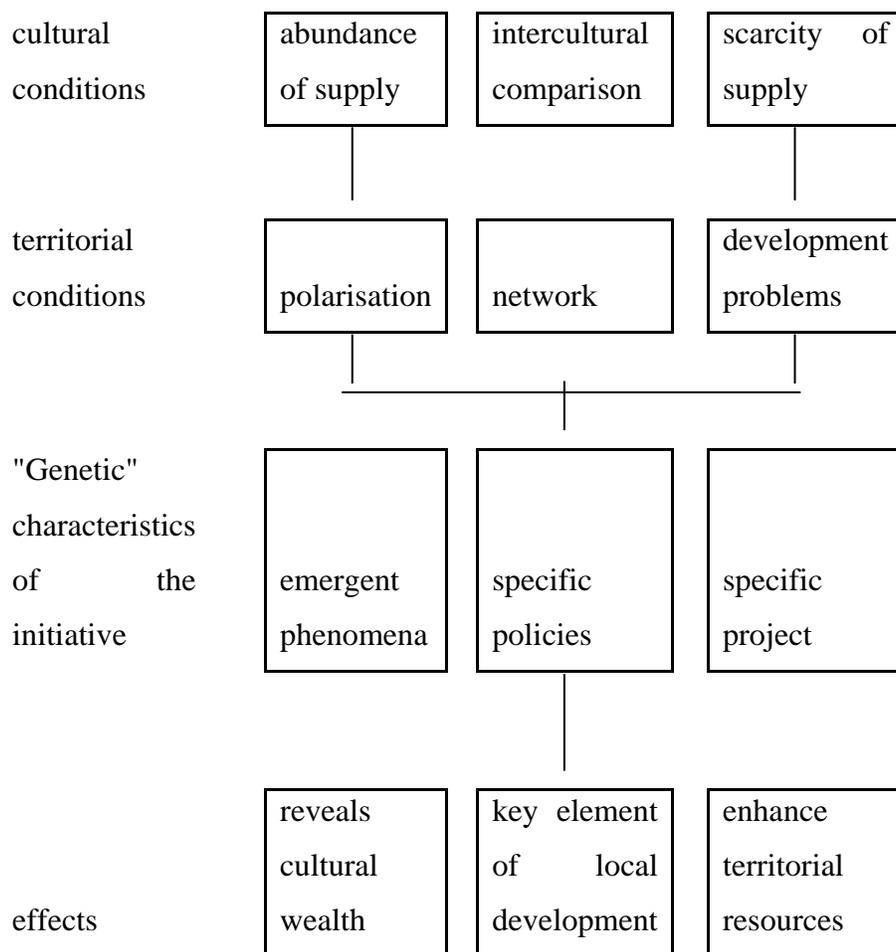
Gateshead's City Council has a different organizational structure where as a separate body acts **Arts Development Team**. Its primary role is to provide an arts development service for the people of Gateshead, covering all art forms; trying to enable local communities to develop their own activities and celebrate their own cultural spaces, promoting diversity and multiculturalism in order to achieve greater inclusion. Important aspect of their work is to achieve greater participation developing volunteering in the arts and providing support for the voluntary arts networks, empowering individuals in their skills, building self-confidence and cohesion. Arts Development Team is establishing partnerships in three main directions:

1. Sustaining a long term relationship with cultural partners in the region and advocates for the development of the **cultural industries and entrepreneurs**;
2. Running an historically acclaimed **Arts in Health Programme**;
3. Running a highly successful **Arts in Education Programme** linked to Creativity in Education initiatives, in 2003 they created a network of **Cultural and Creativity Ambassador Teachers (CCAs)** in Gateshead schools and Early Years settings to share good practice, information, develop skills and plan joint initiatives. The nominated Ambassador teachers receive information from cultural organizations via the Council's Arts Development team. The information is relayed via the post, email and a web log which is hosted by **Gateshead Grid for Learning**. To date they have 93% of Gateshead schools taking part in the scheme and 91 cultural organisations feeding information to them.

**Gateshead and Newcastle upon Tyne** by cluster analysis (table 4.) that was done by Luca Dal Pozzolo (Creative Europe 2002) for cities of Gateshead and Newcastle upon Tyne achieved preferable status that Pozzolo named it as The Gardens of Babylon – the one that exclude profuseness. They are the result of “engineering” miracles and massive investments that have created the right conditions for

both cultural and economic development. Arts and culture are not considered as separate policy sectors but they are targets of varying broader policy considerations; consider them as part and parcel of urban renewal measures, industrial policies and/or investments in infrastructures and culture industries<sup>67</sup>.

**Table 3: Gateshead and Newcastle upon Tyne by cluster analysis**



Source: Cliche Danielle, Ritva Mitchell and Andreas Wiesand, ed. *Creative Europe*. Bonn: ERICarts, 2002. p. 300-304.

Cultural conditions of the Newcastle upon Tyne may be characterised as culturally rich with abundance of indigenous supply. On the other hand, Gateshead deals with scarcity of indigenous supply, where supply is weak in comparison with the expectations. Gateshead strategy was building large –scale arts infrastructure (Baltic Centre for Contemporary Art and the creation of a world class Music Centre Gateshead), while Newcastle supported cultural businesses (Grainger Town, cultural heritage become development potential), research (network among six regional universities) and training activities. Main activity was enhancing artistic supply through infrastructure provisions for promoting city integration, image, and identity. This all was linked to overall urban development projects. They have

<sup>67</sup> Cliche Danielle, Ritva Mitchell and Andreas Wiesand, ed. *Creative Europe*. Bonn: ERICarts, 2002. p. 281-320.

been using huge art infrastructure projects for integrating the two cities, supporting art and business projects by research, training, and learning initiatives, linking local projects to national and European ones. Result was an effective but also expensive “model” of using public arts infrastructure investments and parallel private investments for well planned and supported business and economic spin-off effects<sup>68</sup>.

This is an example of great infrastructural investment that required great trust in cultural sector. Orientation of the whole society towards creative industries and support in this regard played a crucial role in bringing such a decision. Strategically run project, based on research and interlinking with other sectors, using right city marketing strategies that brought way of prestige, succeed to regenerate Newcastle and Gateshead.

### **3.6. Learned lessons from the UK example**

UK example showed that specific regeneration programmes are more flexible than the main ones, easier to target and control<sup>69</sup>. The Single Regeneration Budget provided resources to support local partnerships. 80 per cent of its money was reserved for urban regeneration schemes. The New Deal for Communities’ funds typically went to very local schemes, smaller areas than usually qualify for SRB. They could be led by schools and housing associations as well as more traditional groups.

Both of those funds required partnerships in order to be supported. Each partnership decided upon the membership, structure and processes most suited to its needs, style and purpose. It was preferable if partnership has members from public, private and voluntary sectors. There experience has shown a wide base to be typical of successful partnerships, but in many deprived areas there were **few if any active community organizations**. Schemes were therefore encouraged to devote up to 10 per cent of the Government’s funding to building the capacity of their community to support such activities.

In conclusion, UK also had a problem of passive citizens’ participation trough NGO’s, no matter it already has a tradition of citizens democracy. UK recognized importance of those organizations and supported their development in order to alive collective care spirit of community. Regeneration projects

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<sup>68</sup> Ibid.

<sup>69</sup> Most of the findings in this chapter are presented in publication: Hoyle, Susan. *Urban Regeneration in Britain - Creativity, Innovation and Quality*. London: Foreign and Commonwealth Office. 1999. p.5-17.

must gain support of all players in the process, where citizens are presented also through those organizations. Share of responsibility is the way to secure sustainability of society. UK Government in this regard supported set of programs and organizations that had a role to empower citizens to take active participation in regeneration process.

**The Training and Enterprise Councils (TECs)** in UK are private, not-for-profit companies run by a board of directors from local businesses, local authorities and education. Their purpose is to achieve sustainable economic growth and equity of opportunity by stimulating the competitiveness of local businesses and maximizing the skills and opportunities of the local workforce. They have a leading role in setting local strategic priorities for economic development. Business Links, sponsored by TECs, exist as a national network of businesses to all Government services.

The Government also recognized that the **faith communities** have a key role to play in the development of its regeneration strategies. Many of the most disadvantaged people in Britain are members of minority religions, and one of the few ways in which they can be reached and involved is through those communities. The local church, temple or mosque becomes the centre for many urban regeneration projects. The Church Urban Fund, based in England, seeks to create a more just ordering of economic life, by supporting practical, locally-inspired initiatives to help people to turn ideas into action and bring new hope to themselves and to their communities.

**Tourism** took an important part in economic development and regeneration, by stimulating employment in other sectors. Local communities could benefit from leisure, cultural and other facilities.

Regeneration schemes also recognized the specifically **gender** aspects of exclusion, and acknowledge that women's needs and experience are vital to the spirit of a community and to its ability to rise above its immediate problems. The Community Development Trust from Cruddas Park, Newcastle, found that the route to employment for men was through skills training, while for women opportunities to build self-confidence through local parenting groups were a necessary first step.

**Children** are very important to be taken in account of regeneration projects, thus: poor childcare facilities can be a major barrier to economic participation, especially by mothers, and children's needs have to be taken, as most vulnerable group that is first one to reflect social deviations and preserve

social sustainability.

**Health** of population is a strategic strand in many regeneration partnerships: regeneration can improve the health of the neighbourhood, while better health provisions can contribute to regeneration.

**The British example showed that:**

- Progress has been greatest where **substantial resources** have been targeted on particular areas for significant period of time
- A strategic policy taking account of **all aspects** of the problem, backed by a long-term commitment with sustained political priority is essential
- **Real partnerships** at all levels, with shared long-term goals and effective working practices, are the most effective structure
- Project must be people – **and community-focused**, building on strengths
- Getting the basic right – like ensuring proper **delivery of basic services** is vital before more ambitious measures are considered
- Local people must be allowed time to **develop confidence and skills in decision-making**
- The ultimate aim of any regeneration project must be **sustainability**<sup>70</sup>

UK urban regeneration method may be used as an inspiration in development of Serbian municipalities. Bringing developmental strategies based on local needs of population, involvement of citizens in decision making process and building strategic policies from the bottom-up in the UK example secured sustainable development. A strategic policy that is taking into account multidisciplinary aspect of the development through implementing wide spectrum of partnerships in the planning process proved to be the most effective structure that is backed by a long-term commitment with sustained political priority.

Very important role in successful partnership have **intermediate bodies** to the rationality of the system of governance, its transparency and its increased power. This is a mission that is closely linked to the stability and strength of civil society, the affirmation of cultural activities and an increased chance of sustainability that exceeds the visions of initial investments.

Such a complete and successful urban regeneration example must be consulted in a development

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<sup>70</sup> Hoyle, Susan. Urban Regeneration in Britain - Creativity, Innovation and Quality. London: Foreign and Commonwealth Office. 1999. p. 17-23.

process of Serbia. British example has shown the necessity of strategic overall planning and accounting all aspects of development problems. Their example of regeneration has shown us importance of inter-sector and inter-governmental action. On very beginning government have seen importance of involving citizens and local people in regeneration programmes and putting on agenda very local level of society.

Analyzing the problem we could say that generally UK regeneration was led by economic and social problems. Still, tools that had been used and total vision were cultural. UK Government worked on building a civil society, empowering people, especially socially excluded groups, taking active role in building-up their neighbourhoods, negotiating on common visions for future.

In such a state of deprived communities, government by top-down measures promoted willingness for development and empowering communities with building self-confidence and skills. UK government supported and enabled bottom-up activities by facilitating and formulizing local wishes in administrative and financial frameworks. Government made strong administrative, financial and know-how base for delivering basic services to citizens.

UK example has been chosen as the best case model. Gateshead and Newcastle upon Tyne example is chosen because of its geographical and cultural connection. Pančevo and Belgrade are similarly connected by bordering municipality of Palilula.

#### **IV Serbian socio-economic context 2001-2005**

Aspiration survey<sup>71</sup> of Serbian citizens shows three interesting tendencies important for further development of society:

- acceptance of low standard of living
- Income is not significant variable to life satisfaction
- Lack of trust in the possibility of change

These data may be alarming since they do not express the desire or strength for change, which could indicate a general apathy of the society. Considering the situation in the country, it may be assumed that this feeling is a result of broken expectations, weariness due to frequent changes and a decreased system of values, where quality of life depends on lower quality contents (TV program, popular music and low access to quality cultural programs). Due to the above mentioned, in order to start the overall regeneration process, one must inject new energy to citizens and provide some pre-conditions for development such as:

- Building public policy based on a rule of law, democracy and procedure transparency,
- Increase of value system and securing means for its satisfaction, mainly through educational and cultural system,
- Empowering the individual to take an active role in the system that would value his efforts and enable him personal affirmation.

Surveys on attitudes towards emigration<sup>72</sup> show that, a great number of people believe that they could find a better life in other countries away from Serbia. On the one side young people still put efforts in their education, and still believe that there will be a chance to find a place for themselves in Serbian society, while on the other side, in lack of self-confidence or trust in Serbian educational system, young people want to continue their education abroad and probably stay there. In conclusion, there is still a large percentage of “brain drain”, especially among young people that have the energy to change and start a new life. Therefore, this generation should be a carrier of positive social changes, because as such they are flexible to adapt to new circumstances.

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<sup>71</sup> UNDP Regional Office Belgrade. Aspiration Survey for Serbia and Montenegro 2004. Beograd. UNDP Regional Office Belgrade, May 2004. p.33

<sup>72</sup> UNDP Regional Office Belgrade. Aspiration Survey for Serbia and Montenegro 2004. Beograd. UNDP Regional Office Belgrade, May 2004. p.35.

Older generations are not strong enough to decide to begin a new life outside of Serbian borders, nor are they strong enough to adopt and even promote changes in their own country. Therefore, this generation needs to be empowered and protected in this process of transition. After all, low economic standard, unemployment and feeling of insecurity promote this lack of energy.

Years of isolation from European streams have created a fear of the unknown and led to reduction of their choices to either-or. Serbian chance to join the EU should secure the level of development that would reduce massive migrations abroad and provide conditions for sustainable country development.

Lack of consensus on joining the EU is slowing the integration process. It is necessary to remind the population constantly about the importance of this process. There is an economically reasonable fear that entering the EU as an underdeveloped country could produce negative effects on further national affirmation and development. The question of nation, or to name it “culture”, is becoming one of the key pre-conditions of development.

Macroeconomic stabilization, along with legal amendments, primarily in the tax system, brought about a marked improvement of the investment climate in the country. The share of foreign investments in the GDP increased from 9.3 per cent in 2001 to 15.8 per cent in 2004. The share of foreign direct investments in the GDP increased from 1.5 per cent in 2001 to 3.7 per cent in 2004. This accounted for a continued increase of the rate of the economic growth. Compared with 2000, the GDP in 2004 increased 2.4 times. The fall in employment was arrested and the registered unemployment rate was slightly reduced (by 0.6 per cent in 2004 compared with the preceding year). The number of unemployed people is around 900 thousand persons, while unemployment rate is near 27%. The share of the foreign debt in the GDP was substantially reduced, from 117.6 per cent in 2000 to 34.6 per cent in 2004<sup>73</sup>. These basic economical data are still encouraging for Serbia. This slow increase is a result of the latest political changes that promoted an acceleration of development. Nevertheless, the threat can exist in decelerating changes that can exhausts citizens. Still, 10.6% of Serbian population is below poverty rate, and 20% of Serbian population is insufficiently secured<sup>74</sup>.

Some limitations to the economic growth, which are stressed out in the Strategy of economic growth in

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<sup>73</sup> Vlada Republike Srbije. The Review of the Implementation the Millennium Development Goals in Serbia. Beograd: Vlada Republike Srbije, 2005. <http://www.srbija.sr.gov.yu/>, accessed on 03.11.2005.

<sup>74</sup> Stalna konferencija gradova i opština. *Strategija za smanjenje siromaštva u Srbiji, izazovi i mogućnosti na lokalnom nivou*. Beograd: Stalna konferencija gradova i opština, 2005. p.5. <http://www.prsp.sr.gov.yu/>

Serbia until 2010 are:

- Birth rate dropped from 16,1 to 0, 5 ‰
- Emigrations towards west
- 2/3 of Serbian municipalities are ageing
- Inadequate educational structure of population with only 6% of highly educated and 23% of population with a high school degree<sup>75</sup>.

Special attention should be given to the following unemployment characteristics:

- Dominant long-term unemployment
- Dominant youth (15 – 25 years old) among all unemployed (40.7%)
- More unemployed women than men, even if they generally hold a higher degree
- Twice as bigger unemployment rate among IDP, refugees, Roma and disabled than the rest of the population<sup>76</sup>.

General lack of optimism and apathy in Serbian society highly reflects the situation at the local level as well. “Brain drain” and, maybe even worse, “energy for change drain” is giving priority to “energizing” the society and than starting the regeneration processes. This state of mind is understandable after the whole period of decline and stress, with visible economic (one third of population is poor, 900 thousand is unemployed, predominant to elderly and inadequate educated) and cultural effects (still high ethno-centrism and social distance).

“Rethinking development on the basis of culture means seeing the cultural traits of a human group as core elements—the most complete manifestation of their economic, social, political, ethical, spiritual, intellectual and ideological operation. The characteristics of populations, their cultural resources, must be mobilised to bring about desired changes. These resources include, together with those mentioned above, knowledge, know-how, technologies and, above all, ‘cultural dynamics’—creativity, self confidence and the will to resolve problems<sup>77</sup>.”

Serbia marked its priorities in order to achieve a democratic and developed society, seeing its future in

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<sup>75</sup> Matejić, Vlastimir, ed. *Strategija privrednog razvoja Srbije do 2010 – radna verzija, knjiga I*. Beograd: Vlada republike Srbije, Ministarstvo za nauku, tehnologije I razvoj, 2002.

<sup>76</sup> Stalna konferencija gradova I opština. *Strategija lokalnog održivog razvoja – nacrt*. Beograd: Stalna konferencija gradova I opština, 2005. p.26.

<sup>77</sup> Matarasso, Francois, ed. *Recognising Culture: A Series of Briefing Papers on Culture and Development*. London: Comedia, Department of Canadian Heritage and UNESCO, 2001. p.77.

the European Union. It requires reform of institutions, economic and regional development, market reforms, investment in new technologies and human resources. Social inclusion of vulnerable groups is recognized as a main precondition for development.

#### 4.1. Social exclusion and vulnerable groups

The most vulnerable social groups in Serbia that need to be empowered are:

- Rural population
- Youth and elderly
- Refugees and Internally displaced persons
- Women
- Roma population.

Serbia falls within the group of European countries with the largest regional disparities on the level of development. In Serbia, something more than one half of the population (56.4%) lives in cities, and, it is one of the least urbanized of the former socialist countries. There is a significant **rural–urban dimension to multiculturalism** reflecting the differences in urban and rural lifestyles, poverty and incomes. The depopulation of rural areas and ageing of rural population are the best evidence of economic slowdown and the growing poverty among the rural population. An efficient and sustainable economic growth, as the basis for achieving MDGs, implies therefore a considerably higher efficiency in development at the local level, too. Of particular importance in that respect is the attainment of efficiency and quality in the field of **social services** at the local level (education, health, culture, social welfare, etc), as well as in the domain of environmental protection. Decentralization is therefore a very important process<sup>78</sup>.

**Age profiles and youth cultures.** According to the 2002 Census, Serbia ranks among the ten countries with the oldest population in the world: there were 1 million young people aged 15 to 24 years, and their share in the total population was just 13.4%. The youth culture in Serbia is vibrant and undergoing constant change in both urban and rural areas.

These are alarming data if we take into consideration the “brain drain” tendency and insufficiently

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<sup>78</sup> Vlada Republike Srbije. The Review of the Implementation the Millennium Development Goals in Serbia. Beograd: Vlada Republike Srbije, 2005. <http://www.srbija.sr.gov.yu/>, accessed on 03.11.2005.

developed system of social care<sup>79</sup>.

**Refugees and internally displaced persons.** According to data from September 2004, a total of 277,601 refugees were registered in Serbia, as well as 207,639 internally displaced persons from Kosovo. An important factor which determines the life style of refugees is the deterioration of economic position, very often complete impoverishment, and an absolutely uncertain future. Making this position worst is a fact of slow integration of this population<sup>80</sup>.

**The status of women** in Serbia is worrying too. Women represent slight a majority with the average age of 41, 5 years. In a country where 61.8% of women depends on support of others while 43,4% are work-active represents their unfavourable economic status in this country. These data are enough to understand their generally passive position in society. The patriarchal system and cultural support to negative stereotypes of women through media, places women into the group of “lower” human beings, thus justifying the increase of women trade and violation of their rights. Consequently this leads to lowering women’s’ self-esteem and personal affirmation. Along with women, children also share an unfavourable position that is now slightly legally improved by the introduction of the new Family Law (2005) that treats violence as a social problem for the first time. There is also the Law on local election quotas (2002) that aims at giving women bigger political participation<sup>81</sup>.

**The Roma** represents a very large group of people with the highest degree of exclusion, in relation to the majority of the population, which is mostly derived from the specificity of their culture. According to all social indicators (employment, education, standard of living, reputation, etc.), their social and economic status is extremely unfavourable. This is actually the case in most countries in which they live. However, the situation in Serbia is specific due to a great number of Roma among refugees and internally displaced persons, especially from Kosovo, which all previous efforts to improve the inclusion of Roma brought to beginning.

The attitude towards Roma population and refugees should once again raise the racial question in general. Racist aspirations could potentially threaten development and must be decreased as much as possible. Opening towards Europe means also a greater mobility of people of different races and ethnic groups and therefore, Serbia must be ready for coexistence through the development of culture of

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<sup>79</sup> Ibid.

<sup>80</sup> Ibid.

<sup>81</sup> Ibid.

tolerance and understanding.

The impression is that Serbian society is going through an identity crisis, due to a turbulent history, without consensus on the past and a vision of future. This becomes obvious in every day life. An example of this could be the constant discussions on changes of state symbols and names of streets. In such a surrounding, especially after ten years of nationalistic policy, Serbian citizens still show evident inter-ethnic distance. Also, ethnocentrism<sup>82</sup> of 20%<sup>83</sup> is still a high percentage that along with inheritance from the previous decade may escalate again. Having in mind that ethnocentrism is highly connected with religious aspirations in Serbia, the role of religious communities and the Orthodox Church in the regeneration process can't be neglected. Religious and ethnic aspirations shouldn't be considered an obstacle rather than support of the regeneration process.

Seeing that Serbia is ethnically and culturally heterogeneous community in which 16.1% of its population belongs to some of 24 minority communities<sup>84</sup>, ethnic and religious minorities in Serbia require special attention on their position in society. The tendency of spreading multiculturalism should not be understood as a threat. Serbian society must be prepared for this new tendency in order to enable a valuable coexistence and interculturality.

Serbia is already showing positive changes in the process of lightening of the nationalism while the goal must be the maximum decrease of such aspirations. The developmental goal can be achieved only through maximum social inclusion of all its citizens. Ethnicity should not be an obstacle. In this way, Serbian public policy showed results by introducing legislative changes for the better position of minorities.

It is a fact that Serbia is a multicultural society that requires a special policy regarding greater social inclusion. The social inclusion policy is one of the main preconditions in achieving the social and cultural development of Serbia.

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<sup>82</sup> Social distance stands for the degrees of understanding and intimacy between members of some social groups, and is manifested by the readiness to establish more or less close social relationships with members of a group. **Inter-ethnic relations** can be analyzed at the: normative level (the laws which regulate this area), through social practice, that is, the behavior of individuals and groups, and through the assessment of attitudes and beliefs.

<sup>83</sup> UNDP Regional Office Belgrade. Aspiration Survey for Serbia and Montenegro 2004. Beograd. UNDP Regional Office Belgrade, May 2004. p. 26.

<sup>84</sup> UNDP. Human Development Report Serbia 2005: The Strength of Diversity. Beograd: UNDP, 2005. p.5.

One of the first documents of the State Union was the *Charter on Human and Minority Rights*, which forms part of the Constitutional Charter. The Charter on Human and Minority Rights stipulates that everyone is obliged to respect the human and minority rights of others and prohibits any direct or indirect discrimination on any ground, including race, colour, gender, nationality, social background, birth or similar status, religious, political or other affiliation, material status, culture, language, age or physical disability. *The Act on Local Self-Government* introduces a completely new institution: the *Council for Ethnic Relations*. **Municipalities** in which the share of national minorities is higher than 10% or where one minority has a share exceeding 5% are bound by the Law to form a Council for Ethnic Relations. The role of The Council is to involve members of minorities in reviewing various issues and an attempt to influence decisions making at a local level which regulates matters of importance to minorities. This legal policy made conditions for the better protection of national minorities and pre-conditions for their stronger social inclusion. The Serbian HDR refers to the important role of **regional and local self-government** in the affirmation and protection of multiculturalism. The system of regional and local self-government, where local government bodies have appropriate competences and financial sources, enable the authorities to conduct their policies in accordance with various challenges that differ from one community to another<sup>85</sup>.

Special measures should be introduced to secure that multiculturalism is not preserved just superficially. The establishment of fruitful inter-ethnic relations should be supported. In that way, decentralization could be more flexible and more effective in helping the promotion of multiculturalism and through special measures and funds get closer to all its citizens.

The status of vulnerable groups requires delicate actions that would lead to their empowerment. The first step is securing legal and economic protection, changing social stereotypes about them, empowering their self-confidence and creative potentials so they would be able to act as an important economic potential afterwards. Cultural sector has to employ its resources in social inclusion action.

#### **4.2. Poverty reduction strategy as a central in Social inclusion policy**

**Serbian Poverty reduction strategy (PRS)**<sup>86</sup> treats poverty as a complex social problem. In that

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<sup>85</sup> UNDP. Human Development Report Serbia 2005: The Strength of Diversity. Beograd: UNDP, 2005. p.3.

<sup>86</sup> <http://www.prsp.sr.gov.yu/>, accessed on 12.04.2005.

concern, fighting with poverty requires a multi-disciplinary and inter-sector approach through different programs and strategies. Along with the fulfilment of basic precondition of making services more accessible, human rights are also an important aspect. PRS also discusses environmental and natural resources as important elements of sustainable development. This wide development consideration of PRS is linked directly to the strategy along with the fulfilment of the UN Universal Millennium Goals and prepares the country for integration into EU.

PRS defines roles of local public administration in strategy implementation identifying problems and formulating local measures, developing local action plans through the operationalisation of PRS, mobilizing local and regional resources and setting positive conditions for measures to be applied. Cultural resources have to have an important place on the list of local and regional resources. Altogether, they have to be employed in building personal skills and confidence, raising employability of local, especially most vulnerable, population; increasing social capital and search for new economic competitiveness.

After the adoption of the Poverty Reduction Strategy paper for Serbia on October 16, 2003 and the elections of the new Government of the Republic of Serbia, the Deputy Prime Minister formed the PRS Implementation Focal Point (DPM PRS IFP) in September 2004. In its decision from February 17, 2005 the Government of the Republic of Serbia prompted the Deputy Prime Minister to regularly inform on the PRS implementation and coordination, in cooperation with the PRS Implementation Focal Point. The PRS IFP is tasked to support, coordinate and oversee the PRS implementation process.

The PRS IFP, with the aim of fighting poverty working mainly on the empowerment of vulnerable groups, is using a multidisciplinary problem solving approach in the attempt to harmonize all administration levels and gather them around one common goal. The role of the local public administration is highlighted in its duty to empower local communities and establish greater citizens' participation in this effort. This strategy considers the cooperation of all actors at a local level: public, private and civil. Support of the local level provides various partners through public administration (Ministries), various associations (SCTM) and NGO-s, with the financial and know-how support of international organizations (UNDP, DFID).

“Partnership between major institutions and local development actors is essential to cultural approach

to development and it implies gradually transferring power from institutions to the local partners. A lasting consensus on the project's justification, the change to be achieved, the distribution of tasks and the importance of considering human and socio-cultural aspects, all depend on achieving a balanced partnership. The possibility of joint management by external agents and local authorities must be envisaged as well as scientific co-operation with university research centres. Given the aim of ensuring that local cultural experiences are properly taken into account, the most effective partnership may be with an NGO. But it is equally important to cultivate contacts with representatives of international development institutions operating in the field, including those working in other sectors, to co-ordinate the activity being carried out in a spirit of integrated development<sup>87</sup>.”

Line Ministries are actively involved in the implementation of measures defined in the PRS document. In cooperation with several central Government institutions, the Joint Project was initiated with the aim of developing action plans in ministries for the year 2006 that would be in line with the priorities identified in the EI, PRS and sector strategies. The Working Group for Poverty Measurement was established and tasked to propose a new methodology for performing long-term monitoring of poverty indicators and other social statistics. The Parliament of the Republic of Serbia is involved, through the activities of the Parliament Committee for Poverty Reduction, in reviewing draft laws and other regulations from the perspective of PRS implementation and protection of vulnerable groups. The Standing Conference of Towns and Municipalities (Local Self-Government Advisory Committee) is actively involved in promoting the development of local plans of action and PRS implementation at the local level. At the same time, Serbian non-governmental organizations have continued to implement activities directed at improving the situation of the poorest population in Serbia, and they promote the idea of civic activism in the fight for exercising the right to a dignified life.

**The main beneficiaries** of the project are the following four line ministries: the Ministry of Economy, the Ministry of Labour, Employment and Social Affairs, the Ministry of Health and the Ministry of Trade, Tourism and Services.

**The relevant line ministries**, government institutions and agencies are responsible for the implementation of policies, measures and activities laid out in the PRS paper. It is necessary to develop programs and plans of action and strengthen internal links among the staff at the central, regional and

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<sup>87</sup> Matarasso, Francois, ed. *Recognising Culture: A Series of Briefing Papers on Culture and Development*. London: Comedia, Department of Canadian Heritage and UNESCO, 2001. p.85.

local government level responsible for the budget process, coordination of donor assistance, European integration process and public administration reform.

**The National Assembly of the Republic of Serbia:** The role of the Parliament Committee for Poverty Reduction is to review draft laws and oversee the process of budget adoption and allocation in regard to the PRS implementation. It also provides suggestions and comments related to the PRS implementation process and engage in the institutionalization and participation of the citizens' representatives in the decision-making process related to the PRS.

**The PRS Implementation Focal Point** was established in September 2004, within the Deputy Prime Minister's Office. Its role is to oversee and coordinate the process of PRS implementation, as well as to monitor and report on poverty status in Serbia.

**Local Self-Governments:** The critical role of local self-governments is to identify problems and develop policies at the local level, develop local plans of action through the operationalization of the PRS, mobilize local and regional resources and create favourable environment for the implementation of poverty reduction measures. The Standing Conference of Towns and Municipalities (SKGO) is a national association of local governments in Serbia and stands for the identified interests of the Serbian local self-government before the central government and international partners. Through the work of the SKGO, towns and municipalities in Serbia cooperate with state institutions and ensure participation in processes that have considerable significance for the day-to-day work of local self-government institutions. Committee on Social Issues (one of 10 SKGO Committees) was founded in mid 2002 and tackles social policy issues that are of significance for the local authority level, by supporting towns and municipalities in defining their role in initiating new and efficient social policy. The Committee also helps with defining fiscal policy in the area of social policy at the level of towns and municipalities, and its mandate includes issues in the field of health, education, labour and employment as well. The role of the Committee proved to be particularly important in the course of the PRS preparation, since under its auspices **the Local Self-Government Advisory Committee** was formed, which was tasked to coordinate the work between the Government of the Republic of Serbia, i.e. the line ministry, and representatives of towns and municipalities in the PRS preparation and implementation process. Through the work of the Local Self-Government Advisory Committee, towns and municipalities in Serbia were given the opportunity to comment Strategy draft texts and in this way initiate certain issues or alter the attitude of central authorities towards certain issues that are of key

importance in day-to-day functioning of local self-governments.

**Civil society and social partners:** Civil society organizations and social partners are to continue to play a pro-active role in the implementation, monitoring and evaluation of the PRS implementation process. The main goal of the **Civil Society Advisory Committee (CSAC)** is to enhance the cooperation between the government and non-government sector, and to enable civil sector participation in the development and implementation of strategic documents related to poverty reduction. The Committee was established in autumn 2002. It comprises representatives of 11 non-government organizations nominated by three largest networks of non-government organizations in Serbia (Civic Initiatives, the Centre for the Development of Non-Profit Sector and *Serbia Without Poverty* Network). The CSAC represents poor and vulnerable social groups and covers the following fields: economic development, decentralization, development of local communities, gender equality, education and ecology. The CSAC mobilized around 250 Serbian non-governmental organizations in the consultative process during the preparation of the PRS document.

Philosophy of cooperation, partnerships and support to local initiative in Serbia is promoted by the **Social Innovation Fund**. The Social Innovation Fund was established in 2002 as a reform mechanism in the social welfare sector. SIF has an active role in the reform of Serbian social policy through building capacities and distributing financial support equally to public, private and civil sector, parallel systematizing and delivering knowledge. Fund acts through financial support given by local projects, providing technical support to partners, fundraising and coordinating actions of various actors in social policy. SIF is run by the principles of plurality, local partnerships, participation and decentralization. In order to be granted project partnership must coexist between one public social service institution and one NGO at least. In order to secure project sustainability, grantees are encouraged to use diverse funding sources.

Still, it seems that Serbian cultural sector has not recognised at least the financing potential of the SIF fund as there is no any approved project in 2004 initiated by cultural institution<sup>88</sup>. Cultural policy should consider more pro-active role in society and develop programs that would employ cultural resources in achieving social inclusion in Serbia. Through employing people, cultural industries and cultural tourism may also have an important influence in poverty reduction action. Implementation of

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<sup>88</sup> Ministarstvo rada, zaposljavanja I socijalne politike Republike Srbije. Fond za socijalne inovacije – partnerstvom do promena. Beograd: Ministarstvo rada, zaposljavanja I socijalne politike Republike Srbije, 2005.

Poverty reduction strategy could incorporate all three Total benefits of the arts and cultural sector: personal: skills and self-confidence, social: social inclusion, economic: employment and profit.

Lately, a stronger cooperation between public bodies and international organizations in development and implementation of reform strategies could be seen. This is a positive tendency that secures stability of newly formed state system and targeted investments in harmonized development without overlapping. EU integration process is opening various funding possibilities from EU accession funds. In order to use this grants local administration has to be educated on various funds purposes, basic funding principles and mostly important how to formulize and run projects.

“EU strategy for Serbia and Montenegro identified priorities through which Serbian municipalities could gain support:

1. Implementation of rule of law, building institutions and better public management,
2. Revitalization of economy with special focus on energy production, transport, environment and economic development
3. Development of civil sector and society with focus on educational system, support to regional cooperation and building civil society, as and training in employment purposes<sup>89</sup>.”

It is obvious that EU is offering certain possibilities for Serbian municipalities. Later on we will see whether Pancevo and Palilula are using or might be using those possibilities.

#### **4.3. The Position of Serbian cities and local self-government**

“**Local self-government** is the fundamental level of government organisation presented in the democratic world, on which the citizens directly or indirectly, through elections of representative bodies, decide on the most important issues of life in the local community. This level of government organisation is the closest to the citizens, as this is where decisions are made on issues of education, social protection, health care, communal services, environmental protection, promotion of economic development, attracting potential funds and other topics that directly affect the lives of the local population<sup>90</sup>.”

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<sup>89</sup> Stalna konferencija gradova I opština. *Strategija za smanjenje siromaštva u Srbiji, izazovi I mogućnosti na lokalnom nivou*. Beograd: Stalna konferencija gradova I opština, 2005. p.31.

<sup>90</sup> Stalna konferencija gradova I opština. *Vodic za odbornike gradskih i opštinskih skupština..* Beograd: Stalna

The local self-government system in the Republic of Serbia is defined by the Constitution of the Republic of Serbia, the Law on Local Self-Government from the year 2002, and a number of other laws. The Constitution regulates the basics of the system of local self-government and defines the types of units of local self-government. The Law on Local Self-Government is the fundamental legal text on local self-government, and it specifically defines the types of units of local self-government, the organisation and financing of the units of local self-government, as well as their relations with the Republic and provincial bodies, and certain other matters. This Law introduced new municipal and city bodies and a new system of financing activities from their respective fields. The basic units of local self-government in Serbia are **municipalities**, consisting, as a rule, of an urban settlement as the centre with surrounding smaller settlements (villages). With an average of approximately 60,000 inhabitants, the municipalities in Serbia are the largest basic units of local self-government in Europe. Besides municipalities, there are **cities** with two or more city municipalities in their territory. Being the capital, **the city of Belgrade** has a special constitutional status. The status of a city is set down by the law, and that status has been granted to Kragujevac, Niš, Novi Sad and Priština besides Belgrade. Hence, the units of local self-government in Serbia are municipalities, cities and the city of Belgrade. Since the cities and the city of Belgrade basically have the same competencies, it may be concluded that the Republic of Serbia entails a **single-grade local self-government**, i.e. it has only one level<sup>91</sup>. This question is also of special importance for cultural policy issues. There is possibility for municipalities to make decision on institutional and infrastructural needs independently. The choice how to make their developmental and cultural plans avoiding overlapping or complete neglecting depends on their auditing and on the economic potential as well. In this regard, a good coordination and cooperation, horizontal and vertical, of all levels of public policy is necessary.

Certain differences in the position and organisation of city municipalities exist. Namely, their activities, the field, and the organisation thereof are governed by the city statute, so that they do not necessarily have all the bodies and duties that municipalities outside of the cities do. It should be noted that, in addition to the municipalities, cities, and the city of Belgrade, Serbia encompasses districts and provinces which are not units of local self-government and should not be confused with local self-government.

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konferencija gradova I opština, 2004. p.8-10.

<sup>91</sup> Ibid.

**An autonomous province** is a form of territorial autonomy, with municipalities and cities formed in its territory, and with its competencies being defined by the Constitution and the law<sup>92</sup>. “With the Omnibus Law from February of 2002, Vojvodina was granted the right to develop cultural policies and strategies of its own. Since other regions in Serbia do not have the same right, it means that the cultural policy was decentralized only partially in Serbia. As for the local cultural policy, the new Local [Self] Government Act [Law] from December 2001 has no provision explicitly related to culture, though it generally encourages municipalities and cities in Serbia to devise their own development plans and strategies. In the case of cultural policy, minimal preconditions for that exist in a few cities and municipalities in Serbia, with the institution of EB [Executive Board] member in charge of culture and relatively developed, though with a mostly bureaucratized local cultural administration. Most of the other municipalities have only secretariats for social activities, covering education, science and culture. They lack both authority and competence to develop autonomous local strategies in all these highly important social.<sup>93</sup>”

“When it comes to devolution in the cultural sector, and if we agree it also implies other levels of management beside the republican government and representatives on those levels elected by local population to manage local resources, the competences of the Omnibus Law granted to Vojvodina could hardly be considered a case of devolution in the cultural sector. Namely, the assembly and government in Vojvodina were not a result of provincial elections, but republican ones, what’s more under Milošević’s Constitution which abolished provincial autonomy. In this context, only cities and municipalities have representatives elected on local elections. However, a limiting condition for devolution in the cultural sector also exists in cities and municipalities: namely, legal provisions should be actively applied to the local cultural development. For its part, it requires structural reforms of the sector of culture with the intention of establishing a number of other preconditions, such as a well educated and modernized administration, the partnership with the public, private and third sector, reform of cultural institutions, clearly defined competences and decision-making procedures at all levels of power, national programme of cultural development with strategic priorities, and the like.<sup>94</sup>”

Statute of city of Belgrade in article 10 defines tasks <sup>95</sup> under city jurisdiction. Statute of the City of Belgrade takes into consideration following tasks among others: establishing, organization and

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<sup>92</sup> Ibid.

<sup>93</sup> Dojcinovic Djukic, Vesna. *Tranzicione kulturne politike*. Beograd: Zaduzbina Andrejevic, 2003. p. 70.

<sup>94</sup> Ibid.

<sup>95</sup> Statut grada Beograda, Službeni list grada Beograda, broj 14/ 2004.

functioning of institutions in domain of primary education, culture, primary health care, sport, child and social protection, tourism. Organize work in domain of city's cultural goods protection, supports cultural-artistic amateurism development, and enables working conditions for museums, libraries and other cultural institutions in its foundation. City municipality does not have any jurisdiction and duties in this domain. Still, city municipality may, through program financing and by giving recommendations to city council effect cultural development. Those tasks encompass usual important duties of local self-government. Still, it may be noticed that there are no tasks considering property relations, security or local police, as well as some other important functions for capital. Those missing functions may be expected by decentralisation process.

In the case of representative bodies, the Law on Local Self-Government foresees the compulsory existence of the municipal assembly<sup>96</sup>, a President of the municipality<sup>97</sup>, and a municipal council as basic administrative bodies.

The Law on local self-government introduced possibility to engage **chief architect** of the municipality. The chief architect is appointed and dismissed by the President of the municipality, which, along with his/her special duties stipulated by the law, differentiates his/her position from that of other employees of municipal administration. Besides the chief architect, the law permits the appointment of other chief experts for certain fields, and examples of those fields are primary health care, environmental protection, and agriculture.

There is also a possibility to establish some facultative organs as Council for inter-ethnic relations, Citizens attorney and Council for self-government protection. Implementation of these organs may improve relations among city departments as well as between city and city municipalities.

The use of services by the **municipal/city manager** may be foreseen by the statute of the municipality. The municipal manager is engaged by means of a contract on the conditions and ways of use of his/her services, concluded with him/her by the President of the municipality on behalf of the municipality. The contract partly includes the contents pre-scribed by the Law on Local Self-Government, which stipulates in Article 56a that the manager, within his/her scope of work, in particular:

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<sup>96</sup> **The municipal assembly** consists of councillors, elected in general direct elections by secret balloting. According to the law, the number of councillors is defined in the statute and can not be lower than 19 or higher than 75.

<sup>97</sup> **President of the municipality** (Mayor in cities) is a directly elected executive position with a 4-year mandate. The President appoints a Deputy upon the agreement of the municipal assembly.

- proposes projects that support economic development, satisfy the needs of citizens, and provide environmental protection;
- proposes entrepreneurs' initiatives and the making of private-public arrangements and partnerships;
- supports and co-ordinates capital investments and solicitation; and
- instigates changes and amendments of regulations that hinder business initiatives.

Possibility to engage municipal/city manager actually promotes and enables new tendency of municipal entrepreneurialism. City manager, through his job represents major link in urban regeneration process. Still, the job of City manager is not positioned as the central in the city government (as we have seen in UK example). So we may not expect more of a city manager than pioneering experimental function in Serbian context. City manager work has to promote whole new philosophy of entrepreneurial public policy for the local self-government organization that should act as initiator and carrier of urban regeneration process.

New Law on territorial organisation should regulate subsidiarity relations among different government levels in order to precise more concrete jurisdiction delegation.

“The new Law on Local Self-government empowered the local authorities which directly affected the everyday life of the citizens. The only difference between cities, especially the city of Belgrade and other municipalities is just a greater level of granted competencies and finances from the Republic<sup>98</sup>.” On its territory, the City of Belgrade is organising city municipalities. There are 17 city municipalities at the moment and their jurisdiction is regulated by Statute of City of Belgrade. Most important municipal tasks are the following: regulation of work and organization of city municipality, budget and final accounts, may establish local communities, bringing urban plans, giving land and provisions for building, takes care of roads, objects, citizens’ property and environment, takes care on development of services, crafts, tourism and sales on its territory, enables use and rate of payments for business space usage, enables legal services for citizens, enables performance of city municipality, laws and other legal regulations<sup>99</sup>.

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<sup>98</sup> Dorđević, Snežana, *Renesansa lokalne vlasti-uporedni modeli*, Čigoja, Beograd, 2002. str. 405.

<sup>99</sup> *Statut grada Beograda*, Službeni list grada Beograda, Number 14/2004.

#### 4.3.1. Mechanisms of citizens' participation in the decision-making process

**The power in a municipality is exercised by representative bodies of the municipality, as well as directly by the citizens through referenda<sup>100</sup>, citizens' assemblies<sup>101</sup>, and citizens' initiatives<sup>102</sup>.** In the case of representative bodies, the Law on Local Self-Government foresees the compulsory existence of a municipal assembly, a President of the municipality, and a municipal council as basic administrative bodies.

Since our municipalities are far too big and it is hard to achieve direct decision-making concerning their scope of work, **it is very important to secure the forming of local communities and other forms of local self-government.** Such structures are founded with the goal of satisfying the interests and needs of the local population, and their formation is subject to a decision of the municipal assembly. The activities of local self-government are funded by transfers from the municipality, by self-contributions of the citizens, fees for services, grants, and other sources. Local communities are legal entities, in accordance with their statute, and the same document defines their activities, bodies, and decision-making. The municipality may entrust certain tasks from its original scope of activities to the local community, along with the provision of necessary funds. As a rule, local communities are founded for one, two, or more rural settlements, and in cities they may encompass street blocks, quarters, areas, and similar forms of local self-government. As organisational units of municipal administration (extended sections), local offices are of great importance for the easier and more effective realisation of rights, obligations, and legal interests of inhabitants of rural areas, which are far from seats of municipalities, and for a more efficient work of municipal administration. Their formation should be stipulated in the decision of municipal administration, and the act on internal organisation and systematisation should list the duties performed in local offices and determine the number of employees. Local offices may perform certain expert and administrative duties for the needs of the local community, if the latter is unable to organise the performance of those tasks by itself. The existence of local offices exceeds the importance of the job they do, since they are the extended

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<sup>100</sup> **Referendum** may be called for the entire territory of the municipality, or a part thereof. The decision on the scheduling of a referendum is made by the municipal assembly, upon its own initiative or the demand of at least 10% of the voters.

<sup>101</sup> **Citizens' assembly** is convened for a part of the territory of the municipality. The participants may discuss different issues from the field of competency of the municipal assembly and make relevant proposals.

<sup>102</sup> **Citizens' initiative** is a form of direct participation of citizens, by which they propose the passing of a certain decision from the original competency of the municipality. An initiative may be raised to change the municipal statute and schedule a referendum. A valid citizens' initiative calls for signatures of at least 10% of voters from a specific area of the municipality.

deputies of authorities who work in the field<sup>103</sup>.

Since 1990 and the legalization of social and political pluralism, by passing of the Law on Association of Citizens in Associations, Social Organizations and Political Parties which are established on the Territory of the SFRY, a new period for the third sector begun. Since then the number of NGOs has been constantly increasing. Serbian NGO's presented a draft of the Law on NGO's to the legal experts of the Council of Europe. Research on the NGO sector in Serbia proved the poor financial conditions of NGO's in Serbia. Data shows that the main donors of Serbian NGO's<sup>104</sup> are international organizations (74%), which is twice as big as the next graded donor – local self-government (36%). With the withdrawal of international donors as major financiers of the NGO sector in Serbia, funding sources for them has decreased remarkable. Access to public funds through competition procedures for NGO's still can't guarantee their sustainability<sup>105</sup>.

As we may see, there are legally established mechanisms that permit the participation of citizens in the decision-making processes. Still, as the NGO sector is not regulated legally enough and adequately supported, more concrete effects of the direct participation of citizens are not visible enough in the public. It is necessary to support wider citizens' participation enabling the use of existing mechanisms, as well as through more publicly visible cooperation models as are public debates, working bodies and so on.

**Good co-operation between local self-government and non-governmental organisations** has not led to the establishment of a long-term, institutionalised relationship. The legal framework governing the work and functioning of the non-governmental sector is obsolete and hinders its further development. The current Law on Local Self-Government does not mention non-governmental organisations either, which does not mean that the municipalities can not heighten their importance by changes of municipality statutes and decisions. Also, the co-operation between municipalities until now was mainly ad hoc contractual co-operation. This means that there is still room to intensify the co-operation with non-governmental organisations through the forms of direct participation of citizens in the exercise of local self-government (citizens' initiative, assemblies of citizens) and inclusion of non-governmental organisations as counselling or expert organisations in the work of the assembly

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<sup>103</sup> Stalna konferencija gradova i opština. *Vodic za odbornike gradskih i opštinskih skupstina..* Beograd: Stalna konferencija gradova i opština, 2004. p. 11.

<sup>104</sup> Survey was done at the sample of 516 registered NGO's in Serbia.

<sup>105</sup> Gradjanske inicijative. NVO sektor u Srbiji. Beograd: Gradjanske inicijative, 2005.

(municipal committees and bodies) and public enterprises. One of the possibilities of co-operation between the municipality and non-governmental organisations is the annual public competition for allotment of funds from the municipal budget for local projects of non-governmental organisations. These projects may be included in the draft budget, and if public debates on the budget are organised in the municipality, they should deal with those projects as well, so that the citizens may state their opinion on their purposefulness. Councillors who work in assembly committees and councils may, in the case of issues that call for the gathering of expert opinions and for which there exists appropriate expertise on the level of non-governmental organisations (child protection, equality of sexes, rights of refugees and internally displaced people, environmental protection, rights of national minorities), request the obligatory inclusion of non-governmental organisations in the work of those committees and commissions<sup>106</sup>.

#### **4.3.2. Local Self -Government Financing**

The sources of local self-government financing are governed by the Law on Local Self-Government. **The municipalities are financed from the granted and original public revenues.** The granted public revenues represent a share of income from taxes and fees, the rates of which are defined by the law, an act of the government or ministry in charge. The original public revenue encompasses the income from taxes and fees, the amount of which (the rates or absolute sums) is determined by municipal bodies<sup>107</sup>.

The formulation of legal solutions for the new financial system of the local self-government is under procedure. The local self-government should also be in correlation with the best European systems and the European declaration of local self-government. The goal is to increase original public revenues and to regulate more precisely granted public revenues. It is also proposed to establish a department for local self-government inside the Ministry of finances that would supervise granted public revenues delivered to the local self-government from different republic ministries.

In contrast to financing the local self-government from taxes, citizens are making decision independently concerning voluntary contributions. Voluntary contributions are the most direct way of the subsidiarity principle practice. In that way, citizens may independently invest into and solve

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<sup>106</sup> Stalna konferencija gradova i opština. *Vodic za odbornike gradskih i opštinskih skupština..* Beograd: Stalna konferencija gradova i opština, 2004. p. 85-86.

<sup>107</sup> Stalna konferencija gradova i opština. *Vodic za odbornike gradskih i opštinskih skupština..* Beograd: Stalna konferencija gradova i opština, 2004. p. 32.

problems that effect their lives in the community (usually it is used for investment in communal infrastructure).

“The Law on property of the Republic of Serbia (1995) granted all former public property revenues that are used by the municipalities, to the Republic of Serbia. In this way it is endangering the status of all municipalities and cities<sup>108</sup>.”

The new law on property is in procedure. This law should enable municipalities to take more pro-active role in planning of their development.

### **Support of economic development**

To what extent can municipalities in Serbia support their development, in the manner of municipalities in developed countries? This role requires the municipalities to have a suitable economic, political, and legal environment and be organised and trained for those tasks. Changes in the legal and political system, notably the reform of the State and public sector, are of extreme importance. It is essential to perform a modernisation of organisation and management, deregulation of the normative system, and in particular, decentralisation and strengthening of local self-government. In order to have some influence on economic development, the local self-government must have sufficient autonomy in order to fully exercise its original competencies and to fortify the instruments of its economic power. The support of economic development is a complex task and for the municipality to be the exponent, and respectively, the driving force and creator of the development process, it has to be a part of the system of modern government, which is entrepreneur-oriented and with a developed system of strategic management and flexible institutions. The restructuring under the influence of information technologies, long present in the world, is taking hold of us as well. This calls for the inclusion of human knowledge and high technologies wherever possible, a more flexible organisation of authority, and more innovation and participation of citizens in the search for solutions to problems<sup>109</sup>.

In order to create policy and make decisions in the best possible manner, a number of municipalities in Serbia introduced the Social-Economic Council as a body for the development of the strategy of municipal management. Besides the representatives of the municipality, the Council includes representatives of institutions and organisations, such as chambers of economy, professional

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<sup>108</sup> Glas lokalne samouprave, Glasilo Stalne konferencije gradova i opština, broj 4, 2004, str. 3.

<sup>109</sup> Stalna konferencija gradova i opština. *Vodic za odbornike gradskih i opštinskih skupstina..* Beograd: Stalna konferencija gradova i opština, 2004. p. 41-42.

associations, schools, medical centres, centres for social work, theatres, non-governmental organisations, etc. The Council helps the development of planning of integral nature, which is closer to the actual needs of the citizens, as it bears in mind the entirety of life of the community, the intertwining and connection of all fields of life, which all allow for a quality realisation of programs, with the inclusion of citizens in the process of creating, realising, and evaluating specific projects<sup>110</sup>.

In 2004, Belgrade adopted four years Regional spatial plan that takes into consideration sustainable development principles of international declarations and projects. Some of these declarations and projects are: Agenda 21, Habitat 2, Lisbon's, Sofia's etc. This plan defines major directions for further development of Belgrade and neighbouring municipalities as well. These municipalities are: Obrenovac, Lazarevac, Mladenovac, Barajevo, Sopot, Grocka, Ruma, Stara Pazova, Pančevo, Smederevo, Smederevska Palanka and Ub.<sup>111</sup>

In the interview, Bojan Stanojevic, Belgrade city manager, marked the obstacles towards development of local level:

- Lack of developmental strategy on the national level
- Insufficient jurisdictions of local self-government that is mainly blocked for action since there are no:
  - o Local self-government property (Law is in procedure)
  - o Mechanisms and instruments that local self-government could use in purpose of local development
  - o Bureaucracy
  - o Inadequate human resources
  - o Low efficiency of public sector (necessity for privatization)

According to Stanojevic, the Belgrade example shows that the problem of finance is not present. As said by Stanojevic, the problem lays in legislation, which is the main obstacle for development projects. An example of a project that aims to solve a problem of garbage through public private partnership shows legislative problem of establishing those kinds of partnerships. Idea is to give concession to private investor but the Law on concessions does not include communal issues (that considers protection) but natural environment issues (that usually means exploitation of natural environment).

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<sup>110</sup> Ibid.

<sup>111</sup> Regionalni prostorni plan administrativnog područja grada Beograda, Službeni list grada Beograda, broj 10/ 2004.

Since it is not precisely stated which Ministry should give opinion on such a project, City manager provided opinions in regards to all the ministries. Project is now in the procedure in the Government. If the project passes governmental procedure, than government will chose who is going to get the concession. Stanojevics' opinion is that it is another paradox, since on such issues local self-government should have the jurisdiction<sup>112</sup>.

We are still dealing with the fact that Belgrade and other municipalities do not have standards and instruments for measuring and evaluating result and their performances. There is still a space for rationalisation of work, introducing competition, professionalisation, citizen's participation, adequate award system, service quality and efficiency improvement, better monitoring and failure corrections<sup>113</sup>.

With introduction of direct electing of city major, municipal organization structure changed in that way that city major directly communicates and delegates jobs to executive sector-departments (secretaries). In this way, inter-sector communication depends on direct city major job delegation, often on more than one department. In addition, inter-sector initiative may come from departments but with permission of the city major. City manager marked that human resources in city administration and departments are not used to conduct work in this way. There is a lack of willingness and responsibilities among administrative staff for inter-sector cooperation<sup>114</sup>.

Representatives of city of Belgrade and its 17 municipalities signed Memorandum on understanding and by it obliged them selves to follow principles of: self-government openness toward citizens, public functioning, efficiency and productivity in self-government work, enabling citizens' participation in decision making process on self-government activities. By this program municipalities are preparing for wider jurisdiction. Priority of this project is obligation to open more work places and economically to develop city municipalities.

It is clear that the first steps in creating conditions for urban regeneration have been taken. They include local self-government strengthening and getting familiar with its domain of work and responsibilities for development.

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<sup>112</sup> Bojan Stanojevic - City Manager, City of Belgrade

<sup>113</sup> Đorđević, Snežana, *Renesansa lokalne vlasti-uporedni modeli*, Čigoja, Beograd, 2002. p. 419.

<sup>114</sup> Bojan Stanojevic - City Manager, City of Belgrade

UK urban regeneration method may be used as an inspiration in development of Serbian municipalities. Bringing developmental strategies based on local needs of population, involvement of citizens in decision making process and building strategic policies from the bottom-up in the UK example secured sustainable development. A strategic policy that is taking into account multidisciplinary aspect of the development through implementing wide spectrum of partnerships in the planning process proved to be the most effective structure that is backed by a long-term commitment with sustained political priority.

#### **4.4. Serbian cultural policy and its implications on city cultural policies**

Serbian cultural policy model is identified as being state orientated and centralized. Therefore the role of culture and art is seen through the notion of state and public interest. This position of art and culture is separately structured in the public policy under jurisdiction of the Ministry of culture and in the same way at all other state levels. The **arm's-length principal** is not used in Serbian cultural policy model on any level: municipal, city, Ministry (except partially the City of Belgrade). Therefore authorities are in charge of nominating managers and management control. **Decentralized** decision-making process has not been defined yet. Monitoring and evaluation as standard forms of relations and sharing responsibilities have not yet been established. However, it is necessary to open institutional communication channels with other actors of cultural policy in the private and civil sector.

In a way, Serbian cultural policy model presents another extreme in which, as of lately, the necessity of introducing a more democratic decision-making principle and evaluation system has started to be publicly argued. It may seem that Serbia is easily getting on track of economically instrumentalised art, but it is actually just trying to get rid of ideological instrumentalisation. Trying to find a balance between two models, liberal and centralized, securing creativity and specifics of art production, public funds that are spent for public causes in the field of culture should be evaluated in order to achieve greater effectiveness in delivering personal, social and economic benefits.

Confusion in the cultural domain has increased because of the fact that there is no cultural policy document that would propose the main directions and instruments of cultural development. Priorities of cultural policy may be reconstructed from funding criteria's. The Republic Law on activities of public interest in the cultural domain specifies cultural fields that are supported from the municipalities/city budget:

- Protection of cultural heritage

- Library system
- Artistic creation
- International cultural cooperation
- Building, reconstruction and maintaining cultural institutions that satisfy cultural needs of the city/municipality
- Enabling conditions for work of free-lance artists
- Manifestations and celebrations in the cultural domain of municipal importance
- Development of cultural-artistic amateurism
- Work, maintenance and realization of cultural institution's programmes of municipal importance (museum, archive, libraries, theatres, cultural centres, etc.)<sup>115</sup>.

The Statute of the City of Belgrade includes the following tasks: establishing, organization and functioning of institutions in the domain of primary education, culture, primary health care, sport, child and social protection, tourism, organizing work in the domain of the protection of the city's cultural goods, supporting the development of cultural-artistic amateurism, and enabling working conditions for museums, libraries and other cultural institutions in its foundation. The City municipality doesn't have any jurisdiction and duties in this domain. Still, the city municipality may, through a program financing and by giving recommendations to the city council, effect cultural development.

Besides the regular financing of cultural institutions (more than 50 institutions<sup>116</sup>) that are established by the City Council of Belgrade, in 2003 the City introduced a competition procedure for the projects. The City council determinates an average 6% of the whole budget for culture<sup>117</sup>. Commissions are formed to evaluate project proposals in the following areas: short and documentary film production, book publishing in the domain of art, society and humanistic, purchase of visual and applied arts, support of young musicians and visual artists, which all together should support the development of creative industries in Belgrade<sup>118</sup>.

The Parliament of the AP Vojvodina has, through the Secretary of culture, institutionalized the

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<sup>115</sup> Petrovic Jankovic, Tatjana. „Kulturna politika i pozitivni propisi na nivou grada – problemi razvlascenosti beogradskih opstina i procedura donosenja odluka na nivou grada.“ In *Modeli i instrumenti kulturne politike grada Beograda*. Zavod za proucavanje kulturnog razvitka, ed. Beograd: Zavod za proucavanje kulturnog razvitka, 2003. p. 74-79.

<sup>116</sup> Council of Europe/ERICarts, Compendium of Cultural Policies and Trends in Europe, 7th edition. Strasbourg: Council of Europe 2006.

<sup>117</sup> City council of Belgrade [www.beograd.org.yu](http://www.beograd.org.yu), accessed on 17.10.2005.

<sup>118</sup> Sekretarijat za kulturu – Skupstina grada Beograda. Ivestaj o realizaciji programa ustanovaa i organizacija u oblasti kulture za 2003. godinu. Beograd: Sekretarijat za kulturu – Skupstina grada Beograda, 2004.

competitions. The analysis of the competition lead to the conclusion that basic cultural policy priorities of the province are: preservation of cultural heritage, development of cultural industry through publishing and movie production, contemporary cultural production and affirmation of multiculturalism. According to the so called Omnibus-law, which was adopted in February 2002, jurisdictions are not overlapping, which has also been confirmed, so far, through work experience. On the contrary, I think a very good cooperation between the Republic Ministry of Culture and local self-government has been accomplished. Besides the already mentioned Omnibus law, other laws that define the role of every government level do exist. However, the Omnibus-law is the basis, and other laws only correlate to it<sup>119</sup>.

“In my opinion, the Secretary [for Culture of AP Vojvodina] should support elitist culture, since elitist culture can not finance itself, whereas popular culture can through sponsors, selling tickets etc. I also think that the Secretary should support the culture of national minorities and new artistic forms. Let’s go back to the cultural policy issue. As far as folklore and other urban and rural cultural values are concerned, it is up to the local self-government to create preconditions for their development, as well as to create developmental strategies in the area of culture. The local self-government has a responsibility to nourish amateurism, since in small communities cultural life is based only on cultural-artistic associations [CAA], amateur theatres etc. therefore, it is in the hands of every municipality to raise the quality level of CCA (through the engagement of professional choreographers and directors who will collaborate with the amateur theatre)”<sup>120</sup> In this way we may see how cultural decision-makers perceive competence over local cultural policy.

The Ministry of culture is financing the work of 173 public cultural institutions and, via project funding, several hundred more cultural institutions and NGOs. The budget of the Ministry is responsible for the routine financing of all these institutions, of which 80% goes for the salaries and material expenses. According to this, a very small amount of money is left for project financing<sup>121</sup>. The Ministry’s open competition for project financing (2005) has highlighted that special attention would be given to projects that are of **national importance, high artistic quality, preserve non-material heritage, promote new artistic forms, support cultural decentralization, national minority and**

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<sup>119</sup> Interview with the Assistant Provincial Secretary for Culture - Dragan Sreckov, done by Slavko Matic in 2003 within research project “Cultural policies of Serbia” held by Centre for Study in Cultural Development.

<sup>120</sup> Ibid.

<sup>121</sup> Council of Europe/ERICarts, Compendium of Cultural Policies and Trends in Europe, 7th edition. Strasbourg: Council of Europe 2006.

**youth creativity.** In this way, we may mark national cultural priorities. Following this competition there was also a separate one, which supported movie production, book publishing, and culture on the territory of Kosovo and Metohija. This competition highlighted the priority of high artistic quality and the promotion of national culture. Competitions are open for institutions, NGO's and individuals from the territory of Serbian<sup>122</sup>.

The opening of competitions for financing projects is a positive instrument that was introduced by the national, province and Belgrade council. This is the way that local cultural actors gain support for local initiatives and cultural needs. Still, cultural workers noted<sup>123</sup> **insufficient support to the development of cultural needs among youth in general as a pre-condition for cultural consumption. Also it's recognized necessity of re-education of cultural workers that need to adjust to a new social and cultural system.** We are facing the fact that cultural policy measures and instruments on all levels are not good at targeting local needs. It is necessary to empower local actors for taking up bottom-up initiative.

Nevertheless, Serbian cultural policy delegates the main role of local/municipal cultural policy to work on cultural development of individuals in community. "Entire industries and production chains depend on the inspiration of **single individuals.**" To describe this development potential Charles Landry uses the term "Cultural software". We are living in an era of knowledge-economy. For this reason, governments have to have a developed strategy to support talents, such as an educational system and supportive policies for young creative minds. The new economical environment is demanding new skills and a more interdisciplinary approach. Since creative industries or "creative software" as Charles Landry calls it, depend on individuals, it is upon the municipality to recognize its creative minds and create a productive environment. Lack of documentation on the national level that could correlate with the UK Mapping Document on Creative Industries could inspire municipal initiative to map at least its own potentials.

#### **4.4.1. The role of municipalities in developing plans for integrated sustainable development**

As a precondition for creative industries development Landry highlights that such opportunities depend partly on developing **urban environments** which can attract and support creative originators and partly

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<sup>122</sup> Ministry of Culture of Republic of Serbia <http://www.kultura.sr.gov.yu/>, accessed on 19.05.2006.

<sup>123</sup> Dragicevic Sestic, Milena. „Direkna kontrola ili delegirana odgovornost.“ In *Modeli i instrumenti kulturne politike grada Beograda*. Zavod za proucavanje kulturnog razvitka, ed. Beograd: Zavod za proucavanje kulturnog razvitka, 2003. p. 41-50.

on development of strategies, in areas such as **education**, to make the most of upstream cultural work — the origination of new ideas<sup>124</sup>.

**Key elements of that creative urban environment include:**

1. small-scale start-up capital and technical support for individual creative people and small businesses,
2. Investment in education systems
3. cultural quarters
4. value production chains
5. marketing

The UK has found its urban developmental trump in support of creative industries. “In cities like New York and London up to 15% of the workforce is employed in these sectors. In the UK, for example, output in the cultural industries has grown by over 10% per annum over the last decade compared to less than 5% in the economy as a whole.” Charles Landry questions: “Whether this kind of dynamism can be replicated in cities of the developing world when so much of this growth is connected to the new media and its associated technology.” He recognized opportunities in:

- The development of local cultural industry production in fields such as publishing, film, TV and radio, both as a route to economic growth and for cultural or educational reasons;
- The connection of traditional cultural techniques, forms and crafts with wider markets, while safeguarding the interests of the producers;
- The exploitation of advantages arising from differential labor costs to expand into labor intensive industries such as animation and computer software<sup>125</sup>.

UK cultural policy with its orientation towards creative industries and involvement of the cultural sector in the social inclusion policy played a remarkable, maybe even leading role in the process of UK urban regeneration. The Urban regeneration method showed positive results in building an inclusive society by empowering individuals on the very local level using a multi-disciplinary approach in setting

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<sup>124</sup> Landry, Charles. “Culture & city economies.” In *Recognising Culture: A Series of Briefing Papers on Culture and Development*, F. Matarasso, ed. London: Comedia, Department of Canadian Heritage and UNESCO, 2001. p. 33-35.

<sup>125</sup> Ibid.

wide specter of partnerships.

The Policy Team Action 10 set recommendations for local authorities and DCMS that may be applied to the present Serbian situation, by which the Ministry of culture and Local authorities should, in order to achieve greater social inclusion, support the implementation of the Poverty reduction strategy.

**Local authorities** are the main public sector providers and enablers of culture/leisure facilities, programmes and opportunities. Many local authorities, but not all, will already be operating in line with community development principles using culture, leisure and tourism. Our recommendations are as follows:

- the principles of the community development approach should underpin and build on the ways in which local authority culture/leisure strategies and services are developed and provided, creating targeted programmes linked to networked projects
- wider regeneration strategies and other strategies aimed at improving an area's performance in the four 'key indicators' of health, crime, education and employment should explicitly consider the role which their cultural, leisure and tourism capacity can play
- local authorities should map/assess culture/leisure provision and expenditure on culture and leisure geographically (eg ward by ward) and according to the social, ethnic and professional background of users, according to indicators of deprivation which are being developed by DETR [Department of the Environment, Transport and the Regions]. There is a clear need for better information and analysis of expenditure and outputs in this area, and for an information 'baseline' so that progress can be monitored in the future
- community development work in culture/leisure services is likely to benefit particularly from modernised management arrangements in local authorities, such as neighbourhood-based, 'cross - disciplinary' team working; interdisciplinary approaches to specific issues and more systematic consultation processes with local communities. It is important for plans for culture/leisure community based work to be developed in this wider context, rather than in isolation
- local authorities' youth services should seek to promote and develop programmes aimed at enhancing the creative and sporting talents of young people in disadvantaged areas; encourage working with skilled arts and sports workers and monitor the outcomes
- local authorities should seek to improve value for money from their assets/facilities as a whole by ensuring the widest feasible use of them e.g. school arts and sports facilities out of school

hours.

DCMS should:

- ensure that neighbourhood renewal issues are on the initial agenda and strategies of the new DCMS regional cultural consortiums (involving bodies across the culture, leisure and tourism fields, including community development cultural and leisure organisations); and that the consortiums properly involve the commercial culture/leisure field;
- ensure that the Government Regional Offices and the new Regional Development Agencies and Regional Chambers involve culture, leisure and tourism organisations in plans for regeneration;
- specifically, in this context, seek to ensure the more systematic use of (EC) Agenda 2000 (regeneration) funds to support arts/sports projects promoting neighbourhood renewal and to help local and regional bodies to gain access to them;
- devote resources to the advocacy, monitoring and ‘follow through’ of the policies recommended in this report, as they are put into practice by local authorities; lottery distributors and DCMS-sponsored bodies and through wider Government regeneration schemes, and in so doing, promote both partnership with those bodies and involvement with groups representing neighbourhoods at risk of exclusion;
- DCMS divisions should examine, with their sponsored bodies, ways to implement social inclusion objectives in funding agreements and should develop an area-based approach to culture-led community regeneration;
- DCMS should co-ordinate more competitive comprehensive guidance on what sources of funding are currently available;
- DCMS should seek to tighten the social inclusion objectives and targets given in funding agreements with its sponsored bodies. DCMS should also consider asking QUEST (Quality, Efficiency and Standards Teams), the new independent body promoting efficiency and best practice in DCMS-sponsored bodies, to examine the impact of sponsored bodies’ social inclusion policies<sup>126</sup>.

The cultural models of Serbia and the UK are traditionally different, based on a different perception of art and the role of culture in society. Nevertheless, all those suggestions are applicable to the Serbian

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<sup>126</sup> UK Department for Culture, Media and Sport. Report – Policy Action Team 10. UK Department for Culture, Media and Sport, 1999. p. 50-56.  
[http://www.culture.gov.uk/NR/rdonlyres/ez6co4jbfwthseu57uxid373zcbouym4dov3imb7auddz2xkk6pjnebrx737kkt5vm27pi7cj4cwpu73ikky2gxysmf/PAT10\\_annexb.pdf](http://www.culture.gov.uk/NR/rdonlyres/ez6co4jbfwthseu57uxid373zcbouym4dov3imb7auddz2xkk6pjnebrx737kkt5vm27pi7cj4cwpu73ikky2gxysmf/PAT10_annexb.pdf), accessed on 17.12. 2005.

situation, too. As the UK example shows, culture and art, like other spheres of public life, are seen from the perspective of value and impact that can be measured if it's going to raise public support. Effectiveness is a main principle that should be transparently demonstrated. Those recommendations may be used as guidelines for setting inter-sector cooperation in building integrated social inclusion policy.

#### **4.4.2. Inter-sector (horizontal and vertical) cooperation and public-private partnership in culture**

“There have been a number of experiments in “Joined-up” government – among them, fixed-term commissions, megaministries, joint co-ordinating committees and so forth. No single approach has as yet been entirely successful and indeed it would be surprising if there were one model which could be universally applied irrespective of the particular circumstances and traditions of individual countries<sup>127</sup>.”

Inter-ministerial co-operation on the level of the Serbian government has not been institutionalized. However, for specific questions and problems or projects, the links are sporadically established<sup>128</sup>. Those links are established if the Serbian Government approves the initiative of the project carrier in one Ministry for cooperation with other ministries and their departments. Each cooperative inter-sector program/project depends on the political decision for its successful implementation. Such a decision should enable budgetary inter-sector financing of the program. It is necessary to have political decision on priority programs in the development process<sup>129</sup>.

The Initiative of the Ministry of culture to develop a program “Cultural route” is aiming to establish a long-term cooperation between economy and the local community for the preservation and revitalization of the natural and cultural heritage. This project was presented and awarded at the Tourism fair organized by the Ministry of Tourism. This project aims to establish stronger inter-sector links mainly between those two ministries, the local self-government and cultural institutions. Also, the Ministry of Culture is running the initiative on the revitalization of Industrial heritage with the purpose

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<sup>127</sup> Everitt, Anthony. *The Governance of Culture: Approaches to Integrated Cultural Planning and Policies*. Strasbourg: Council of Europe, 1999. p. 26.

<sup>128</sup> Council of Europe/ERICarts, *Compendium of Cultural Policies and Trends in Europe*, 7th edition. Strasbourg: Council of Europe 2006.

<sup>129</sup> Borislav Surdic, Ministry of Culture of the Republic of Serbia

of developing cultural tourism and local sustainable development<sup>130</sup>.

After a successful project implementation in 2002:

1. the cooperation and dialogue concerning building an effective local cultural policy (with the aim to explore initiatives, solutions, proposals and the readiness for active participation in building long term development strategies of these towns; cultural tourism is included as one of the basis for the development of strategic documents of these towns)
2. the project of re-education in cultural tourism (aim to connect tourist workers and workers in the domain of culture and to initiate their joint actions in the promotion of their activities).

The Centre for the Study of Cultural Development in the frame of its mission to actively participate in creating a public and cultural policy, as well as to enhance the cooperation of culture with other sectors in the aim to economically regenerate the municipalities, has planned to start various initiatives. One of them is the project «Horizons of sustainable development» dedicated to municipalities in Serbia, and another “Culture of suburbs” dedicated to Belgrade suburban municipalities. The starting point in creating these policies lies in the fact that tourist resources could become a developmental component of culture for Belgrade suburbs. The initiative started with Obrenovac municipality (2003) with which they achieved full cooperation and active participation in the project Strategic Development of Culture in the Suburbs. The project was implemented in cooperation with the local self-government of the Municipality of Obrenovac and the NGOs *Mladi grašak* and *Šta hoćeš?* The aim of the project was that the local government, in cooperation with the citizens, decision makers and cultural managers, as well as cultural creators of all orientations, should achieve a joint strategic plan for long term cultural development in a specific local surrounding. The project continues in the suburban municipalities of Lazarevac, Barajevo, Surcin, Sopot, Grocka and Mladenovac<sup>131</sup>. The project implementation also includes establishing cooperation with partners in every municipality (representatives of municipality, members of local government, managers and tourist agencies staff and cultural organizations, representatives of NGOs, media, tourism, local business sector and the inclusion of field ministries in the phase of debates of the Ministry of Tourism, Ministry of Culture, Ministry of Local self-government, etc.

The Ministry of Culture of the Republic of Serbia is involved in a partner project including five

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<sup>130</sup> Ibid.

<sup>131</sup> Tajana Bokan – The Centre for Study in Cultural Development

Republic ministries under the Ministry of Health. They have joined their efforts in setting a National strategy for the prevention of psycho-active substances abuse. The Ministry of culture is also cooperating with the Ministry of Social care on the Strategy for improving the conditions of disabled people. Still, the Ministry of culture is not involved in the implementation of Poverty reduction strategy as a major element of the social inclusion policy<sup>132</sup>.

Development projects and regeneration strategies, demand more institutionalized inter-ministerial working groups and equal funds. In such a turbulent reform/regeneration process, the role of culture in delivering personal, social and economic benefits is gaining more importance. The value-production chain of each artistic domain at the local level enables the local cultural policy to recognize weaknesses of and potentials for development. Throughout planning the development process certain dilemmas<sup>133</sup> concerning the cultural sector appear (How developmental should CP be? How should CP be determinative: Consultation - active participation? Investments should go into: prestige investment – community investment, community or communities, consumption or production...?). Culture has also to play a visible role in the implementation of all strategic documents, from economic development to poverty reduction strategy and building an inclusive society. Further on we will see more in-depth results and the potentials of inter-sector cooperation in Serbia.

#### **4.4.2.1. The personal benefits as outcomes of mutual relations of cultural and educational policy**

The **personal cultural benefits** for Serbian citizens at a local level are mainly fulfilled through cultural offer and participation in cultural life, as well as through the educational system. Along with media support they are the ones that have the strongest influence on the creation of a system of value, personal creativity and skills that enable individuals for social participation, personal affirmation and the creation of positive inter-personal relations.

The first dilemma that appears to cultural decision-makers is the **spatial developmental dilemma**, or how the periphery relates towards the city centre. We are still facing a high level of cultural centralism in Serbian cities. Although there is a possibility for municipalities to independently make decision relating to institutional and infrastructural needs, and as they are organized in single-grade type, developmental and cultural plans often overlap sometimes even completely neglect certain areas. In

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<sup>132</sup> Ivana Garic and Borka Sundac - Ministry of Culture of the Republic of Serbia

<sup>133</sup> Matrarasso, Francois and Charles Landry. *Balancing Act: 21 Strategic Dilemmas in Cultural Policy*. Strasbourg: Council of Europe, 1999.

this regard it is necessary to have a good coordination and cooperation, horizontal and vertical, on all levels of public policy. Besides Belgrade, few other cities show a similar cultural vitality and respective cultural production.

Also, we may argue that certain a level of elitism exists in cultural life. Elitism is seen in a closed and small number of cultural users/visitors that are able to enjoy cultural production. Animation programs are very rarely used to increase participation in cultural life. Usually they are run by NGO's and single individuals, without systematic institutional support. Cultural institutions haven't succeeded in enlarging the non-audience and have limited this task to schools and families.

**Art education** has been integrated in Primary and Secondary schools curriculum only through a few disciplines (literature, music, and fine arts). There are no drama, film or media literacy courses, and during the last ten years such workshops as extracurricular options have disappeared from a large number of schools. The new *Law on education* has introduced these changes, especially by initiating Civil society courses into the curricula. Art education outside school curriculum is left to the initiatives of municipal cultural institutions (houses of culture) or individual artists, who propose courses, workshops, and events etc, mostly paid by the children themselves<sup>134</sup>.

Since there are no specialized courses in art an opinion of certain cultural decision-makers is that they should find a way to interfere with school programs in a way that would support audience development and raise of cultural values. Still, along with the reform of school programs and the complete educational system, two responsible ministries (of education and culture) have not met to rethink some options. In addition, what has to be stressed out is that further concrete initiative on this matter has not come from the creative sector. The Ministry of culture showed their will by supporting exclusive projects such as the one that came as an initiative of the Musica Arte violin quartet. In 2005 Musica Arte performed a popular classical music repertoire in a number of Belgrade kindergartens and received more positive reactions from the children than had been expected. There has also been an initiative on the part of a dean from the Teachers Faculty to introduce film courses for students in order to develop a visual-film sensibility among schoolchildren. Still, there are no concrete results and programs on this matter. The organization of festivals, which is more than necessary, may still present a good instrument for the popularization of "culture and creativity" and an investment in the future

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<sup>134</sup> Council of Europe/ERICarts, *Compendium of Cultural Policies and Trends in Europe*, 7th edition. Strasbourg: Council of Europe 2006

cultural market<sup>135</sup>.

This is just one of the aspects in which cultural, educational and youth policies overlap. NGO's and international organizations are advocating the necessity of the strategic care of youth which is marked in Serbia as a vulnerable group with the highest developmental potentials. Vojvodina is a good example of taking a proactive role towards youth by bringing the youth strategy into the implementation process.

The local UNICEF office has done the research<sup>136</sup> on the position of youth in FRY. Their findings conclude that almost half of the young people in FRY (48 per cent) belong to an organized group, the second highest participation rate in Europe. Young people spread themselves around a number of different types of groups: 7 per cent belong to a musical group or band; 5 per cent to a sports club, 4 per cent to a religious group; 3 per cent each for scouts, political associations, and dance groups; 2 per cent belong to an art club; and 1 per cent to a volunteer group. Almost a quarter did not specify which kind of group they had joined. Only four organizations function at the national level and only two (the Yugoslav Scout Association and Yugoslav Red Cross) have a complete organizational structure at all levels. The strong affinity of FRY young people for joining clubs is marked as an inheritance of the communist past when mass participation of children and youth in extracurricular groups was a common thing since these organizations had a strong presence in schools and participation was free. All groups, even those ones with international associations like the Scouts Association of Serbia and the Youth Hostel Association, had to belong to the state-controlled Union of Socialist Youth. The groups were top-down organizations and highly centralized. In the transition period, Serbia dismantled this infrastructure in a hurry to get rid of the past. As it turns out, it is difficult to establish new youth organizations from scratch and to develop networks and associations among various groups<sup>137</sup>.

It's a new challenge to motivate, especially young people, for volunteer work, which would help build stable organizational and democratic system. Community development work has to play a leading role in society capacity building.

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<sup>135</sup> Milica Jankovic - Ministry of Culture of the Republic of Serbia

<sup>136</sup> Foy, Jane E. ed. A Brave New Generation, Youth in Federal Republic of Yugoslavia – Findings and Recommendations. Belgrade: UNICEF 2002.

<sup>137</sup> Foy, Jane E. ed. A Brave New Generation, Youth in Federal Republic of Yugoslavia – Findings and Recommendations. Belgrade: UNICEF 2002. p.37.

NGO's and various associations succeed (up to a certain level) in filling the gap that exists in cultural development. There is an opinion that: "Belgrade NGO's are only dealing with elitist culture. NGO sector is investing more in other cities. In retain of cultural policy NGO's are "dilettantes"<sup>138</sup>. Still, they widely contributed to the revitalization of the cultural field and introduction of new ways of management and networking in Serbia. Today, they couldn't manage to establish a stronger cooperation with cultural institutions and to implement their techniques and programs more widely<sup>139</sup>. We are facing nowadays a situation that testifies the disappearance of many of these NGO's or closing into a hermetic circle. One of the reasons is the lack of a Law on civil associations and NGO's.

Cultural institutions, over employed, with an inadequate organizational structure, lack of proper marketing, become a huge burden for public financing. They require big investments just for preserving infrastructure and salaries. Training efforts for building capacity of cultural managers still didn't show meaningful results. Policy of delegation cultural managers presents a non-stimulating environment where open competition is not practiced to increase working quality. Open managerial competitions haven't come to life yet, while results in the area of projects financing are slow. Those reasons brought up questions of privatization in the cultural domain. This may be one of the crucial acts that will strongly affect cultural life which must be planned in advance through cultural policy.

Alarming signals of individual aspirations and social distance (as we have seen in the chapter 4) imply that local cultural and educational policy should get more and more attention and importance. More than obvious is need for decentralizing the educational system that in that way could better satisfy local needs accompanied with cultural sector. Later on through example of two local communities we'll see how this cooperation works in practice while on national level is not institutionalized.

Cultural policy measures affect the delivery of personal benefits of the arts and culture. Cultural policy has to enable greater accessibility to arts and culture through distribution of cultural programs, cultural institutions and educational system in order to develop creativity, skills and self-confidence. Arts in education and amateurism are not adequately supported in Serbia. Cultural policy should propose establishment of stronger cooperation with educational system and development of arts in education

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<sup>138</sup> Jokic, Biljana. „Fokus grupe – ko, gde, sta?“ In *Modeli i instrumenti kulturne politike grada Beograda*. Zavod za proucavanje kulturnog razvitka, ed. Beograd: Zavod za proucavanje kulturnog razvitka, 2003. p. 54-74.

<sup>139</sup> Council of Europe/ERICarts, *Compendium of Cultural Policies and Trends in Europe, 7th edition*. Strasbourg: Council of Europe 2006.

programs that would be delivered by licence trainers. Cultural influence on development of personal skills, creativity and self-confidence are of significant importance in empowering vulnerable groups and reduction of poverty in Serbia.

#### **4.4.2.2. The social benefits as outcomes of mutual relations of cultural and social policy**

Local cultural policy, besides developing personal benefits, has a strong influence on the development of social ties, relations and generally social capital through by creating social cohesion and better quality of life; in that way it fulfills **social development benefits**. “The process of personal growth and empowerment can have an effect on the wider community: as individuals gain new skills and capacities in management, decision-making, teamwork fund-raising, negotiation etc, so the community gains skills and competence. These skills are often used directly in paid or unpaid creative work but they are also transferable into many other activities. As confidence grows in an individual’s ability to make personal changes, with it grows faith in the community’s ability to change.<sup>140</sup>”

“Cultural education can also contribute to national identity, pride, and a stronger civil society—key elements to sustainable development. Educational systems are inseparable from their cultural contexts. Curricular practices are a powerful form of socialisation that shapes individual and social values and priorities. As a result, education must be seen within the context of particular educational practices, places, and groups of people<sup>141</sup>.”

*‘Education will determine who has the keys to the treasures the world can furnish. This is particularly important for the poor, who have to rely on their human capital as the main, if not the only, means of escaping poverty.’* The World Bank<sup>142</sup> the amendments to the Law on Basic Upbringing and Education were adopted in June 2004, providing measures designed to ensure a stable long-term development in the education sector. One of those measures was the establishment of the National Board of Education. In the meantime, i.e. prior to the election of the members, the National Board of Education documents of great importance intended for the education sector have been prepared, some of which have also

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<sup>140</sup> Gould, Helen. “Culture & social capital.” In *Recognising Culture: A Series of Briefing Papers on Culture and Development*, F. Matarasso, ed. London: Comedia, Department of Canadian Heritage and UNESCO, 2001. p. 70-74.

<sup>141</sup> Grauer, Kit Ph.D, Don Krug, Ph.D, Yohanna Loucheur & Elizabeth MacKinnon. “Culture, education, & skills for living” In *Recognising Culture: A Series of Briefing Papers on Culture and Development*, F. Matarasso, ed. London: Comedia, Department of Canadian Heritage and UNESCO, 2001. p. 61-62.

<sup>142</sup> Matarasso, Francois, ed. *Recognising Culture: A Series of Briefing Papers on Culture and Development*. London: Comedia, Department of Canadian Heritage and UNESCO, 2001. p. 61-62.

been adopted. They include the *National Plan of Actions for Children, Poverty Reduction Strategy, National Plan of Actions for Roma Children, Secondary Education Reform Strategy, Consolidated Plan of Actions for the Advancement of Roma Education in Serbia and the Adult Education Strategy*<sup>143</sup>. Culture needs to support a growing educational structure which is inadequate for Serbia.

This is the aspect that connects cultural policy with social inclusion policy. Cultural influence on Serbian society is going to be dominant on the level of implementation of the Poverty reduction strategy. It is a moment for the cultural sector to establish stronger partnerships with other sectors and actively perform in building positive regeneration conditions. The UK Policy Team Action 10 sets recommendations (as has been mentioned in the chapter 4.4.1.) for local authorities and DCMS that may be applied to present the Serbian situation, in which the Ministry of culture and Local authorities should support the implementation of the Poverty reduction strategy in order to achieve greater social inclusion.

A personal development course for ten women travellers in Dublin started with the modest aim of using creative activities to develop new skills and confidence. Armed with these, the women set out to design a new travellers' site, since the existing one had no lighting, toilets, running water, was overflowing with rubbish and infested by rats. The redevelopment of the site gave rise to a wide range of community projects: a team of health workers, a youth worker, an after-schools project for traveller children, advice services on social welfare, law, housing and land rights and even a catering business. A whole community was transformed because culture gave ten women the confidence and competence to act<sup>144</sup>.

During years of crisis populations health has been damaged to the level that it can be encompassed properly only through the correlation of the health system with other domains. Negative birth rate that directly effects economic growth is a complex social, not only health-system problem. The system of health protection in Serbia is also going through significant changes. "There is a need for cultural indicators to be developed in order to enable health planners and administrators to monitor and understand the impact that their actions have on populations. Similarly, appreciation of the links that exist between the household, the environment, healthcare infrastructure and other support facilities, as

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<sup>143</sup> The Review of the Implementation the Millennium Development Goals in Serbia.  
<http://www.srbija.sr.gov.yu/>, accessed on 03.11.2005.

<sup>144</sup> Gould, Helen. "Culture & social capital." In *Recognising Culture: A Series of Briefing Papers on Culture and Development*, F. Matarasso, ed. London: Comedia, Department of Canadian Heritage and UNESCO, 2001. p. 70-74.

well as how to improve their use, can be better appreciated if observed through a cultural lens.<sup>145</sup> There is a well known practice of using art methods in working with the ill and disabled. Art methods showed results in preparing healed individual for re-socialization. After years of war, post trauma syndrome is affecting Serbian society primarily through the increase of violence. This is definitely the domain where the cultural sector could propose certain programs for recovery.

The Example of HEALTH START Studios, Manchester may be inspiring for Serbian urban regeneration projects. The START (Sheltered Training in Arts) studios were founded in 1986. The studios provide space for people to get involved with art, from stained glass to photography. It has a membership of 60, accepted through referrals from health and social services. The centre is publicized as a place where people recovering from mental illness ‘find that the arts are not merely a powerful antidote to loneliness, but also a significant means of self-fulfilment and of giving pleasure to others’. A few of the more established members that run the workshops are paid on a therapeutic earnings basis. Research on the effects of START showed that it reduced the use of in-patient and day hospital facilities and that fewer members were referred to health professionals than previously. The researchers also found that START may have helped to reduce the risk of relapse.<sup>146</sup>

All those social and cultural aspects affect people and economy concentration in the certain community. Major comparative advantage of certain societies is social capital and quality of life present. Through them, culture is giving its highest social effect.

All those social and cultural aspects affect people and economy concentration in a certain community. The major comparative advantage of certain societies is social capital and quality of life present. Through them, culture gives its highest social effect.

Closely related with this domain is the still actual dilemma in Serbia: **cultural democracy or democratization of culture**. The general point of view is that democratization of culture should be promoted, but our cultural practice is still facing cultural democracy that is not the only solution for the fulfilment of cultural needs. Cultural policy has to enable promotion of diversity and various cultural

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<sup>145</sup> Sengendo, James PhD. “Culture and health.” In *Recognising Culture: A Series of Briefing Papers on Culture and Development*, F. Matarasso, ed. London: Comedia, Department of Canadian Heritage and UNESCO, 2001.p. 59.

<sup>146</sup> UK Department for Culture, Media and Sport. Report – Policy Action Team 10. UK Department for Culture, Media and Sport, 1999. p. 22.  
[http://www.culture.gov.uk/NR/rdonlyres/ez6co4jbfwthseu57uxid373zcbouym4dov3imb7auddz2xkk6pjnebrx737kkt5vm27pi7cj4cwpu73ikky2gxysmf/PAT10\\_annexb.pdf](http://www.culture.gov.uk/NR/rdonlyres/ez6co4jbfwthseu57uxid373zcbouym4dov3imb7auddz2xkk6pjnebrx737kkt5vm27pi7cj4cwpu73ikky2gxysmf/PAT10_annexb.pdf), accessed on 17.12. 2005.

practices.

Support to ethnic minorities culture and cultural heritage primary presents crucial point in building inclusive society and fruitful social relations as precondition for sustainable development. As we have seen that social exclusion in Serbia is primary a result of poverty that mainly affects certain vulnerable groups, notion of their specific culture has an important place in intercultural understanding and dialogue. Existing cultural prejudices among population require special cultural policy measures in changing of value system and promotion of tolerance. In this order, **Serbian cultural priorities should act through education, debate, information and participation.** Besides cultural diversity protection and support to minority cultures, cultural policy has to enable citizen's participation in decision-making process, affirming citizen's organizations and inter-cultural cooperation, in accordance to the human and cultural rights.

#### **4.4.2.3. The economic benefits as outcomes of mutual relations of cultural and economic policy**

Culture has a direct influence on economic development, **economic benefits**, through profitable creative industry and cultural tourism. The "Essen Declaration: 10 Axioms for the Culture Industries in Europe" is one outcome of the EU German Presidency Conference: "Culture Industries in Europe – A Comparison of Development Concepts" held from May 19th to 21st 1999 at the Zeche Zollverein, Essen. The purpose of the axioms which make up the "Essen Declaration" is to strengthen the culture industries in Europe at the turn of the 21st century and to provide a fresh impetus for local and regional development. Article 5 says that: **The CULTURE INDUSTRIES deploy Europe's historic heritage:** In the competitive global marketplace Europe's greatest potential is its history and traditions. Europe's rich and diverse cultural landscapes are the product of centuries of creativity on the part of artists, craftsmen and women, technicians, and their clients. The Culture Industries build upon these potentials, while at the same time contributing to developing them for the future. In many areas of cultural employment, the Culture Industries protect cultural landscapes and thus preserve a contrast to the leveling effect of mass global consumption<sup>147</sup>. In this way we see that Cultural tourism, as tourism that is motivated by the need to visit places with attractive cultural and artistic sites<sup>148</sup>, is closely related to creative industries. Further on, in article 8 of Essen declaration: **The CULTURE INDUSTRIES require support from urban-development policy:** Urban environments for working

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<sup>147</sup> The "Essen Declaration: 10 Axioms for the Culture Industries in Europe" [www.ericarts.org/confcreates](http://www.ericarts.org/confcreates), accessed on 25.05.2005.

<sup>148</sup> Dojcinovic, Vesna Djukic. Kulturni turizam. Beograd: Clio, 2005.

and living at locations with international appeal are preconditions for successful Culture Industries. Both small and medium-sized businesses are eager to utilise the built cultural heritage for their own activities and **for programmes offered for tourists**. In turn the Culture Industries reinforce the centres of European cities by making them livelier and safer. Those areas that depend on heritage and individual creative potential can be fertilized with proper marketing and placement methods.

Last year in the UK, the creative industries generated revenues of about £112 billion and employed 1.3 million people. Their contribution to the balance of trade was £10.3 billion, or over 5 per cent of GDP—more than any of the UK’s manufacturing industry. Most significantly, perhaps, the UK creative industries experienced average annual growth of 7% in the five years to 1993, while the rest of the economy was in recession; 4 in 1997-98, output grew by 16% compared to 6% for the economy as a whole<sup>149</sup>.

There are good reasons why cities provide fertile ground for cultural innovation and the development of creative industries:

- They can achieve critical mass in cultural production and consumption, ensuring that creative people find others to work with and people to sell to, even where the work is pushing the boundaries of practice or expectation.
- They are crossroads within and between nations, the natural destination for immigration and consequently for new influences—and nothing fires cultural innovation like new techniques or ideas from outside.
- They attract the ambitious, the restless and those with something to prove, and confront them with others who are just as creative and just as ambitious.
- They have the infrastructure, distribution systems and range of services to support the creative individual and add value to their work throughout the production chain.
- They enable constant, rapid communication, continuous testing of ideas and learning from experience<sup>150</sup>.

The Ministry of culture initiated **Working group for policy issues regarding cultural industries development**: the problem is very important because of the future integration with WTO and also

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<sup>149</sup> Landry, Charles. “Culture & city economies.” In *Recognising Culture: A Series of Briefing Papers on Culture and Development*, F. Matarasso, ed. London: Comedia, Department of Canadian Heritage and UNESCO, 2001. p. 33-35.

<sup>150</sup> Ibid.

because of their potential for future economic development of Serbia. On the other hand, the Ministry for science, technology and development produced a working version of the Strategy of the economic development of Serbia until 2010 which didn't take in to account cultural industries and media. So, one of the main tasks of the Working group is to raise awareness and advocate the integration of cultural industries in that document as well as in other strategic documents of the Serbian government (small and medium enterprises development etc)<sup>151</sup>.

One of the priorities of the Ministry of Culture is the development of Creative industries, particularly the film industry. Consequently, open competitions for film production projects, as well as funds for scenario development, cinematography funds and commission of respective film scholars and authors are introduced. Still, investment in film industry cannot give favourable results until the value of the production chain is not completed. Priorities of the film industry development in this regard should also be investments in adequate laboratory and cinema network.

Due to this reason, effective public-private partnership becomes very important. In the process of privatization of cultural institutions, cinema halls, that are usually part of cultural centres and houses of cultures, the Ministry of culture is invited to give permission to this process development. The Agency for privatization gives information to the Ministry of culture on privatization initiative, where the main demands from investors of Ministry of Culture are:

- Keeping the same venue purposes
- Necessary maximum investment and
- 20% share of domestic film production on the repertory.

Still, the Ministry of Culture succeeded in persuading the Ministry of Finances to invest part of the public budget in the Film industry. It is believed that the film industry presents the developmental potential of Serbia. There has been some initiative to introduce credit system for financing of film production. Nevertheless, this initiative could not be introduced since lately Serbian movies have not succeeded in making a profit. Film production is based on public-private support; still, there is no organized partnership between producer-public and sector-private businesses. In practice, it looks like this: as soon as the producer secures public finance or at least written support, he may count on the private sector for sponsorship. There is no such thing as "Arts and Business" organization that would

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<sup>151</sup> Council of Europe/ERICarts, Compendium of Cultural Policies and Trends in Europe, 7th edition. Strasbourg: Council of Europe 2006.

organize in more detail and have a strategic approach to the development of film industry in Serbia. As we have seen, all administrative levels in Serbia are investing in Creative industries, especially in film production (from short and documentaries until features). Still, communication between those administration levels could be described as weak. Sporadically those links are established for certain projects if public budget has larger proportion in the funds. However, this happens rarely<sup>152</sup>.

City and cultural tourism in Europe have a very important place in all tourism development plans, especially in EU countries, as a means of economic diversification, generating new work places and revitalization of towns which is especially important for towns that face the need for faster development of the service sector in the process of de-industrialization. Glasgow which was going through economic recession during the 80ies became the third town in England by the number of tourist visits, after London and Edinburgh – all this after the nomination for “European town of culture” and successful cultural activities. In 1991, when it was nominated for “European town of culture” Dublin had increase its number of tourists by 17%, while in Ireland the increase was only 2%<sup>153</sup>.

Tourism is recognized as a strategic priority of the Serbian government. “Travel and tourism is one of the biggest and fastest-growing sectors of the global economy and is particularly significant in the developing world. According to the World Travel and Tourism Council, the industry was expected to generate US\$4.5 trillion of economic activity (Total Demand) in 1999 and this is forecast to double by 2010. It accounts for 3.1% of global employment: today’s 67.8 million travel and tourism industry jobs are expected to become 86.4 million jobs by 2010. Culture has become progressively more important as a travel motivator. A recent US poll of frequent travellers shows the number citing historical or archaeological treasures as important to travel rose from 27% in the 1980s to 50% ten years later; a wish to understand culture grew from 48% to 88% over the same period. The profile of the cultural tourist market is also highly desirable: cultural tourists are generally high earners, well educated, older, tend to stay longer and spend more than the average tourist<sup>154</sup>.”

According to the estimate of WTO (World Tourist Organization) in the following period the number of

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<sup>152</sup> Milica Jankovic - Ministry of Culture of the Republic of Serbia

<sup>153</sup> Hadzic, Dr. Olga. Stejkholderski pristup upravljanju odrzivim razvojem kulturnog turizma: doktorska disertacija. Novi Sad: Univerzitet u Novom Sadu, 2006.

<sup>154</sup> Steinberg, Carole. “Culture & sustainable tourism.” In *Recognising Culture: A Series of Briefing Papers on Culture and Development*, F. Matarasso, ed. London: Comedia, Department of Canadian Heritage and UNESCO, 2001. p.40

cultural tourists will constantly increase by 15% a year<sup>155</sup>.

Considering the importance of **cultural tourism** within the Serbian cultural policy debate, stresses the possibility that the partnership between culture and tourism will contribute to a greater financial and organizational independence of cultural institutions and organizations throughout the country, as well as to a decentralization of culture<sup>156</sup>.

One of the strategic goals of the Ministry of Culture is to use cultural heritage in the programs of sustainable development. The Ministry argues that cultural heritage is an important social development resource that may be used in many Serbian local communities for development, especially of cultural tourism. Ministry of Culture initiated „reconstruction“ of cultural corridor „Roads of Roman Emperors“ as potentially attractive tourist road that connects various Serbian sites. The Initiative of the Ministry of culture to develop a “Cultural route” program is aiming to establish a long-term cooperation between the economy and local community for preserving and revitalization of natural and cultural heritage. The Initiative of the Ministry of culture to develop the “Cultural route” program requires a political decision-making for its successful implementation. Such a decision should enable budgetary inter-sector financing of this program. Obstacles to the development of Cultural tourism in Serbia present the fact that this particular term is not used in any domestic legislative document. It is also necessary to have political decision-making upon the development of cultural tourism. The state also has to enable conditions for the development of tourism by attracting private investments<sup>157</sup>.

In order to increase the operational efficiency in tourism and to start managing competitiveness, it is necessary to implement a broad procedure of communication with the key tourist clusters and stakeholders following the established vision and strategy. In that way the first convincing step towards the establishment of long-term relations of public-private partnership would be made<sup>158</sup>.

In the following table we may see that Ministry of Trade, Tourism and Series recognizes also the importance of inter-sector cooperation in which the Ministry of Culture has an important role in

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<sup>155</sup> Hadzic, Dr. Olga. Stejkholderski pristup upravljanju održivim razvojem kulturnog turizma: doktorska disertacija. Novi Sad: Univerzitet u Novom Sadu, 2006.

<sup>156</sup> Council of Europe/ERICarts, Compendium of Cultural Policies and Trends in Europe, 7th edition. Strasbourg: Council of Europe 2006.

<sup>157</sup> Borislav Surdic - Ministry of Culture of the Republic of Serbia

<sup>158</sup> Ministarstvo trgovine, turizma I usluga. Tourism strategy of the Republic of Serbia: Abridged Version of the First Interim Report. Beograd: Ministarstvo trgovine, turizma I usluga, 2006.

providing attractive tourist offers.

**Table 4: Competitive Management**



Source: Ministarstvo trgovine, turizma I usluga. Tourism strategy of the Republic of Serbia: Abridged Version of the First Interim Report. Beograd: Ministarstvo trgovine, turizma I usluga, 2006.

In the last years, a trend of revitalizing objects of industrial heritage and transforming them into tourist attractions exists. This enables tourists to see the economic and scientific development of a particular country or region<sup>159</sup>.

In the framework of the European Commission/Council of Europe Joint Programme on the Integrated Rehabilitation Project Plan /Survey of the Architectural and Archaeological Heritage (IRPP/SAAH), local and international experts prepared Preliminary Technical Assessment (PTA) of Old Industrial Area Pancevo (case study of the Municipality of Pancevo and in-depth analysis in chapter 6.). The PTA document is adopted by The Ministry of Culture and Media of the Republic of Serbia and the Ministry of Foreign Affairs of Serbia and Montenegro on January 2006.

<sup>159</sup> Hadzic, Dr. Olga. Stejkholderski pristup upravljanju održivim razvojem kulturnog turizma: doktorska disertacija. Novi Sad: Univerzitet u Novom Sadu, 2006.

The “Old industrial area of Pancevo” has a potentially **major social and economic significance for the whole region**. In recent years, the local community has begun to understand the importance of industrial heritage, and their interest to rehabilitate this area as a cultural and business centre is increasing. The large area that would be rehabilitated in this project, offers good opportunities for new sustainable uses.

The “Old industrial area of Pancevo” within the “ecological area” should be a project of exceptional importance from the aspect of industrial heritage. There is an urgent need for finding alternative financial sources and making the public utilize the entire area, develop tourism, and awaken the consciousness of heritage and identity. **Since the project includes the life of the entire community, larger aspect is needed, not just technical and architectural**. This project includes experts from different areas: economy, planning, ecology, sociology, tourism<sup>160</sup>.

SAIT project is implemented by the Centre for Study in Cultural Development with partner organization CHOROS international projects from New York since 2003. Beside foreign donors, the project was financially supported by the City Parliament of Belgrade and Secretariat for Culture. The main aim of the project is the transformation and reconstruction of abandoned post-industrial objects and their use as multi purpose art and business complexes. Cultural quarters present one of the key elements of the creative urban environment (as mentioned in chapter 4.4.1.).

The project (2003-2005) developed on 3 levels: inter-disciplinary, inter-sector and inter-regional. During 2005, in the third phase of the project the Feasibility study was made. It consists of a survey on the needs of the creative sector in Belgrade, a survey on real estate in Belgrade and an analysis of potential objects suitable for transformation (Beton Hala, skladište at the Sava docks, Staro sajmište in New Belgrade, Stara elektrana "Snaga i Svetlost" u Marini na Dorćolu). Since the phase of the project *Feasibility study* is finalized, it is necessary for the project's continuation to identify key partners and form an efficient local coalition of individuals and institutions for achieving the main aim- the reconstruction of the existing object and its transformation into a cultural- business complex.

Dojcinovic stresses that the Serbian public administration needs to orientate itself towards inter-sector

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<sup>160</sup> PTA of Old Industrial Area Pancevo, 2006 [http://www.coe.int/t/e/cultural\\_co-operation/heritage/technical\\_co-operation\\_and\\_consultancy/3\\_projects\\_and\\_programmes/PTA\\_Serbia\(SerbiaandMontenegro\)\\_Pancevo\\_APP.pdf?L=E](http://www.coe.int/t/e/cultural_co-operation/heritage/technical_co-operation_and_consultancy/3_projects_and_programmes/PTA_Serbia(SerbiaandMontenegro)_Pancevo_APP.pdf?L=E), accessed on 23. 05. 2006.

cooperation in order to develop multi-dimensional strategic plans of sustainable development. For a such sustainable development, it is necessary for the state to secure three main conditions:

- Multidisciplinary education on cultural tourism
- Financing, and
- Legislation in the domain of protection and promotion of cultural heritage.

In addition, it is necessary for the state to build a democratic society based on human rights<sup>161</sup>.

The cultural policy dilemma that influences general economic development is actually an **economic-cultural dilemma**. The question that appears is whether one should stimulate the development of consumption or production. “It is risky for a city to decide upon long-term consumption model of culture, on the other hand, cities should combine both strategies, thus creating interlinks between cultural production and consumption<sup>162</sup>.” Value production chain analysis (Value production chains present one of the key elements of the creative urban environment, as mentioned in chapter 4.4.1.) should exactly point out the neglected segments of this chain and help easier priority decision-making.

In the way that the UK recognized the potential of creative industries, as well as cultural and creative specifics that provide to diversity offers, leaves a space for each local community to recognize and economically develop its creative potentials.

One example of concrete problem solving by culture is a project TS2K held in London. “TS2k (Trafalgar Square 2000) tackles unemployment and social exclusion by getting young unemployed people into jobs in the expanding creative industry sector. Set up in 1996, TS2k supports these people to develop their skills, experience and contacts and break barriers into the industry through two Creative Enterprise centres in south and east London, centres for outreach in west and north London, public events, showcases and industry commissioning. It aims to generate jobs and career opportunities for young people through the Millennium celebrations, recognizing the benefits of involving the full diversity of cultures.<sup>163</sup>” This project proves the widely recognized potential of creative industries.

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<sup>161</sup> Dojcinovic, Vesna Djukic. *Kulturni turizam*. Beograd: Clio, 2005. p.32.

<sup>162</sup> Dragičević Šešić, Milena. „Stvaranje mita o gradu i politika spektakla.“ In *Javne kulturne politike*, M. Dragicevic Sesic, ed. Beograd: Magna Agende, 2002. p. 173-189.

<sup>163</sup> UK Department for Culture, Media and Sport. Report – Policy Action Team 10. UK Department for Culture, Media and Sport, 1999. p.24.

[http://www.culture.gov.uk/NR/rdonlyres/ez6co4jbfwthseu57uxid373zcbouym4dov3imb7auddz2xkk6jnebrx737kkt5vm27pi7cj4cwpu73ikky2gxysmf/PAT10\\_annexb.pdf](http://www.culture.gov.uk/NR/rdonlyres/ez6co4jbfwthseu57uxid373zcbouym4dov3imb7auddz2xkk6jnebrx737kkt5vm27pi7cj4cwpu73ikky2gxysmf/PAT10_annexb.pdf), accessed on 17.12. 2005.

Additionally, one should keep in mind that the cultural sector employs people both in the creative domain and in other sectors that accompany the cultural sector. At this point, a specific **cultural and political dilemma** rises: what should be funded? Which are the institutions that provide long-term activities or innovations/program and projects? (Table 3). Evaluation should be a major instrument in showing prioritized investments.

„ It is a general opinion that financing cultural institution should be mixed with precisely defined priorities in the public budget. There is a need for additional training in marketing and fund-raising, along with directing culture at the market. Fiscal policy is marked as inadequate. It is necessary to adopt General Law on culture that would follow laws on specific cultural domains<sup>164</sup>. “

The current partnership between the business sector and culture is very poorly developed. One of the main reasons for this situation is the fact that this kind of partnership is not legally regulated and it depends primarily on single agreements usually made through sponsorships. The **Arts & Business organizations** in the UK run a number of programs that develop partnerships between culture and commerce:

- The Skills Bank, helps business volunteers share their professional skills with arts organizations.
- The Board Bank helps arts companies to recruit board members from business.
- Arts@Work encourages partnerships that bring the skills, techniques and values of the arts into the workplace.
- Arts & Business New Partners is an investment program that facilitates the injection of business sector finance into projects that encourage commerce and industry to try something new with the arts sector<sup>165</sup>.

The Ministry of Culture of Republic of Serbia as a way to stimulate arts and business partnerships introduced BIZART AWARDS for the most successful strategic public-private partnership in culture.

With foreign investments, opening of the Serbian market and the introduction of western business policy, new initiatives for support of local development are occurring. All multinational companies that

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<sup>164</sup> Jokic, Biljana. „Fokus grupe – ko, gde, sta?“ In *Modeli i instrumenti kulturne politike grada Beograda*. Zavod za proucavanje kulturnog razvitka, ed. Beograd: Zavod za proucavanje kulturnog razvitka, 2003. p. 54-79.

<sup>165</sup> Council of Europe/ERICarts, *Compendium of Cultural Policies and Trends in Europe*, 7th edition. Strasbourg: Council of Europe 2006.

have a high social responsibility towards citizens' health and environment supported these kinds of initiatives. Since Serbia still does not have positive instruments for the support of this kind of social responsibility, companies are investing in this domain mostly as a way of good PR strategy. The Latest example is a scholarship policy of the Phillipe Moriss Tobacco Company in Nis municipality. The main criteria for obtaining scholarships were leadership potential, university of law diploma, economy and techniques, social activism such as volunteerism and so on<sup>166</sup>. Such a policy would mean that the state has a cultural or youth policy that would coordinate similar actions and funds through separate bodies. This company example shows new market tendencies turned towards a talent and knowledge based economy, promoting social activism and participation.

At the conference on „Philanthropy and socially responsible management“ held in 2004 it was concluded that it is necessary to: provide communication among different sectors, raise media consciousness and coverage of SRM and philanthropy, set up standards, procedures, set up cooperation goals based on values of participation and transparency, provide space for intermediation in this field of work that would be a database and of service to the business sector and non-profit organizations, advocate legal policy on SRM and donations - all in all to spread the idea of activity of social interest in law on profit<sup>167</sup>.

It is evident that local businesses don't possess a clear attitude towards SRM. Therefore, public policy should encourage and incorporate instruments for establishing positive conditions for public-private partnerships. In the mean time, as business representatives highlighted: „Sponsors would welcome if the Ministry of culture or other public institution would deliver annual activities plan in advance. In that way, sponsors could plan their cultural investment funds<sup>168</sup>.

Cultural policy instruments should be adopted in a way to fully support development of Cultural tourism and creative industries. Since these sectors rely on creativity and innovation of individuals, cultural policy should support status of artists and protection of their authorship rights, trying also to promote and support their work through awards system as well as with public purchases and positive credit system. On the other hand, in order to develop cultural market, cultural policy should invest in development of cultural needs and creation of critical consumption mass for creative industries

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<sup>166</sup> „Kao kod kuće“ TV show at B92. Broadcasted on 25.11. 2005.

<sup>167</sup> [www.gradjanske.org.yu](http://www.gradjanske.org.yu), accessed on 27.11. 2005.

<sup>168</sup> Ibid.

products. There is a need to map cultural resources and invest in closing the production value chains. Cultural policy has to establish cooperation with private cultural sector as a main stakeholder of creative industries. In addition, cultural policy should support development of philanthropy and SRM among other private businesses actors that could find their interest in supporting creative sector.

**Table 5: Suggestions for establishment of integrated cultural policy model in order to achieve The Total Benefits of the Arts and cultural Sector in Serbia**

	<b>personal</b>	<b>social</b>	<b>economic</b>
<b>Precondition</b>	Arts in education Amateurism	Freedom of speech Social Inclusion Affirmation of diversity Heritage protection	Protection of copyright Production conditions Market – demand Public-private partnership Heritage re-use ("capitalisation")
<b>Priorities</b>	Development of creativity	Diversity protection Citizens participation	Cultural market
<b>Instruments</b>	<b>Partnership with educational system</b> Licensing of arts in education programs Network of trainers Securing status of artists Affirmation of creativity (awards, promotions...)	<b>Partnership with PRSP</b> <b>Partnership with NGO's</b> <b>Partnership with health system</b> Support to minority cultures Support to uniting Affirmation of cooperation	<b>Public-private partnership</b> (Arts & Business) Development of cultural needs Resources mapping Status of artists and authorship rights Positive instruments: credits, awards, purchases
<b>Impact</b>	Skills Creativity Confidence	Tolerance Cohesion Identity Health	Profitable creative sector (Creative industries, Cultural tourism)

Implementation of Poverty reduction strategy could incorporate all three Total benefits of the arts and cultural sector: personal: skills and self-confidence, social: social inclusion, economic: employment and profit. Cultural policy should consider more pro-active role in society and develop programs that would employ cultural resources in achieving social inclusion in Serbia. Through employing people, cultural industries and cultural tourism may also have an important influence in poverty reduction action.

## V Case Study: Palilula – Belgrade: Mapping actors in urban regeneration

### 5.1. Targeting developmental problems and potential

Palilula is a Belgrade city municipality founded as such in 1956. Palilula is spread on both Danube benches connected by Pancevacki Bridge and present the largest municipal territory covering 44 586 hectares in Belgrade. Twenty-four local offices are working in its territory<sup>169</sup>. So large it could be divided into 3 complex totalities: urban next to the city centre, suburban and rural. Palilula present great economic and agricultural potential along with unused tourist potential.

By latest census in 2002 Palilula had 169 363<sup>170</sup> inhabitants. This ranges it at the fourth place among 17 Belgrade municipalities. The share of ethnic minorities in this number is around 12 000 with 9 000 of Roma population (7000 of them are situated on the left bench<sup>171</sup>), followed by lower percentage of Romanians, Goranci ethnic group, Ashkaliyes, Russians.

Agricultural land present 25.000 h, that is 63% of public property and the rest is private. Agriculture presents the main developmental factor of the municipality and the whole country as well. Twenty companies organize the whole production, where PKB Corporation is the largest of all. There are also 1.764 economy enterprises that are mostly private (a little more than 200 have public ownership). It is important to mention that those enterprises employ more than 15% of total number of employed people in Belgrade. Economic structure shows great vitality<sup>172</sup>. Tendency of privatization and SME's development<sup>173</sup> started in regard with positive resources and infrastructural conditions, which ensures economic development of this Municipality. Biggest enterprises should take the function of social responsibility in order to develop living conditions of municipality.

One of the tested solutions for support to economic development on the local level is the opening of the incubator business centre. The municipality can transform a run-down, abandoned business space or large lots of abandoned land into experimental incubator industries. In doing so, it would give the chance to a large number of entrepreneurs to try out new business ideas with minimum risk. An

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<sup>169</sup> [www.palilula.org.yu](http://www.palilula.org.yu), accessed on 19.07.2005

<sup>170</sup> Republicki zavod za statistiku Srbije. Opstine u Srbiji. Beograd: Republicki zavod za statistiku Srbije, 2003.

<sup>171</sup> Dunavski venac. Beograd: Panpublik 23. oktobar 2004. Broj 3. p. 2.

<sup>172</sup> [www.palilula.org.yu](http://www.palilula.org.yu) accessed on 19.07.2005

<sup>173</sup> Vladimir Jezdimirovic – Municipal council member, Palilula

incubator centre, besides the space, requires equipment, money for raw materials and advice, information and knowledge about what and how they should produce, and for which market. Money, favourable credits, low interest rates, and a longer payment period are the elements new businesses always badly need. Consequently, the municipality can form funds for the development of the municipality, credit cooperatives, etc. The money of those institutions should be invested in local production sectors and development of technology, both extremely important for the economy on a long-term basis, yet not attractive to creditors due to the high risks and low profitability. Some of our municipalities have already formed their local funds<sup>174</sup>.

The Belgrade city manager Stanojevic thinks that the poverty is not the problem in Serbia, the unemployment is. In order to support employment policy, City of Belgrade introduced two credit funds for:

1. Agriculture
2. SME's development by landing credits that are 30-50% more favourable than those on the financial market are.

At the recent talks and initiatives of Branding of Belgrade, Stanojevic claims that investors will not make a decision to come because we are branded, but the decision will be based on the fact whether we have efficient administration, quality human resources and the minimum level of corruption. Condition to develop Belgrade lays in the attraction of private investors (foreign). Stanojevic believes that others still see us better than we ourselves do. Stanojevic thinks that citizens' energy has been spent in the last years of crisis and political changes. He sees citizens anger in everything. In such a condition, it is hard to talk about citizens' active participation and organization. Stanojevic thinks that citizens are organizing themselves only when specific problem appears that affects their lives directly. They do not have energy to be involved in the process of problem anticipation and active participation in the decision-making process<sup>175</sup>.

Danube presents a great tourist exploiting potential. Fishing and hunting present interesting offer next to the Capital. Ada Huja is just a few kilometres away from city centre and presents ecological treasure with 600 h. There is a municipal plan "Danube Europolis" to revitalize this part through building a

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<sup>174</sup> Stalna konferencija gradova I opština. *Vodic za odbornike gradskih i opštinskih skupstina..* Beograd: Stalna konferencija gradova I opština, 2004. p. 47-47.

<sup>175</sup> Bojan Stanojevic - City Manager, City of Belgrade

sport re-creative and spa centre<sup>176</sup>. Spa potential exists also in the settlements known as Ovca and Visnjicka Banja. The Spas that exist there are known for more than 200 years. Still their exploitation is just “future plans.”

World Tourist Organization anticipates that in the next two decades cultural tourism, adventurous tourism, eco tourism, cruise tourism and visits to thematic parks will be most popular types of tourism. The interest in youth and voluntary tourism that are often connected to educational and cultural tourism is also growing<sup>177</sup>.

Along with Palilula’s environmental potentials, municipality is dealing with its pollution problems. Air pollution is present in the urban part and it can be solved by new transport solution. Left bench is dealing with agricultural and canalization pollution. Citizens of most effected settlement, Krnjaca, have protested many times, hoping that some infrastructural investments will be made.

**Main problems of municipality could be concentrated as:**

1. Problem of its size, disparities and attachment to Capital
2. Left bench with its suburban and rural composition is culturally undeveloped as an outcome of the city centre concentration.
3. Lack of municipal symbols (that local administration tends to solve in cooperation with experts) shows the problem of the Municipality identity.
4. Communal problems caused by insufficient infrastructure (along with the Pancevo bridge) and pollution
5. Inaccessible Danube bench cause of industry blocks.

Segregation initiative of the left bench to create a separate municipality has been strongly promoted at the latest local elections in 2004. Several political parties as well as NGO Dunavski venac promoted this option to establish and develop new municipality.

In order to understand better Palilula’s problems, aspiration survey has been done among its citizens<sup>178</sup>. This survey shows citizens concerns for living conditions in the municipality. Half of the questioned

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<sup>176</sup> [www.palilula.org.yu](http://www.palilula.org.yu) accessed on 19.07.2005

<sup>177</sup> Hadzic, Dr. Olga. Stejkholderski pristup upravljanju održivim razvojem kulturnog turizma: doktorska disertacija. Novi Sad: Univerzitet u Novom Sadu, 2006

<sup>178</sup> Survey on “Citizens Participation in the Public Budget Policy” [www.palilula.org.yu](http://www.palilula.org.yu) accessed on 19.07.2005

citizens expressed the need for more investment in health and educational institution since, according to them there is no sufficient number of such institutions. There is also a great dissatisfaction with environmental conditions, highly polluted air and bad canalization. Citizens also marked the necessity for investments in cultural programs and sport infrastructure. They see cultural priority in preserving local heritage, without special mentioning the lack of cultural programs and infrastructure. This may be the result of identity crisis and the practise of satisfying cultural needs in the city centre.

## **5.2. Local self-government and social inclusion**

Quality of communication and relations between city municipalities and the City of Belgrade depends on efficiency and initiative of municipalities. Relations with Palilula municipality mostly depend on quality of human resources in the local self-government. Stanojevic marked that developmental potential of Palilula municipality lays in the development of high-technological agriculture. Obstacle to this lays in the fact that it is hard to attract investors until Palilula solves the problem of infrastructure and illegal building<sup>179</sup>.

### **Municipal organizational structure is concentrated around these departments:**

1. Common affairs
2. General management
3. Ownership and legal affairs
4. Communal, building and housing affairs
5. Inspection affairs
6. Economy and finances

Common affairs department is the one that administrates social issues in the municipality. This department is showing positive attempts to act pro-actively no matter the dependence on Belgrade City Council policy. Dealing with social exclusion problem and other registered problems along with the cultural one, municipality implemented few positive initiatives.

Palilula's local authorities were the first one in Serbia to open the Council for inter-ethnic relations in 2003. The main job of the Council is to work on social inclusion of ethnic minorities. Palilula's authorities support Roma kindergarten founded by NGO Roma heart in improvised Roma settlement

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<sup>179</sup> Bojan Stanojevic - City Manager, City of Belgrade

next to the bridge. This settlement, very symbolically called Garbage Depot, is home for more than 2000 people, mostly refugees and IRD's that live in highly unhygienic circumstances. Roma children are first to be helped, as there is only 2-3% of those that reach high school education, and most of them are excluded from regular primary education directed to special programs. One of the main excuses for such exclusion is insufficient knowledge of Serbian language which would lead to inability to adapt to already existing education surroundings.

Palilula is also on the way to open among the first Office for youth issues and youth organizations.

Centre for social care has 5.3% of Palilula's population in its database. Municipality is also supports work of National kitchen that delivers 310 meals a day for centres users. There is a program called Sustained families that receives financial support (130 euros) for sustaining orphans and in this way these families are also employed<sup>180</sup>.

Municipal work on social inclusion is praiseworthy, concerning their abilities this is a good start. There is also an intention from local authorities to support local cultural life and affirmation of local initiative and potentials. Analysis of municipal expenditures on NGO's and other associations shows that there is a lack of local initiative. In addition, there is a lack of community development work programs. Local authorities should support raise of local initiatives by different measures including financial one. Civil organizations that had been supported in 2002 were: 8 humanitarian organizations, 6 sport organizations, 1 youth club of scouts and 2 other types of organizations.

### **5.3. Local cultural policy**

Considering the fact that Palilula is just one of 17 Belgrade municipalities and that the problem of cultural policy still exists even at the city level, the issue of Palilulas' cultural policy is yet to be seriously rethought.

On the territory of Palilula's following cultural institutions are active:

- "Dusko Radovic" theatre with children's dolls theatre and evening youth scene.
- Cinema Slavica
- Children's cultural centre Belgrade

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<sup>180</sup> Zorica Labudovic – Municipal council member, Palilula

- 11 libraries including the University one
- National University, the inheritance of workers Universities with open lectures and exhibition program.

Theatre and children's cultural centre are mainly turned towards children on the whole city territory. Both institutions were support of infrastructural works in 2004 and they are budgetary financed for regular programs from City cultural department<sup>181</sup>. They are not specially orientated towards Palilula municipality and do not have greater impact on its life. The ones that are presenting cultural vitality of Palilula are several active amateur associations ("Kolo", "Đoka Pavlović", "Steaua" and "Resnesans"). These associations are preserving traditional culture, so called Cultural-artistic associations.

Palilula also has in its territory Institutes that are of national interest: Serbian institute for architecture and urbanism, Institute for biological researches "Siniša Stanković" and Institute for applied science in agriculture. Those institutes are also of great importance for municipal development since they are dealing with problems in their domains.

Municipality on the other hand does not have a plan of cultural development, since there is either no local or city cultural policy. Since they do not have jurisdiction under any cultural institution and separate budget line for those purposes, from time to time they only financially, rather symbolically, help some programs. Still, there is a wish and tendency to support local cultural initiative. Municipality recognizes the need to prioritize and promote higher values supporting talent and creativity in order to achieve excellence<sup>182</sup>. Later on, through analysis of cultural resources we will see how local resources support this vision of achieving excellence. Set of strategies seen as most suitable for Palilula will be recommended.

#### **Local self-government initiated and supported in 2005 further projects:**

- Palilula Cultural Olympic, five days program in May orientated towards students creativity of six municipal high schools, with the tendency to become traditional.
- Two-day seminars for kindergarten educators organized in partnership with private school for good manners.

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<sup>181</sup> Sekretarijat za kulturu – Skupstina grada Beograda. Izvestaj o realiaciji programa ustanovaa i organizacija u oblasti kulture za 2003. godinu. Beograd: Sekretarijat za kulturu – Skupstina grada Beograda, 2004.

<sup>182</sup> Zorica Labudovic – Municipal council member, Palilula

- Opening of citizens help office<sup>183</sup>.

These projects are showing good will by trying to support local initiatives more than just symbolically. What is missing is consultancy with cultural practitioners on how to use such limited sources in the most productive way.

#### **5.4. Local initiatives and citizens participation**

Initiative that could be named local even if it is not grass root is initiative of the centre for industrial archaeology and Women's Belgrade cultural centre Rainbow. During 2002, they noticed that existing spaces of Palilula are not sufficient for engagement of creative potentials and socio-cultural animation of inhabitants. They recognized opportunity for reconstructing industrial heritage of Belgrade cotton industry for this purposes. In the last years a significant trend is revitalization of objects that present industrial heritage and their transformation to tourist attractions that enable tourist to see economic and scientific development of a particular country or region<sup>184</sup>.

This industry is located in the urban part of municipality (between Đure Đaković and 29. novembra streets). This building complex is in a very good shape, wide and large, and could easily pass »urban recycling« process for new cultural purposes in interest of the whole City. The problem occurs in unregulated ownership issue. This initiative imagined this space as multimedia, multidisciplinary and multiplex centre that would offer working and performing space for artists, NGO's and other cultural initiatives. This space would have a purpose of stimulating youth creativity and experiment, offering accommodation for cultural exchanges working as hostels<sup>185</sup>. This initiative is still active until ownership problem is settled. In order to last, Municipality needs to found other programming and infrastructural measures, especially for the left bench in order to support citizen's cultural participation.

Second example of cultural animation is coming from the city centre. Cultural centre Rex presented its project Flux twice in the suburban settlement Borca. Flux is a project conceptualized to present contemporary Serbian video artists' works in suburbs using mobile equipment. Action consisted of

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<sup>183</sup> Ibid.

<sup>184</sup> Hadzic, Dr. Olga. Stejkholderski pristup upravljanju održivim razvojem kulturnog turizma: doktorska disertacija. Novi Sad: Univerzitet u Novom Sadu, 2006.

<sup>185</sup> *Nacrt projekta: Osnivanje nezavisnog urbanog centra kulture opštine Palilula. Unpublished paper, 2002.*

widely distributed posters and flyers, video projections and performances. Local coordinator chosen to settle logistics had also the role of animator in order to promote cultural initiative among his young neighbours. This project succeeds in animating youth that never had a chance to meet this kind of artistic expression. Nevertheless, apart from personal scepticism that action could be understood as a negative provocation, it did not have any serious impact, not more than a circus. One of the gaps in this animators' action was that presented artist did not participate actively in the animation program. There was no organized way of "reading the artist works" or animation of audience. Young visitors expressed the great desire for cinema projections, bringing video tapes to play on a wide screen. Anyhow, this was the last attempt for organize artistic program on the left bench.

Grass-root initiative coming from the left bench was raised in 2000 by the artist Dragan Ve. Ignjatovic. He made his first documentary movie on issue of this territory. In order to publicly present this movie to his neighbours, without proper cinema space, he organized open air presentation and put it in a context of wider socio-cultural project "Borca – multimedia fair 2000". It was a chance to point out all cultural problems of this city side and raise new social initiative.

Until late 70's Borca had a House of culture. Since than, no a single institutionalized or organized way of cultural life at the left bench exist. Since then, schools represent the only organized but sporadic type of cultural activity of animation of schoolchildren. It mostly depends on a single teachers' initiative while schools are easily neglecting their cultural role. Left bench has 5 primary schools with 7 classes for children with special needs and 8 affiliations in smaller rural areas. All together these schools have 7000 pupils, capacities are overload, especially in Borca where classes are organized in three shifts, in large groups and through cutting additional programs. Apart from secondary education, there is only agricultural school with 850 pupils. Kindergartens (10) are also overloaded with approximately 1300 kids<sup>186</sup>.

Padinska skela has an active Cultural-artistic association (CAA) of PKB Corporation, the only organized CAA but with low impact on cultural animation. Milutin Bojic library has affiliation in Borca and Kotez. One of most successful city libraries still can't present cultural leadership in such a great municipality. They had 5276 visits in 2003 with 373 new members and 9656 lend books<sup>187</sup>. Following local media are active on the left bench RTV Bonton and Dunavski venac monthly

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<sup>186</sup> Dunavski venac. Beograd: Panpublik 27. avgust 2004. Broj 1 p. 6

<sup>187</sup> Sekretarijat za kulturu – Skupstina grada Beograda. Izvestaj o realiaciji programa ustanovaa i organizacija u oblasti kulture za 2003. godinu. Beograd: Sekretarijat za kulturu – Skupstina grada Beograda, 2004

newspaper. RTV Bonton does not have any local characteristic and program that could have a stronger effect socially, economically or culturally.

Artistic action “Borca – multimedia fair 2000” gathered numerous artists living on the left bench. They exhibited their art and craft-works in different media. Six music bends performed. Except exhibiting, this project included animation part for children from 2 primary schools and 3 kindergartens. The animation part consisted of painting competition with the topic “My Borca”. Manifestation also played with identity issue. For the first time the map of Dunavski venac territory was presented and at the same time, the name was used as a logo. Serial of postcards was distributed as a way to tackle identity issue. During the manifestation race of agricultural mechanization accompanied with rural scenography was also organized to trigger the identity issue. This happening attracted around 2000 people and major city media. Whole project was organized with the support of SME’s since project took place in summer just before great political changes; organizing of such an event produced many suspicions. Still, this one day action with public audit directly effected citizens’ organization around Dunavski venac initiative.

The size and dispersion of Palilula municipality results in a fact that all its parts can not equally realize the fulfilment of all its potentials. Right bench that penetrates city centre has strong identification with Belgrade and fulfils its needs trough city centre functions. Settlements Karaburma and Visnjica on this side are seeing their developmental potential through creation of tourist-spa centre Ada Huja. Nevertheless, the left bench has a problem of cultural underdevelopment since visiting city centres activity requires special engagement in time, space and money.

Only now we are facing important transformation process that started with accepting independence initiative by Palilula’s municipality. Until 1949 Borca was a municipality, when it joined Belgrade. In 1952 Borca again became independent municipality together with Krnjaca, Ovca and Padinska skela, which joined in one in 1955 under the name Municipality of Krnjaca, and again dismissed in 1965 when connected with Palilula<sup>188</sup>. Dunavski venac initiative and changing of municipal status can be a generator of urban regeneration process that will be highlighted in this work. Neglecting development of the left Danube bench for decades resulted in problem multiplication. Even with the new law on local self-government, great municipality such as Palilula does not succeed to improve more significantly living conditions. On the other hand, citizens of left bench are disabled with lack of

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<sup>188</sup> <http://www.dunavskivenac.org.yu/>, accessed on 13.04. 2005.

organized care for their own identity, became invisible on wider scene, without programs and infrastructure that could support their affirmation, empowerment, unity and increase of cultural values.

Citizens are forced to act individually in satisfying higher needs. In such an environment, besides sporadic cultural events, group of citizens have organized Dunavski venac initiative that realizes its developmental potential in new Law of self-government. No Matter weather new municipality establishment will occur; measures that need to be implemented have to secure harmonized development of both Palilula's benches. With the respect of subsidiary principle, citizens' participation, and transparency is equally important at all administrative levels.

In the area of Borca and Krnjaca settlements, bronze and Iron Age left peaces of cultural material. Also, materials from 3 and 4. century have been found near Borca. Oldest settlements are Borca and Ovca which is confirmed in written materials from XVI c<sup>189</sup>.

### **Illustration 1: Map of Dunavski venac territory**



Source: <http://www.dunavskivenac.org.yu/>, accessed on 13.04. 2005.

Territory of the left Palilula's bench that will probably be organized as municipality Dunavski venac in the near future is the one that already presents natural geographical totality between Danube and Tamis rivers. This territory has 407 km<sup>2</sup> that makes 90% of Palilula municipality. This territory includes 8

189

Ibid.

local communities with further settlements: Krnjaca, Kotez, Ovca, Borca, Crvenka, Kovilovo, Glogonjski rit, Jabucki rit, Padinska Skela, Vrbovsko, Besni Fok, Preliv i Dunavac.

Population at this territory in 1975 was consisted of approximately 40.000 people, and today there is already around 80.000, that makes half of Palilula's municipality. Borca has 40.000, Kotez around 9.000, Krnjaca 15.000, and others are much smaller. Most of the population is Serbian with other ethnic groups: Romanians, Roma, Croats, Slovaks, and Hungarians...<sup>190</sup>

**Most urgent problems on this territory are:**

1. Pollution of agricultural potentials
2. Communal problems: canalization, transport, electricity and water supply network, communication lines
3. Lack of infrastructure: health, educational and cultural institutions
4. 12.000 non-legal objects

Sport is traditionally developed on the left bench, led by BSK and KK Borca that are highly ranked even at the city level. Wider affirmation of Borca is supported by traditional 12 years small football competition "Vidovdanski trofej". It gathers football fans from all over town and raises great media attention. Palilula municipality recognized this event as very important; therefore it traditionally supports its organization. Sport centre Kovilovo determinates its facilities for sport shooting discipline. In 2005 world championship was organized. Sport centre Kovilovo is enlarging on its offer and facilities in creation of wellness tourist centre. Beside sport playgrounds there is also water-pool and first class hotel. The Festival of horses which raises great citizens' attention was organized for the second time in 2005.

All other activities that could be marked as cultural and artistic are private clubs and classes, organized by semi-professionals and professionals in area such as dancing, acting, folklore, music. Probably single or definitely rare example is establishment of private music school inside green market building. Lately, Borca citizens are surprised by an unplanned afternoon action of young music fans that played electro music outdoors and with break-dance competition as a type of open air public party. On the other hand, older population has their own traditional places for playing chess or other social games. Role of local communities in this regard is almost invisible besides already existing humanitarian actions.

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<sup>190</sup>

Ibid.

Sport events and other attempts to organize cultural manifestations in those circumstances has primary role to build social cohesion and support quality of life. Those events are still far away from organized festival offers that could present resource for cultural industry development. Still, potential for development of cultural/sport/re-creative/eco tourism is high. Most of social life is happening in the Borca III, as the largest and central settlement with many cafes as the only place for socialization.

NGO Dunavski Venac has an aim to improve living conditions and ecology on this territory, promote development of human rights and civil society, and to develop self-government on left bench of existing Palilula municipality. Dunavski venac initiative, through its statute<sup>191</sup>, devoted its work to all development issues of this part of the territory and to become proactive actor in this process. At the last local elections, this initiative got 3 city councillor positions with 13,32% citizens' votes<sup>192</sup>.

In April 2005, Dunavski venac formed entrepreneurial club as a step towards public-private partnership which was welcomed by the Palilula municipality. Nevertheless, representatives of the biggest agricultural industry that are at the same time the biggest polluters did not take participation. Additionally „Privredni dom Dunavski venac“ a business association was established<sup>193</sup>.

## **5.5. Analysis and recommendations for Palilula and Dunavski venac**

### **5.5.1. Palilula auditing**

In order to encompass cultural and social conditions for development, as a start for any strategic planning and search for possible solutions and priorities setting, I will use auditing form of sensing the spirit of targeted local communities to better understand context and potential cultural resources. We will see in which way social capital is developed in those communities and on what level cultural life is operating. As explained in introductory chapter, I will use the format of **cultural auditing** described by Francois Matarasso's<sup>194</sup>.

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191

Ibid.

192

Dunavski venac. Beograd: Panpublik 24. septembar 2004. Broj 2 p. 4

193

Dragan Ve. Ignjatovic – Artist, “Borca - Multimedia fair 2000”

194

François, Matarasso. “Culture, economics & development.” In *Recognising Culture: A Series of Briefing Papers on Culture and Development*, F. Matarasso, ed. London: Comedia, Department of Canadian Heritage and UNESCO, 2001. p.10.

#### Context and values:

- Palilula is urban-rural municipality that is supplying the city. As a large territory of Palilula goes deeply into the city centre, it is orientated more towards the whole city. Too diversify its lacking homogeneity.
- Decision-making process is also done by Belgrade City Council, with very small influence of municipal authorities.

#### Resources and assets:

- Youth and children population of the whole city is using the cultural services of theatre, cultural centre and libraries on Palilulas territory.
- Developed educational infrastructure also exists.
- Many industrial companies was closed lately that could be re-used as industrial heritage.
- Rich natural environment next to the Danube bank (Ada Huja) and spa.

#### Social capital and its obstacles:

- There is no concrete obstacle for urban regeneration process. As a challenge may be seen in establishment of harmonized development of both river sides.
- With strategy to support talents and target on youth population, Palilula could highly position its role in the Capital and even further in the society.

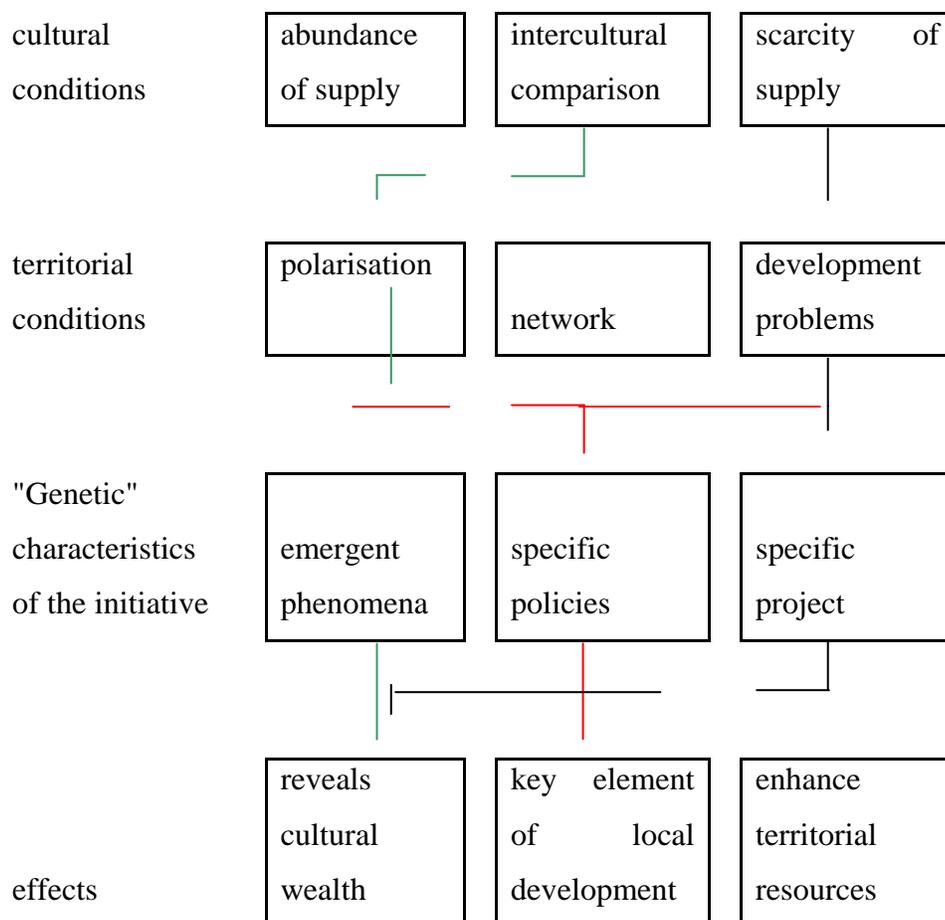
#### Cultural capital, potential of assets:

- Educational system, youth centres and strategy to support talents may give high potential for developing knowledge-based economy.
- Eco and recreation tourism could serve whole city and have great economic impact.
- Social potential is seen as a way to strengthen the identity, make society more homogenous and empower it for taking up the initiative.

### **5.5.2. Analysis of the creative clusters**

Following the methodology of creative clusters (Creative Europe) by already presented cultural facts of municipality of Palilula, we may graphically see state of culture and in which direction it should go in order to achieve greater impacts. Positive example of Newcastle and Gateshead is a direction that produced balanced harmony among cultural benefits in regards to development.

**Table 6: Creative Clusters for Palilula**



**Existing policy links:**

(\_\_\_\_) Dunavski venac – main characteristic is feeling of the” other” and “different”. There is a scarcity of cultural supply (lack of cultural infrastructure) and sporadic specific projects (Multimedia fair, Flux) were just marking development problems necessary to be overcome in the territory where cultural resources and developmental potential exists. Those initiatives were the one to reveal cultural wealth.

(\_\_\_\_) Palilula – Cultural conditions of Palilula are characterized by presence of intercultural influences. Such a cultural diversity is producing polarisation here. Cultural activities are concentrated and self-orientated (Children’s theatre and cultural centre) that present emergent phenomenon which reveals cultural wealth.

**Preferable strategic links:**

(\_\_\_\_) Desirable –in order to become the key element of local development, Palilula’s local authorities should develop specific policies where cultural resources would be employed in delivering

greater Total benefits of the arts and culture sector, specific for both parts of the municipality. Palilula is polarized on two Danube benches, dependent on Belgrade Cultural policy and its general development. Still, we may see Palilula’s development potential in unused resources and by strategic approach along with creation of positive legislative circumstances create new space of creativity and sustainable healthy communities. On the other hand, Palilula authorities need to be aware of rapid investment initiatives, especially side by side with urban problem that could be even more increased by lack of urban design in new SME’s growing next to the main roads. Raised citizen’s initiative “Dunavski Venac” no matter whether it will succeed in establishment of new municipality, is presenting leading energy for regeneration process and positive example that is building cohesion and self-confidence among citizens. In the next analysis we will see more precise potentials and threats on Palilula/Dunavski venac development that as an “empty space” can have a chance for new and modern approach without pressure of some heredity system.

### 5.5.3. Palilula municipality SWOT Analysis

SWOT analysis is done from the **perspective of developmental context and cultural resources and assets that are defining urban regeneration process** as an instrument of local development. We will try to predict possible threats on development and face cultural dilemmas that could be resolved in wider context of regeneration. **SWOT analysis** was done to point out developmental potentials and resources classified in term of spatial, political, economical, social, environmental and cultural and civil society context.

**Table 7: Palilula municipality SWOT Analysis**

<b>Strengths</b>	<b>Weaknesses</b>
<p data-bbox="146 1533 251 1564"><b>Spatial</b></p> <p data-bbox="146 1585 719 1680">Encompass large territory where great part of it goes deeply into the city centre.</p>	<p data-bbox="743 1533 849 1564"><b>Spatial</b></p> <p data-bbox="743 1585 1310 1837">Size of Palilula’s territory presents its weakness since it is not administratively well covered and its urban-rural composition requires variety of developmental mechanisms.</p> <p data-bbox="743 1858 1310 1890">Urban rural composition of Palilula</p>

<p><b>Political</b></p> <p>Local government has shown great awareness on minority status, especially of Roma population and disabled people. They were among the first to open the Office for Ethnic affairs. Also, there is an initiative to open Youth Council that would support status of youth in the municipality.</p> <p>Local government is one of the municipalities that have signed Memorandum on understanding. This shows the will of local government to improve relations with citizens and other levels of government.</p> <p>Elected power shows high level of entrepreneurialism and positive actions to modernise municipal organization and</p>	<p>territory is divided by the Danube river. There is no adequate infrastructure that would support greater use of the rivers potentials.</p> <p>Pancevo bridge presents the only transport communication between the left and the right side of municipal territory. It is the only bridge among Belgrade and Banat.</p> <p>Communal infrastructure of the left part of the municipality is inadequate, especially with a growing problem of illegal building.</p> <p><b>Political</b></p>
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<p>improve citizen's quality of life.</p> <p><b>Economical</b></p> <p>Potentials lay in the agricultural land that has been supplying food not just the Belgrade but the whole country for decades.</p> <p><b>Social</b></p> <p><b>Environmental</b></p>	<p><b>Economical</b></p> <p>Municipal public budget is weak and can not solve separately growing problems in the municipality.</p> <p>Industry settled at the Danube river bank is dieing.</p> <p><b>Social</b></p> <p>Citizens do not show great level of cohesion. There are no greater examples of citizens' activity and initiatives for improvement of living conditions. Citizens especially on the left river bank are either natives or workers that can not afford living expenses in the centre. Migrations are more predictable than investment in living conditions. Producing stronger social ties among inhabitants. There is no local identification with a territory. There is no word "Palilulac" as a stereotyped personification of Palilula's inhabitant.</p> <p>Still active and very productive industry and economy do not act according to Social Responsible Management.</p> <p>Lack of community development work.</p> <p><b>Environmental</b></p>
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<p><b>Cultural</b></p> <p>Cultural infrastructure is oriented towards satisfying cultural needs of mainly children and youth.</p> <p>Very well established network of educational institutions and scientific institutes.</p> <p>Cultural institutions financed from the city budget</p> <p><b>Civil society</b></p>	<p><b>Cultural</b></p> <p>There is a lack of municipal cultural activities. It is expected that cultural needs should/could be satisfied in the city centre. With growing and dispersion of city and inability to effectively organise leisure time in turbulent time. The orientation towards city periphery for organizing of cultural life in the city/municipality becomes more and more necessary.</p> <p>There are no examples of cultural entrepreneurialism.</p> <p><b>Civil society</b></p> <p>Lack of social cohesion and underdeveloped civil society awareness produced lack of civil initiative and NGO movement that would work on improvement of living conditions at the municipality of Palilula.</p>
<p><b>Opportunities</b></p> <p><b>Spatial</b></p> <p><b>Political</b></p> <p>Modern elected power in the Municipal government has a developmental vision that presents opportunity for its development.</p> <p>Local self-government organizational structure is giving an opportunity for closer</p>	<p><b>Threats</b></p> <p><b>Spatial</b></p> <p><b>Political</b></p>

inter-sector cooperation.

Developed network of local communities (24) is an opportunity for establishing effective communication among communities and local self-government. It also may present good instrument for community development work.

**Economical**

Growing tendency of establishing private SME's presents opportunity for sustainable economic growth and promotion of entrepreneurialism.

**Social**

**Environmental**

Investment in municipal vision of development of re-creative tourism based on natural resources (river, spa) could be a good mechanism for increase of economic growth and living conditions at the municipality.

**Cultural**

Revitalization of industrial heritage into cultural facilities could effect cultural

**Economical**

**Social**

Feeling of dependence on Belgrade policy.

Present identification with Belgrade, with neglect of local identity is a threat for local cohesion and further community development.

**Environmental**

"The streets with most polluted air". Along with pollution produced by traffic and industry, there is a great pollution effected by weak communal infrastructure in the settlements of the left river bank.

**Cultural**

<p>development in the municipality.</p> <p>Tradition in organising cultural programs orientated towards youth and children, along with educational network, may be developed into prestige urban function of human capital development and competitive knowledge economy. Elected municipal power has already recognized this potential and they would invest in strategy to support talents and excellence promotion.</p> <p>Mapping and promotion of cultural capital, local marketing and branding presents opportunity for raising awareness and capital investment into the municipality.</p> <p><b>Civil society</b></p>	<p><b>Civil society</b></p>
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Further on we'll see cultural strategic implications in order of achieving sustainable urban development.

**5.5.4. Implications for strategic development of Palilula**

Palilula may be characterized as representative of **crossroad suburban part of the Capital**. As we have seen before, Palilula is dealing with the problems or challenges such as:

1. Unclear identity
2. Size and rural-urban constitution
3. Dying industry
4. Great number of Roma and other vulnerable population
5. Unused eco-river area

## 6. Lack of citizens participation

### **Urban regeneration goals considering this situation should be:**

- Harmonized socio-economical development
- Social inclusion
- Citizens participation
- Position as creative and re-creative centre of Belgrade

Palilula municipality self-government is aware of municipal territory size and self-government inability to handle all citizens' needs, especially with small budgets. Municipality has supported initiative for separating area on the left Danube bench in new municipality. Since this situation is anticipated, those two areas will be analysed separately, because they require special strategies, no matter whose jurisdiction is going to be in the future. Municipality of Palilula has recognized ecological and tourist potential of its river benches. They also have open Council for inter-ethnic relations in order to support social inclusion in the municipality. Palilula municipality self-government is very much aware of municipal position and development potentials. Concentration of city youth cultural institutions and educational network are **recognized potential of excellence promotion and knowledge based economy**<sup>195</sup> by Palilula municipality self-government. What municipality is lacking is citizens' participation and NGOs that are dealing with local issues. Aware of small budgets, still, local self-government would like to support unique local initiatives.

Positive UK example that may correlate with Palilula developmental status is **The Arts Factory Project**. A twenty-minute drive up the Rhondda Fach from Pontypridd, just before Ferndale, sits a half empty industrial estate. The other half of the estate is very much alive. The first building is a garden centre, with trays of bedding plants outside and trees in tubs against the wall; next to it is a pottery and, on the other side of the car park, a woodworking shed. This is the Arts Factory, an initiative launched by Mid Glamorgan County Council and Mencap in 1989 to provide opportunities for training and employment for people with learning disabilities. The Arts Factory has grown into an award-winning community business which, in the past two years, has won a British Urban Regeneration Association Award for Best Practice in Community Regeneration, another for Best Practice from the Development Trust Association for its work with disaffected young people and a Midland Bank Award for Development of Arts and Media through community enterprise. The Arts Factory currently offers work

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<sup>195</sup> Zorica Labudovic – Municipal council member, Palilula

in four areas -a garden centre and plant nursery, environmental art, pottery and woodcraft. Two more – video production and graphic design are now coming on stream. During a typical week, 100 employees, trainees and volunteers work at the Arts Factory. Of these, 25 receive a salary, 3 have learning disabilities, six have physical disabilities and fifteen are aged between sixteen and eighteen. Jobs are always advertised but priority is given to local people, some of whom have been unemployed for a long time and some are women returning to work. 'The Arts Factory is offering young people creative opportunities', says Rowson. 'This is about skills, employability, and self-esteem.'<sup>196</sup>

**Key resources of Palilula that should lead to further development are:**

- Education
- Scientific institutes
- Natural resources
- Children and youth culture

**The leading aim of municipal cultural policy** may be positioning as research-knowledge based centre of Belgrade that invests in youth creativity and innovation.

**Key cultural strategies that in combination would support integrated urban policy are:**

**a) Competitive profiling strategies**

- social inclusion through participation and audience development

**b) Quality achievement strategies –**

- education and knowledge transfer strategy that would lead latter on to introduction of
- support for quality development strategy that would work on achievement of excellence in creative youth work.

**c) Linkage strategies**

- orientation towards partnership/co-productions
- decentralization of activities – urban – rural, peripheries

Since no cultural institutions under municipal jurisdiction of Palilula exist, and it can not interfere much in cultural policy of the city, Palilula has a chance to use its unique recourses and by creating its own policy, interlink with other state and city institutions. Following the initiative of Centre for study

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<sup>196</sup> Shaw Phyllida, ed: *Re-creating communities, Business, the Arts and Regeneration*. London: Arts and Business 1999. p. 12-14.

in cultural development and achieved results in Obrenovac municipality (as it's been mentioned in the chapter 4.4.2.) Palilula self-government could also raise initiative for bringing strategic plan on the cultural development.

**In order to strategically deliver the Total benefits of the arts and culture, Palilula's cultural policy priorities should be:**

- Adaptation of industrial heritage in unique multi-purpose cultural centre that may be developed in the cultural quarter
- Excellence promotion with strategy to support talents
- Social inclusion programs: elderly, unemployed, youth, disabled, Roma
- Building re-creative centre on Ada Huja and Danube branches

Creative sector working in Palilula is poorly developed and can not produce visible personal benefits without city support. Creative sector should also have a greater impact in empowering local community; give better social and economic benefits. In order to achieve greater arts and cultural benefits, cultural sector (not just one existing on municipal but Belgrade city territory) should **establish stronger partnership relations** with other sectors (that should be coordinated by Palilula self-government):

- Social sector – cultural sector should make programs for empowering vulnerable groups in order to achieve greater social inclusion generally. Developed network of libraries and youth centres could run programs of social inclusion along with Council for inter-ethnic relations, centres for elderly and social care. Policy Team Action 10 set recommendations for local authorities and DCMS that may be applied to present Serbian situation, where Ministry of culture and Local authorities should in order to achieve greater social inclusion support implementation of the Poverty reduction strategy.
- It is necessary to develop civil sector initiative in the municipality and in that job stronger cooperation with respective NGO representatives operating in Belgrade would raise greater citizens' participation and involvement in cultural life but also in decision-making process in order to increase living conditions in the municipality. Together they could also have an impact on social inclusion programs and empowerment of vulnerable groups in raising their self-esteem and improving working capacities through know-how and training programs. Development of volunteering program is necessary for successful implementation of regeneration program and it could be done in cooperation with social sector too.

- Cultural sector could achieve greater personal and social benefits through establishment of stronger partnership with educational system in municipality. Offering extracurricular classes and specially adopted programs cultural sector would raise its audience but also develop youth creativity and affect better inter-personal and inter-cultural relations. Youth cultural institutions should develop mobile and more flexible programs so they could operate on the whole municipal territory.
- Economic sector – Palilula environmental resources present rich potential for development of tourism. Business sector in partnership with creative sector could lead to creation of positive image for the municipality of Palilula. In order to increase the operational efficiency in tourism and to start managing competitiveness, it is necessary to implement a broad procedure of communication with the key tourist clusters and stakeholders following the established vision and strategy. And in that way to make the first convincing step toward the establishment of long-term relations of public-private partnership<sup>197</sup>.

Relevant cultural policy dilemmas that affect further development of Palilula municipality are **democratization of culture along with spatial planning and balancing capital and program investment in developing both production and consumption**. Municipality of Palilula is much diversified with its size and urban rural composition. Spatial planning and capital investment should lead to achievement of democratization of culture. Its cultural and developmental policy must be community orientated and reached to marginalized areas and population. Palilula should invest in cultural production where creative potential must exist, especially among young. Socio-cultural animation should be priority in community development work, for taking up action and initiative. It is necessary to attach programs with more local needs.

Cultural specifics of left Danube bench inside territory of municipality of Palilula are highlighted in separate auditing analysis. This analysis is done in order to map cultural resources that should define specific integrated city cultural strategy of possible in the future municipality of Dunavski venac.

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<sup>197</sup> Ministarstvo trgovine, turizma I usluga. Tourism strategy of the Republic of Serbia: Abridged Version of the First Interim Report. Beograd: Ministarstvo trgovine, turizma I usluga, 2006.

### 5.5.5. Dunavski venac auditing

Due to specifics of Dunavski venac territory, through method of cultural auditing we will try to see developmental potentials based on social and cultural capital existing here.

#### Context and values:

- This territory has long history of border area between east and west. Nowadays with natural resources it supplies the whole city.
- Among others, church has big influence on dominant traditional culture. Traditional culture may be characterized as working rural culture.
- Initiative for organizing in new Municipality is slowly reaching its goal, until than decision making is done by City Council and by Palilula municipality.
- Among citizens it can be seen polarization on locally attached and others who are streaming toward Belgrade.

#### Resources and assets:

- Cultural role in the Dunavski venac area are playing primary schools and amateur dancing association.
- Culture of sport and sports infrastructure is developed.
- Artefacts of rural and working culture could be used as cultural/economic asset.
- Environment is very rich by natural resources.

#### Social capital and its obstacles:

- Working class, rural and small and medium business entrepreneurship is greatest social capital.
- There is no obstacle for regeneration process except higher citizens' participation. It needs cultural capacity building.

#### Cultural capital, potential of assets:

- There is no institutionalized cultural capital; it is only in values, habits, and heritage.
- Eco and recreation tourism could have great economic impact.
- Social potential is seen as a way to strength identity, make society more homogenous and for empowering local initiative.

### 5.5.6. Dunavski venac SWOT analysis

Through separate SWOT analysis for the territory of Dunavski venac we will see specific **developmental context and cultural resources and assets that are defining urban regeneration process** of this part of Palilula municipality.

**Table 8: Dunavski venac SWOT analysis**

<b>S</b>	<b>W</b>
<p><b>Spatial</b> Well connected by wide road, settlements of left river bank are relatively close to the city centre.</p> <p><b>Political</b> Elected power in Palilula Municipality shows high level of entrepreneurialism and positive actions to modernise municipal organization and improve citizen's quality of life.</p> <p>Representation of Dunavski venac initiative in the Palilula's municipal council with 3 representatives enables advocating left bank inhabitant's interests.</p> <p><b>Economical</b> Economical potential of Dunavski venac</p>	<p><b>Spatial</b> There is no adequate infrastructure that may support greater development. Communal infrastructure is inadequate, especially with a growing problem of non-legal building.</p> <p>Pancevo bridge is slowing communication with the city centre and effect further development of left river bank.</p> <p><b>Political</b></p> <p><b>Economical</b></p>

<p>territory lies in the agricultural land that has been supplying not just Belgrade but also the whole country for decades.</p> <p>Traditional rural economy and crafts have effected development of SME's and entrepreneurialism.</p> <p>Existing of Business Club.</p> <p><b>Social</b></p> <p><b>Environmental</b></p> <p>Natural resources of the municipality present rich environment for sustainable development of the municipality.</p>	<p><b>Social</b></p> <p>Lack on community development work.</p> <p>Citizens of left bank do not show great level of cohesion. There are no greater examples of citizens activity and initiatives for improvement of living conditions (unless its sporadic extreme actions produced by communal problems). Citizens on the left river bank are either natives or workers that can not afford living expenses in the city centre. Migrations are more predictable than investment in living conditions. Rather negative identification exist that is connected with the names of certain settlements “Borca, Ovca, Krnjaca – Cacaca”, “Padinjak” and so...</p> <p>Still active and very productive industry and economy do not act according to Social Responsible Management.</p> <p><b>Environmental</b></p>
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<p><b>Cultural</b></p> <p>Sports culture is very well developed and presents one of rare positive elements of Dunavski venac image.</p> <p><b>Civil society</b></p>	<p><b>Cultural</b></p> <p>There is no organized cultural life. With the growth and dispersion of the city and inability to effectively organise leisure time in turbulent time, orientation towards city periphery in organizing cultural life in the city/municipality becomes more and more necessary.</p> <p>There are no examples of cultural entrepreneurialism.</p> <p>Bad image, produced gradually by the lack of cultural activity, effect general underdevelopment and competitiveness of Dunavski venac territory.</p> <p><b>Civil society</b></p> <p>Lack of social cohesion and underdeveloped civil society awareness produced lack of civil initiative and NGO movement that would work on improvement of living conditions in the municipality. Volunteer work is not organized no even to support Dunavski venac initiative.</p>
<p><b>O</b></p> <p><b>Spatial</b></p>	<p><b>T</b></p> <p><b>Spatial</b></p>

<p><b>Political</b></p> <p>Law on the local self-government presents opportunity for legal constitution and development of the left river bank as separate municipality “Dunavski venac”</p> <p>Establishment of public-private partnerships (Local businesses, Dunavski venac initiative, Palilula self-government and educational network) may present successful mechanism for improvement of living conditions.</p> <p><b>Economical</b></p> <p>Business club organized through initiative of Dunavski venac presents opportunity for development of Socially Responsible Management.</p> <p><b>Social</b></p> <p><b>Environmental</b></p> <p>Re-creative tourism based on natural resources (river, spa) could be a good mechanism for increase of economic growth and living conditions.</p> <p><b>Cultural</b></p>	<p><b>Political</b></p> <p><b>Economical</b></p> <p>Migration of most productive population towards city centre is a tendency that threatens municipal development.</p> <p><b>Social</b></p> <p>Offending behaviour, especially among youth, is a result of neglected development and underdeveloped cultural life. Social inclusion policy is necessary to secure harmonized and sustainable development.</p> <p><b>Environmental</b></p> <p>Developed agricultural industry also presents a threat towards environment and its insufficiently controlled pollution.</p>
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<p>Existing working-entrepreneurial culture, along with traditional values based on rural and spiritual culture could be revitalised for community development work.</p>	<p><b>Cultural</b></p>
<p><b>Civil society</b> Dunavski venac initiative presents opportunity for improvement of living conditions and sustainable development.</p>	<p><b>Civil society</b> Apathy and lack of wider citizens participation is an obstacle towards sustainable development and urban regeneration process.</p>

Further on we'll see how specific cultural resources on the territory of Dunavski venac may implicate strategic development.

### 5.5.7. Implications for strategic development of Dunavski venac

Dunavski venac may be characterized as representative of **industrial city** as it presents agricultural resort that supplies Belgrade city and much wider. As already mentioned before, Dunavski venac is dealing with the problems or challenges of:

1. No public investment
2. Urbanism and infrastructure
3. Low citizen's participation
4. Defending behaviour (violence, crime, drugs)
5. Lack of socio-cultural programs
6. Bad image of rural culture that produce immigration of young and qualified people and low prices of real estates

#### Urban regeneration goals in this regard should be:

- Empowering local community
- Reduction of offending behaviour

- Public budget
- Economical development
- Sustainable development

Being aware of great development problems and potentials of this part of the city, municipality of Palilula has supported initiative of Dunavski venac for separation. On the other side, this initiative, beside few Roma organizations, is the only NGO initiative in this territory locally orientated. Having less than thousand members, it shows great lack of citizens' participation. Development must be observed equal to participation. Projects objectives must be agreed by all the beneficiaries, and this agreement should be manifested through their active participation—at every stage from conception through execution to evaluation and at all levels, in decision making, and in the investment of time, labour, money or other resources. Participation should be seen as a way to increase responsibility and a way to empower people included in it. Indeed, a cultural approach to development requires a progressive shift from various forms of participation towards partnership. These concerns are evidently closely linked to the concept of ownership: a programme will be more sustainable in the long-term if the recipients are willing to commit themselves to projects. A bottom-up approach to planning and implementation throughout the project cycle is therefore crucial<sup>198</sup>.

**Key resources of Dunavski venac that should lead to further development are:**

- Natural resources and sports culture
- Human resources that have developed working and entrepreneurial culture
- Economic structure of balanced industry and SME's

**The aim of integrated urban cultural policy** may be creation of positive image based on wellness and quality of life.

**Key cultural strategies that in combination would support integrated urban policy are:**

**a) Competitive profiling strategies**

- positioning of cultural policy and development of recognizability
- social inclusion through participation and audience development

**c) Linkage strategies**

- orientation towards partnership/co-productions

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<sup>198</sup> Matarasso, Francois, ed. *Recognising Culture: A Series of Briefing Papers on Culture and Development*. London: Comedia, Department of Canadian Heritage and UNESCO, 2001. p.79.

Non-harmonized urban and cultural development of the area produced cumulated social problems. These problems are main obstacles of development and regeneration process at this moment. Culture has to have special place in this process through delivering the Total benefits of the arts and culture.

**Cultural policy priorities should be:**

- Community development work
- Research on cultural needs and potentials
- Re-creation of identity and branding
- Establishing training enterprise council with development agency and tourist organization
- Establishing multi-purpose cultural centre

PAT10 highlights positive UK examples that could be followed in overcoming some of developmental problems of Dunavski venac territory. **The Venture**, Wrexham in the town's Caia Park estate is a leading community based children's organisation, which began as an adventure playground in 1978. It now includes a sports centre, outdoor activities, arts activities (dance, photography, creative arts), a children's library, a homework club and under fives services. The Venture was founded in response to mounting concern that the local area accounted for half of all the juvenile offending in the former county area of Denbighshire. By 1982, the juvenile offending rate on the Caia Park estate had fallen by 54 per cent, at that time a national record. In 1996, it was judged the best play organisation in Wales. Currently under construction, The Moss Side Millennium Powerhouse in Manchester is designed as a multi-functional centre to meet the needs of all young people in the 21st century. Fifty per cent funded by the Millennium Commission, it is pioneering a holistic model for youth work, providing a safe and vibrant meeting place for young people to socialise, learn, take part in cultural and recreational activities, obtain health and careers advice and study support together with basic skills and non-vocational training. Young people will be partners in helping to determine the Powerhouse's priorities and programme, which will be built around a core of activities provided by youth workers. A new IT centre, library and information services and international exchange schemes will also be incorporated<sup>199</sup>.

Creative sector is not developed on the territory of Dunavski venac. As an initiator and leader of urban regeneration process, Dunavski venac initiative along with support of Palilula municipality self-

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<sup>199</sup> Shaw Phyllida, ed: *Re-creating communities, Business, the Arts and Regeneration*. London: Arts and Business 1999. p. 15-16.

government have to take in consideration care on empowering of local community; delivering personal, social and economic benefits of the art and culture. In this order, Dunavski venac initiative and Palilula municipality self-government have to work on establishing stronger partnership relations with other sectors:

- It is necessary to develop civil sector initiative on the municipality and in that job stronger cooperation with respective NGO representatives operating in Belgrade would raise greater citizens' participation in decision-making process in order to increase the living conditions of the municipality. Together they could have an impact on social inclusion programs and empowerment of vulnerable groups in raising their self-esteem and improving working capacities through know-how and training programs. Development of volunteering program is necessary for successful implementation of regeneration program and it could be done through raise of local NGO initiatives.
- Establishment of stronger partnership with Belgrade cultural sector and educational system in municipality. Offering extracurricular classes and specially adopted programs cultural sector would raise its audience but also develop youth creativity and affect better inter-personal and inter-cultural relations. Cultural institutions could offer mobile and more flexible programs that would fill the gap of missing cultural programs on this territory (something like Flux program that has been mentioned in the chapter 4.4.2.). Existing network of educational institutions, community offices and library could run programs of social inclusion along with Council for inter-ethnic relations, centres for elderly and social care.
- Environmental resources present rich potential for development of wellness tourism. Business sector in partnership with a creative sector could lead to creation of positive image for the municipality of Dunavski venac.

Relevant cultural policy dilemmas that affect further development of Dunavski venac are **democratization of culture along with balancing capital and program investment in developing both production and consumption**. In order to secure sustainability of sooner newly established municipality of Dunavski venac, it is necessary to create homogenized society proud of its identity. People should be enabled to take active participation in their cultural and social life. People should be attached to feel responsible for their further development. Their cultural and developmental policy must be community orientated and reach a marginalized areas and population. Animation should be priority in community development work, for taking up action and initiative. It is necessary to attach programs more with local needs.

## VI Case Study: Pancevo: Mapping actors in urban regeneration

### 6.1. Targeting developmental problems and potentials

The Municipality of Pancevo is one of the most important urban, cultural and economic centers of South Banat, situated 15 km north-west of Belgrade on the rivers Danube and Tamis covering 757km<sup>2</sup>. Pancevo has maintained a typical Panonian town centre and traditional rural culture. The Municipality consists of 9 villages besides the city of Pancevo: Banatski Brestovac, Banatsko Novo Selo, Glogonj, Dolovo, Ivanovo, Jabuka, Kačarevo, Omoljica i Starčevo. Pancevo has a very good transportation system and is connected with a developed network of highways: Pančevo-Vršac-Romanian border (E-94) and E5 (Budapest-Belgrade) and also E-70 (Munich-Zagreb-Belgrade). The very important Belgrade-Temisoarar-Bucarest-Konstanta railway passes through Pancevo as well<sup>200</sup>.

The 2002 census shows that Pancevo has 127162 inhabitants. The Serbian majority counts for 76,4% of population and the rest are being 23 national minorities. The greatest share of ethnic minority population includes: Macedonians 5276, Romanians 4065, Hungarians 4037, Yugoslavs 2992, Slovacs1578, and Roma 1392<sup>201</sup>.

Besides agriculture, Pancevo has a long history of industrial production. The Weifert brewery established in 1722 is the oldest in the Balkan region. Pancevo has also developed the following industries: chemical industry, oil industry, metal industry and agricultures with food production.

The total number of employed is 34,771 of which 83.1% works in enterprises and public institutions. Only 16.9% of employees are self-employed<sup>202</sup>. Having in mind that there are 20000 unemployed people, mostly among youth (**Table 9**), developing a service sector and other types of self-employment, through SME's could be the way to preserve the economic sustainability of Pancevo. There is a necessity to act towards the empowerment of young people by raising their skills and self-esteem in order for them to take-up the initiative to work.

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<sup>200</sup> Skupstina opštine Pancevo. Pancevo 850 godina kasnije. Pancevo: Skupstina opštine Pancevo, 2003.

<sup>201</sup> Republicki zavod za statistiku Srbije. Opštine u Srbiji. Beograd: Republicki zavod za statistiku Srbije, 2003.

<sup>202</sup> [www.rpkpancevo.com](http://www.rpkpancevo.com), accessed on 17.06.2005.

**Table 9: Unemployed people by municipalities and age (date: 31.03.2005)**

Municipality	Total	up to 18 years	19-25	26-30	31-40	41-50	over 50 years
Pančevo	18151	38	3167	3080	4858	3599	3409

As we may see in table 10, GDP of south Banat region has a share in National GDP of 6,95 and in Vojvodina's GDP 22,75%. Pancevo has the highest share in regional GDP of 74,6% that makes GDP per capita higher than the national average.

**Table 10: GDP share overview (31.12.2003 1EUR=68,31 din )**

2003.	GDP	GDP per capita
Serbia	630.027.316.000	1.224 EUR
Vojvodina	192.519.904.000	1.368 EUR
Region	43.798.804.000	2.026 EUR
Pančevo	32.674.192.000	3.723 EUR

The Most dominant industry in this GDP share is followed by agriculture and the service sector in the third place<sup>203</sup>. Still these good economic results are affected by the high level of pollution.

Pancevo has plenty opportunities in the sphere of tourism development: nautical, fishing and hunting, eco-tourism, rural tourism, recreative and of course cultural tourism. The Southern Banat area has several rivers, the Danube, Tamis, Nera, Karas, Brzavica and Moravica, that along with DTD channel and a number of lakes near Bela Crkva present natural resources for eco-tourism.

Pancevo tourist organization is working on the strategy to attract tourists. However, no visible results have been acknowledged so far. There is no precise evidence of tourist visits, especially foreign ones. Even great cultural manifestations didn't attract more guests to Pancevo<sup>204</sup>.

Numerous archaeological sites in Pancevo provide information on prehistoric inhabitation of the area. In 2003, Pancevo celebrated 850 years of its first mention in a written document. During the period from 1522 up to 1716 Pancevo was under Turkish dominancy. In 1794, the citizens of Pancevo received from the Austro-Hungarian authorities the status of a free military community. At the

<sup>203</sup> Ibid.

<sup>204</sup> Pavle Djukic – President of Tourist organization of Pancevo

beginning of the 19 century, Pancevo experienced progressive urbanization. Since the end of the 19. century many civil organizations and associations of different types are active in Pancevo: cultural ethnic, educational, sport. Among them the most important ones are: the First Serbian church singing association (165 years), Shooting association (190), Serbian higher girls' school, Sokolsko association and so on. Pancevo also had a professional theatre, which was closed in 1956<sup>205</sup>.

A rich historical heritage consist of important civil and religious objects that could be utilized as an important tourist potential<sup>206</sup>. There is also a Starcevo archaeological site with a long cultural tradition of Pancevo. Especially important are The National Garden, The Red Warehouse and the building of the first Balkan brewery. These three important heritage monuments of Pancevo industrial period are part of the collective memory that would demand special revitalization measures. Re-building the National brewery could offer a fantastic space for socio-cultural programs but the decision has been made to give the concession on brewery to private entrepreneur for 100-year period. Just to prove that there is no proper use of the industrial and cultural heritage is the fact that one part of the building was ruined in a fire. This was yet another chance to raise this question in public. The Youth House cultural institution from Pancevo has organized an animation activity: „Beer, pretzels and sausages” to raise the initiative to give this space back to the public for cultural purposes. The Cultural Centre of Pancevo is trying to animate public spaces through its projects, especially through the Biennale exhibition that has the greatest outreach.

The World Tourist Organization anticipates that in the next 2 decades cultural tourism, adventurous tourism, eco-tourism, cruise tourism and visits to theme parks will be the most popular types of tourism. The interest in youth and voluntary tourism which are often connected to educational and cultural tourism is also growing<sup>207</sup>. Having this tendency in mind, Pancevo has great tourist potential.

Contemporary cultural life in Pancevo is marked by numerous festivals, from contemporary urban programs to festivals that celebrate rural culture in the villages. Such diverse and dynamic festival happenings present an interesting tourist offer that could also be used more interactively (learning old crafts, local cuisine, songs and dances characteristic of this area and so on).

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<sup>205</sup> Skupstina opstine Pancevo. Pancevo 850 godina kasnije. Pancevo: Skupstina opstine Pancevo, 2003.

<sup>206</sup> Cultural resources in Pancevo as touris potential: Appendix 8

<sup>207</sup> Hadzic, Dr. Olga. Stejkholderski pristup upravljanju održivim razvojem kulturnog turizma: doktorska disertacija. Novi Sad: Univerzitet u Novom Sadu, 2006.

“Cultural attractions and cultural activities become an important element of urban and rural development, not just of cultural tourism. Cultural attractions affect the image of certain tourist destinations and are used in their promotional activities. What contributes to the attractiveness of hallmark cultural events is the possibility to attend the creative process of the making of well known art works by recognized international artists on a relatively small area and during a shorter period of time. This would significantly improve the destination’s infrastructure and encourage awareness about the importance of the cultural sector as a factor that stimulates general economic development among the local community<sup>208</sup>.”

**Aside of its potential Pancevo faces problems that are affecting further development and they may be described as:**

1. Major problem of industrial pollution
2. 20000 unemployed people with over 50% of them that are not searching for a job<sup>209</sup>
3. Low fertility rate
4. Lack of youth programs
5. High ethnic distance showed among youth (as it will be described more in details later on) that can create further ethnic conflicts

Even with such problems Pancevo is still very vital. Urban regeneration method could help in strengthening local cohesion and empowering people for other productive businesses whilst to overcome pollution problem. “There is an urgent need to rethink the role of culture as we face up to the growing economic, environmental and social challenges of the new millennium because:

- Cultural resources are replacing natural resources as the primary raw material of economic growth. Where timber, iron and oil once ruled, knowledge, creativity and design are establishing themselves as the crucial sources of added value;
- Cultural routes are often the most effective way of achieving non-cultural objectives, from health promotion or education to employment and economic growth;
- Globalisation offers benefits to humanity, but unless local cultural values are recognized and allowed to adapt new ways of doing things to local circumstances, it and its consequences will produce injustice, reaction and resistance<sup>210</sup>.”

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Ibid.

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Suzana Jovanovic – Municipal council member, Pancevo

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François, Matarasso. “Culture, economics & development.” In *Recognising Culture: A Series of Briefing Papers*

## 6.2. Local self-government and social inclusion

Pancevo municipality compared to Palilula has a different organizational structure due to its wider jurisdiction.

### **Municipal organizational structure is concentrated around the following departments:**

1. Common affairs
2. General management
3. Ownership and legal affairs
4. Communal, building and housing affairs
5. Inspection affairs
6. Economy and finances

### **Unlike Palilula there are additional departments for:**

1. Public services and social issues
2. Economy and private entrepreneurialism
3. Ecology and environment.

Exactly those three extra departments are the ones that create municipal policies that directly effect its development. Municipal public administration is trying to solve and coordinate projects in order to achieve greater social inclusion. Those of special importance are:

- Partnership with Standing Conference on Towns and Municipalities (SCTM) based on the “Program of environment preserving and sustainable development in cities and municipalities of Serbia 2004-2006”
- The National Employment Office – an affiliation in Pancevo is running a program of “Virtual enterprise” recognized as a modern and effective method especially suitable for younger population whose first obstacle in finding a job is lack of professional experience. They use this method in raising skills and pre-qualification.
- At first 8000 refugees were settled in Pancevo. This number has decreased to 2000 in 2005. For their needs under the city of Pancevo jurisdiction, houses were built all around the city. One can argue that refugees have integrated up to a certain level.

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*on Culture and Development*, F. Matarasso, ed. London: Comedia, Department of Canadian Heritage and UNESCO, 2001. p.77.

- In order to support fertility, each new born is granted financial support.
- In partnership with the local NGO Veliki Mali a comprehensive kindergarten for children with special needs has been established.
- Additionally, Pensioners' Clubs Network where retired people can receive special care; housing and nutrition has been established as well.
- Municipality supports the work of the National Kitchen for the poorest population.
- The Republic fund for social innovations has implemented an SOS phone line.
- A Consulting office for youth also exists<sup>211</sup>.

Those initiatives are showing municipal will to pro-actively act on local scene. They are preparing to take over responsibilities and duties from new Law on local self-government and adopt European practice on local government.

### **6.3. Local cultural policy**

The Pancevo municipality local self-government is discussing local cultural policy issues too. In the “Concept of the strategical plan of cultural development in Pancevo”, that Dejan Bosnic presented before taking the position of city councilor, further cultural policy priorities were defined:

- Improving the work of cultural institutions with the promotion of project work and contemporary art
- Youth Support
- Continuing heritage preservation and reanimation of industrial heritage.

Proposed strategies were:

- Open competition for projects
- Developing local and regional cooperation
- Establishing links with the business sector and international foundations, diplomatic offices for funding diversification and greater investments.

The priorities and strategies of this cultural policy rose from the problems recognized by Municipal decision-makers in the cultural domain:

- Infrastructure and technical resources

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<sup>211</sup> Suzana Jovanovic – Municipal council member, Pancevo

- Human resources. Educational structure of those employed in cultural institutions is adequate but a more suitable organizational structure is missing. It is necessary to re-educate those employed and managerial staff for project work and work in new circumstances where marketing, new technology and fundraising skills play an important role.
- Programs that need to be evaluated and modernized. In near the future is expected to introduce a more concrete evaluation procedure of activities and programming as regular reports don't give sufficient information. All cultural institutions that are financed from the municipal budget are by the end of the year obliged to deliver reports on their operating and proposal for next calendar year.
- Insufficient citizens participation in cultural life as visitors and decision-makers
- Lack of inter-sector cooperation
- Lack of stronger regional interlinking<sup>212</sup>.

Open project competition practice was introduced in 2004 for granting a wide area of cultural and art projects from extra budgetary line. Through the analysis of project proposals and granting policies we may conclude that most of the projects are concerned with the contemporary artistic production of individual or group of artists. In the 2004 competition there was not a single project proposal that gave greater social impact or used art in educational or work with minority groups. Cultural institutions beside the municipal budget have access to the Province Secretariat for Culture through a project competition once a year. Traditionally they raise funds from this budget successfully.

As in Pancevo, there is a great lacking of youth programs and as they are marked as the most vulnerable group, this work will analyze the most active youth orientated cultural institutions: Youth House and Cultural Center of Pancevo, as well one House of culture from the rural area.

We will see that those findings correspond with the overall Pancevo population and that exactly this population needs to be specially highlighted as they present the future of development. We'll use this data to see how cultural institutions correspond with youth population and these findings.

The ethnical composition of Pancevo high-school pupils makes 25% of minorities in relation with the overall population. Having this composition in mind, the present social distance among youth is alarming. The problem lies in the fact that this distance is mostly aimed towards neighboring ethnic

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<sup>212</sup> Snezana Baralic Bosnjak - Municipal council member, Pancevo

groups in Pancevo. The distance is most present towards the Romanian group which is the only ethnic group that has an organized cultural life in Pancevo through festivals and cultural-artistic association. A Climate of intolerance is present. There is also a high level of self-criticism – “auto-aggression” among Serbian nationality. This research is important because it reflects to a great extent a global situation. The value system of the young generation is untypical, more suitable for older people as they present values of: authoritarianism, holism and traditionalism. Those values are much more present among Pancevo youth than liberalism for example. (Authoritarianism as personal characteristic 3,25 – which is very high, Liberalism 2,75, Holism 3,56, Traditionalism 3,43)<sup>213</sup>

It is a positive YH notion to proactively act on the youth value system. On this matter YHP should be a positive example for other cultural institutions. As this is a complex problem, it shouldn't be expected that one single cultural institution may change the situation. Facing this data should be the starting point for urban regeneration process. Later we'll see that YHP didn't have such a proactive attitude prior to seeing this research.

Taking in consideration living standard, youth in Pancevo is able to participate more in cultural programs. As cultural offer in Pancevo is limited, and as use of leisure time may be characterized as passive, it's necessary to offer more participative cultural programs that would effect personal affirmation, creative expression, self-esteem of young participating in social life and creating new personal opportunities<sup>214</sup>.

It is a fact that a large percent of youth is attracted to public lectures where they can learn and discuss topics important to their interest and in that way participate in social trends, taking up action for improvement of their living conditions and investment in further personal development. In open notes pupils have highlighted interest in topics such as: drugs, safety, trafficking, violence and so on.

One third of the pupils regularly visit Belgrade in the need to fulfill their leisure time. This percent is good as it is a worrying fact that the other quarter spends its free time only in its own village. Communication lines between villages and Pancevo city are not so developed because of other (financial, family) reasons. Cultural institutions up to now didn't pay much attention to this fact and

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<sup>213</sup> Vukajlović, Vladimir. *Kulturne potrebe Pančevačke omladine: osnovni rezultati sociološkog istraživanja*. Pančevo. 2003.

<sup>214</sup> Ibid.

didn't act in a way to help better communication with villages, at least with better scheduling. As cultural houses in villages don't have such good resources to organize high quality programs on a regular basis, the main cultural institutions should find way to get closer to their young audience<sup>215</sup>.

Cultural institutions must also work harder on the promotion and attractiveness of their programs. The capacities of cultural institutions are very low and that is why the reconstruction of certain spaces has already started.

### **Youth house of Pancevo (YH)**

Youth house of Pancevo is a cultural institution with a program that is mainly orientated towards youth. The target group are young people between 13 and 30 years of age<sup>216</sup>.

The YH building complex has a Student centre which is church community property and consists of space called Studio 21 with cinema space, photo gallery and bar. All together there is 2000m<sup>2</sup> of usable space. This building is also in use for different organizations and associations: CAA Abrašević and Stanko Paunović, TV station, sports associations Jelenak, Železničar and Soko, scouts and etc. From technical resources it's necessary to invest in audio instruments. The Fact that part of the space is in church community property has until now been a good partnership but is a partial solution as the space is not built for this use. Anyhow, through adaptations YHP is trying to make this space more functional. There is also the initiative to adopt part of the space for youth hostel purposes that can bring many positive effects to the centre and to the city. Local government is supporting infrastructure costs but there is still a need to invest in better technical resources for more attractive programs. The Location of the centre is a bit aside from the city centre but next to the main bus station. Last buses for villages leave around 11pm so the programs are adapted to this timing. The Building's entrance has been adapted for people with special needs and there is enough space for parking.

YHP human resources are 18 employed people: manager, secretary, PR, 3 bookkeepers, editors - film, visual, performing, music and literature programs. YHP also has 5 to 15 active volunteers. The Organizational structure may be characterized as old fashion and unsuitable for their purposes and

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<sup>215</sup> Ibid.

<sup>216</sup> This chapter is based on data collected from the interview with Dragan Vidakovic – Director of Youth House Pancevo

target group. A Project and executive type of organization would be more suitable. It is not necessary for such a small institution have such a large and diverse editorial board. What is lacking is structure and entrepreneurial profile that would focus on fundraising, networking and marketing activities.

### **Activities, audience and participation**

The Number of performances, events and activities on a yearly basis in self-production:

- Annually published literary magazine Rukopisi (28 edition in 2005) which regularly organizes literary workshops.
- The publication of a comic magazine Kuhinja twice a year
- EX-Theatre fest of experimental theatre, that celebrated its 34 year in 2005,
- In 2004 the film workshop and school of animated film had a chance to be presented internationally. They have produced 5 short movies in 2004.
- Etnoglas, manifestation of traditional culture
- painting School
- Art cinema
- local bands Rock festival
- "Perfect day for" – specific presentation of contemporary artists and associations (organised for 13times in 2004.)
- „Svetionik“ – 1. Pančevo festival of short movie – organized by youth for youth
- Klub 21 – workshop place for writers, film makers and comics writers.

YHP wants to strengthen and increase program production. In 2004 there have been 43 music programs, 22 performances, 20 film programs, 10 literary programs, 16 exhibition openings that include 5 of primary school children. Youth music bends are also using this space for rehearsals. Generally, one third of year is filled with programs. In 2004 there were 29 workshops and 38 open speeches programs. Total visitations are varying: cinema program 20-50, music concerts 150-1000, theatre performances 40 and exhibitions around 50 visitors. In program production YHP has directed forces in support of creative writing, film, comics and music. These are participative forms that enable creativity and are making the base for creative industries development. The fact that only one third of a year is filled with small visitations programs proves the lack in resources and unsuitable organization structure.

In the programs specially orientated towards local community we may include a couple of days of

workshops, which were done in cooperation with NGO's Veliki Mali, Jazas and similar. There are no specialized programs for single minority cultural traditions. Through partnerships programs with NGO's a positive discrimination of certain minority groups exists, however, still quality is a main cooperation condition. YHP has to establish closer partnerships with other cultural institutions, NGO's and the business community. Rare cooperation with NGO's, mostly on their initiative, presents weak connection with other social trends in community. Cultural institution must not avoid trends from surrounding.

Marketing activities has been neglected up to now. Lately cooperation with schools is establishing. Concerning cooperation with houses of culture in municipal villages there is management opinion that YHP and cultural centre Pancevo should make programming for them. There is established cooperation with cultural institution from Belgrade and there is a wish to make contacts abroad. Cooperation with all levels of public administration is marked very well. Cooperation with business enterprises and local industry exist in the form of sponsorship.

Program financing is diversified. For music and cinema programs tickets are selling on the price that is agreed with production house. Other programs are financed budgetary. There is no organized ticket selling up to now. YHP is working on cycling program in repertory form.

**Financing structure 2004<sup>217</sup>:**

Municipality:	76.35%
Province:	0.24%
Republic:	0.65%
Sponsorships and donations:	2.1%
Income:	20.67%

As music and film programs are market driven, rest of the programs depend on budgetary finances. New financing possibility YHP may find in sponsored educational programs and trough stronger cooperation with other institutions in program exchange and lowering costs in that way.

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<sup>217</sup> Izvestaj o radu Doma Omladine Pancevo za 2004. godinu.

## **Cultural centre Pancevo (CCP)**

Cultural Centre Pancevo has a wider target group: teenagers and adults<sup>218</sup>. The Cultural Centre Pancevo is situated in the center of the city with good access for people with special needs and with parking space. It has a complex space with two cinema halls (one of which has been out of use for more than 10 years), a summer open space, 3 galleries, and a café. The cinema space with performing stage has 380 seats. Technical resources would include: lighting equipment, theatre technical equipment and actors' changing rooms. Of human resources, CCP has 26 employed people: 3 cultural organizers, 1 marketing organizer and PR, 2 executive organizers and other administrative staff. There are also 5 volunteers.

### **Activities, audience, participation**

The main programs of CCP production are:

- Biennale of visual arts – in 2004 the 11<sup>th</sup> biennale gathered 100 artist and theoreticians from 30 countries (90 of them were hosted in Pančevo). Art peaces were displayed in unconventional city spaces. The Biennale also gathered 6550 of visitors. This Biennale was the first to established public-private cooperation through sponsorship.
- Artistic workshop Staklo – In 2005 was the 6<sup>th</sup> in cooperation with *Industrijom stakla Pančevo* **Glass factory Pancevo**. The workshop gathered 8 artists 3 of which were from abroad.
- Theatre Festival „Portret“. In 2005 was its 5<sup>th</sup> anniversary.
- Festival of comic author's - “GRRR!” was organized for the 4<sup>th</sup> time in 2005. Art peaces were displayed on several unconventional city venues.
- The Jazz Festival was organized for the 8<sup>th</sup> time in 2005
- Ethno festival „Ethno com.“ with artist from Balkan countries.
- Pančevo Sallon – established in 1971 – the annual exhibition of South Banat artists
- Days of spiritual music
- Founders of string quartet ARCO.
- Founders of Ognjen Popović Orchestra
- Founders of Pančevo city choir

There are 3-4 theatre performances for adults and 2 for children monthly, that on average fill 90% of

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<sup>218</sup> The data presented in this chapter are collected from the interview with Jasmina Vecanski – Director of Cultural Center of Pancevo

the capacities. There are also 2 classical music concerts per month that are for free and usually have 30-50 visitors. With the average of 50 theatre performances and 70 movie presentations CCP animates around 63000 visitors. Only the children's plays during the Festival of Children days may count as a program specially organized for the local community. Only 2-3 times a year the space is offered for the rehearsal of high school students plays. As part of the educational program is the drama studio that prepares young people for applying to the Drama Academy in Belgrade (up until now 8 candidates were accepted for acting, directing and camera. Scientific research is done through the Gallery of Contemporary Art that holds 269 artistic pieces and around 30 made during the "Staklo" (Glass) workshop.

There is a lack of participatory programs for an institution with such a position in the community. There are no special programs for individual cultural traditions or minority groups. CCP needs to support the promotion of all cultural identities in the community. Ignoring multiculturalism is not a way to promote superficial interculturalism. Such an attitude from the part of cultural institutions may produce assimilation or greatly neglect cultural needs of some ethnic minorities. CCP has to act proactively, not just satisfy its elitist and populist cultural function.

CCP reaches its audience through media that is a good partner and through a direct mailing list. CCP is very satisfied with their cooperation with other cultural institutions, mostly from Belgrade, Novi Sad, Vrsac and Kotor. All artists and local artistic groups have established cooperation with the center. The Biennale is the only international program, mainly turned towards artists from abroad, but there is no stronger cooperation with countries from the region. Cooperation with all public administration levels is satisfying. Through special programs, such as Staklo workshop and sponsorship CCP has established positive cooperation with the business sector. On the other hand CCP is not cooperating with a single NGO as none of them made the first initiative. The level of cooperation with all public authorities simply proves the prestigious position of this institution. This position should help CCP make stronger partnership relations which would have a greater impact on the local community and its development. They should be the first to initiate cooperation with the business sector on a more professional level. Such a program could be the education of young people employed in the Business sector for taking up initiative, creativity development and skills important for working and living such as communication, conflict-resolution, sustainable development, new technologies and so. In this training program educated trainers from the NGO sector could help. Of course, there are plenty of possible programs depending on the centre's creativity, openness and social responsibility.

For all programs, except visual and classical music concerts, tickets are sold for the market price. This is not a very satisfying price. There are some special arrangements for group visits. Most of the budget funding is used as salaries for the employed (80%).

**Financing structure<sup>219</sup>:**

Municipality:	48.72%
Province and Republic:	3.53%
Foreign donations and sponsorships:	5.83%
Income:	41.9%

Through the analysis of visits and the percentage of income from financing shows Pancevo's need for stage performances and in that sense, putting in uses other cinema halls with new stage equipment could be a good strategy.

**Vuk Karadzic House of Culture in Omoljica village**

The example of this House of culture may be used as practice example for others<sup>220</sup>. Their role is very important for vitality, homogeneity and identity of the village. We may consider them as cultural centres for those 25% of youth that are spending their free time in their own village. Such a role makes this centre orientated towards the needs of their users. Animating citizens to become volunteers could give a special atmosphere and purpose to this centre. As we saw, the idea that YHP should be in charge of the program for the Houses of culture is just presenting negative external evaluation of houses of cultures work. That is why Houses of culture need to rethink their work and find a suitable model of operating and getting closer to their neighbours. HC in Omoljica raised support for adaptation from ADF which shows their recognized role in the community.

Dojcinovic stresses that one of the possible solutions for the "houses of cultures", settled at the one municipal territory, might be to organize them as a network. This network would present a more rational and functional management, and would become more attractive for the audience. Each house

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<sup>219</sup> Izvestaj o radu Centra za kulturu Panceva za 2004. godinu.

<sup>220</sup> This chapter is based on the annual plan of work: Dom Kulture Vuk Karadzic, Omoljica. Plan I program rada za 2005. godinu

of culture could reconstruct its program and organizational structure along with the new mission<sup>221</sup>.

HC Vuk Karadzic cooperates with the local school, community office and other organizations in the village in order to implement their programs. The most important role of HC is library work. They also organize on average 2 exhibitions a year, 3 literary evenings, and in better weather they present around 30 movies for adults and 5 for children, once weekly in their open space. On average they have 13 music and theatre performances, 6 concerts, 5 lectures and 11 exhibitions. Omoljica also has a folklore section with 120 members which present the only participative program. The Municipality has invested/donated 13000 euros a year to support the work of amateur cultural artistic associations.

HC traditionally organize a film and photo manifestation - "Zizela" on the topic of village. In 2005 this manifestation celebrated 35 years of amateur film and 33 years of artistic photo sallon. Beside that this manifestation includes off-programs with different exhibitions and movie presentations.

**Zizela cost share:**

Republic	32%
Province	17.86%
Municipality	32%
Sponsorship	17.86%

One third of HC income comes from tickets and the Municipality invests/donates around 30000 euros yearly.

**Readiness of Pancevo cultural sector to participate in urban regeneration**

Regardless the widely promoted trend of different domestic and international organizations operating in the cultural domain, public and NGO's, Pancevo's cultural sector still hasn't developed an awareness of the role of culture for the empowerment and social inclusion of minority and vulnerable groups. Social programs implemented in Pancevo are lacking the participation of cultural institutions. The cultural sector hasn't made any initiative in the domains of employment, the improvement of women's status, improvement of the environment, affirmation of minority identities or any other community

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<sup>221</sup> Dojcinovi, Vesna Djukic. Za regionalizaciju kulturne politike u Srbiji. P. 381.

social problem. This passive and in a way socially separated position of cultural institutions is alarming. Policy Team Action 10 set recommendations for local authorities and DCMS that may be applied to the present Pancevo situation, by which the Local authorities and cultural sector should, in order to achieve greater social inclusion, support the implementation of the Poverty reduction strategy. Concerning Pancevo and its social exclusion situation it would be useful to rethink PAT 10 recommendations for UK communities on this matter. “Social exclusion issues arise with various groups irrespective of their geographic location. This is particularly the case with ethnic minority groups and disabled people where special and systematic arrangements need to be made:

- to invest in people and facilities within these groups and to build an information base against which future progress can be measured
- to cater specifically for their needs in general regeneration programs and culture/leisure policies
- to engage directly with people within these groups, and to actively value and recognize diversity
- to develop, monitor and deliver action plans to promote their access and involvement and to meet their needs.<sup>222,</sup>

On the other hand, devotion to contemporary art and developing creativity programs for young people, cultural institutions are easily taking up an active role in setting conditions for creative industry development. Nevertheless, there is a lack of creative programs, of partnerships with the business sector and search for suitable distribution and promotion channels of local creativity. Expecting more funding from the Local government would be inappropriate. The Local government could help the human resources policy for budgetary institutions. The current situation demands more training of managerial staff and widening their social responsibility role. Bringing competition in this field by open competitions for jobs and bringing successful external projects to be implemented could give positive results. The fact that Pancevo is geographically close to Belgrade could produce more managerial and program cooperation to refresh the local offer of Pancevo.

Certainly it is a positive step of the Municipality local self-government to set cultural policy goals and priorities, as well as competition for the projects. Still, some time needs to pass in order to see concrete results of these actions.

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<sup>222</sup> UK Department for Culture, Media and Sport. Report – Policy Action Team 10. UK Department for Culture, Media and Sport, 1999. p. 9.  
[http://www.culture.gov.uk/NR/rdonlyres/ez6co4jbfwthseu57uxid373zcbouym4dov3imb7auddz2xkk6pjnebrx737kkt5vm27pi7cj4cwpu73ikky2gxysmf/PAT10\\_annexb.pdf](http://www.culture.gov.uk/NR/rdonlyres/ez6co4jbfwthseu57uxid373zcbouym4dov3imb7auddz2xkk6pjnebrx737kkt5vm27pi7cj4cwpu73ikky2gxysmf/PAT10_annexb.pdf)

Urban regeneration in Pancevo can't be carried out without cultural intervention in social problems. As a main precondition for this process is the re-education of managerial staff in cultural institutions that would support regeneration in a creative, animator and innovative way. At this moment, the NGO sector and local government, along with the business community, centre for unemployment and other more modernized state actors are showing more vitality.

#### **6.4. Local initiatives and citizens participation**

Pancevo has a tradition of civic organizations. To this day there are organizations that are active and covering all domains of municipal life. As pollution is the biggest problem affecting all inhabitants of Pancevo, 15 NGO's<sup>223</sup> from Pancevo joined their efforts in NGOPVO network in 2004 to advocate the environmental protection of Pancevo. They produced a Protocol on Cooperation and Understanding with local NGO's proposed for signing to all municipality president candidates. Eight out of nine signed before the election process. Their next step was organizing the Great Citizens' Ecological Protest on October 9<sup>th</sup> 2004 that gathered around 3000 Pancevo citizens demanding a healthier environment. NGOPVO Network presents the engagement of important citizens in solving these ecological problems. Their main demand was to be involved in the problem-solving and decision-making process. Still, this problem is impossible to solve at a local level, or even a national level because it requires the investment of around 360 million euros<sup>224</sup>.

On the other hand, among the key actor in the process of municipal revitalization is America's Development Foundation (ADF) that is implementing The Community Revitalization through Democratic Action (CRDA) Program, focusing on community development activities which would demonstrate the value of citizens' participation, mobilizing citizens to engage on improving their quality of life, and supporting grass roots democratic action to bring immediate improvement of living conditions to the community.

The ADF has organized citizen meetings with the aim to identify community priorities, and elect

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<sup>223</sup> Alternativni kluturni klub, Drugi novi centar, Odred izviđača "Tamiš", Omladina JAZAS-a,, Otvoreni krug, [Tim za komunikaciju](#), Veliki Mali, Ženska mirovna grupa GruPA, Spleentheatre, Crveni krst Pančevo, DPŽ "Ljubimac", Građanska akcija Korak, PSD "Železničar-Jelenak"

<sup>224</sup> Snezana Kolar – Member of NGO "Great Little" – Initiative of Specialists for Helping Children with Special Needs and NVOPVO

representative **Community Development Groups (CDGs)** to work with ADF/CRDA to develop community priority projects. The CDGs are required to be representative of the diversity in each community and include women and ethnic minorities. Communities receive ADF/CRDA assistance in order to organize themselves plan and manage local initiatives as well as build dialogue and cooperation with local governments. ADF/CRDA has supported the organization of **Citizen Advisory Groups** in local communities and on the municipality level to increase citizen participation in decision-making processes and encourage local governments to become more responsive to citizen needs and interests. These informal Community Development Groups/Citizens Advisory Groups are now being formalized into **Community Development Associations** to enhance their sustainability. ADF/CRDA provides funding for projects that benefit large numbers of citizens and complement local available resources. The Program requires counterpart matching funding of 25% of total project costs from the community and/or local government to demonstrate both commitment and interest. One of the most important projects/initiatives in Pančevo is “Mobilizing Citizens Participation in Economic Development Strategies for Pancevo.”<sup>225</sup> A series of meetings and workshops were facilitated involving citizens, local stakeholders, Community Development Associations, and the local government to assist them in designing economic development strategies and plans for the municipalities. Professional assistance was provided to help channel these inputs into a viable economic development strategy for the Pancevo municipality<sup>226</sup>.

ADF/CRDA work on Pancevo territory has prestigious importance and presents positive example practice. They succeed in establishing relations among the local government and citizens and support organized citizens’ participation. They are the ones that produced positive conditions for the urban regeneration process in Pancevo. They empowered citizens’ participation and the establishment of public-private partnerships.

## **6.5. Analysis and recommendations for Pancevo**

### **6.5.1. Pancevo auditing**

In order to encompass cultural and social conditions for development, as a start for any strategic

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<sup>225</sup> <http://www.sada.usaid.org.yu/sr/success.cfm>

<sup>226</sup> Nikola Nikolic – ADF, Pancevo

planning and search for possible solutions and priorities setting, I will use auditing form of sensing the spirit of targeted local communities to better understand context and potential cultural resources. We will see in which way social capital is developed in those communities and on what level cultural life is operating. As explained in introductory chapter, I will use the format of **cultural auditing** described by Francois Matarasso's<sup>227</sup>. Further on we'll see what are the potential of cultural and social capital of municipality Pancevo.

#### Context and values:

- Pancevo is multicultural society wanting to promote tolerance, mutual understanding and equality, which for decades present successful case.
- Pancevo has long cultural tradition of entrepreneurship, industrialism, modernism and elitism.
- The traditional power structures are cultural elites. Decision making is done through Municipal public authorities in cooperation with cultural institutions.
- As a part of Vojvodina region, Pancevo is "slow" town with traditional and spiritual values. It's orientated toward west and pro- European cultures as a, maybe, result of Austro Hungarian dominance through centuries and its multicultural consist. On the other hand, Serbian dominance, war effect with many refugees and great dissolution during bombing reflect on regression of values that can be seen best through young generations (as has been already mentioned in more details in the chapter 6.3.)
- Pancevo has common problem of pollution that present cohesive element for joining of all of its citizens.

#### Resources and assets:

- Pancevo has variety of traditional art and crafts as a multicultural society. It also has very rich historical heritage. As a leading industrial city it also has rich industrial heritage.
- At nowadays there is potential of cultural industry development as modern visual scene is developed, comics, animation, video and film art, music scene.
- Different kind of festival and celebrations are traditional.
- Pancevo is institutionally very well covered.
- Existing cultural elite is delivering and satisfying basic cultural needs of community. Cultural Centre, Youth House and Music Schools (primary and secondary one) could be seen as main

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<sup>227</sup> François, Matarasso. "Culture, economics & development." In *Recognising Culture: A Series of Briefing Papers on Culture and Development*, F. Matarasso, ed. London: Comedia, Department of Canadian Heritage and UNESCO, 2001. p.10.

cultural organizations delivering social capital.

Social capital and its obstacles:

- Marked inter-ethnic distance could be an obstacle in regeneration initiative. Developed stronger social inclusion and multicultural policy is necessary in advance.
- Gathering around common problem of pollution and wider development could neglect ethnic differences.
- Proud of all citizens is modern industrial and cultural tradition.

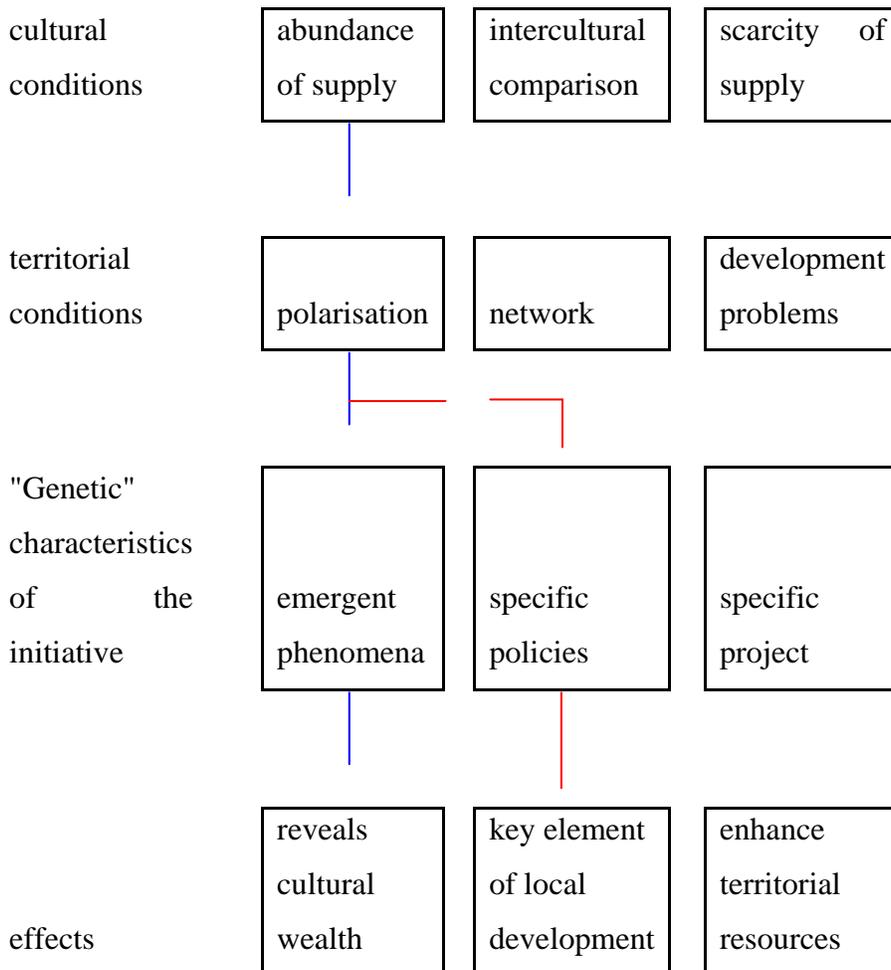
Cultural capital, potential of assets:

- Great level of cultural capital is achieved.
- Cultural industry, tourism and setting strategy to support talents could present economic potential.
- Social potential is seen as way to strength identity, make society more homogenous and empowering it for taking up initiative.

## 6.5.2. Analysis of the creative clusters

Following the methodology of creative clusters (Creative Europe) again we may graphically see the state of culture and in which direction it should go in order to achieve greater impacts.

**Table 11: Creative clusters in Pancevo**



### Existing policy links:

([\\_\\_\\_\\_\\_](#)) Pancevo – Has abundance of indigenous supply which means that cultural conditions are culturally rich. There is a creative “milieu par excellence” that could give higher economic results, not just cultural. On the other side, territorial conditions are polarized, meaning mainly that cultural resources are centralized, without adequate delivery of cultural resources along huge rural area of the municipality. Still, the “Genetic” characteristics of the cultural initiatives may be characterised in a way that creativity present set of emergent phenomena, not very well incorporated in local cultural policy. Local cultural policy didn’t succeed in closing the creative production value chain.

Nevertheless, cultural policy effects reveal cultural wealth. Pancevo is a positive example of creative and cultural vitality in Serbia. It is positioned on cultural map and with greater support could achieve even wider recognition. This creative milieu in combination with heritage and cultural distinctiveness is a highly ranking development potential. Besides the difficulties and gaps in cultural management, existing self-criticism and awareness of it is a good starting point. Pancevo vitality and initiatives ran in other sectors are just waiting to be inter-connected for real urban regeneration process.

**Preferable strategic links:**

(\_\_\_\_) Desirable – in order to achieve both cultural and economic development higher level of “engineering” of specific “creativity-relevant” policies are necessary in order to present a key element in local development, and to enhance the territorial resources. In following SWOT analysis those notions are going to be highlighted. Mapping key resources and combination of relevant integrated strategies for Pancevo that follows may establish strong base for integrating cultural policy into the city policy that would start urban regeneration process.

**6.5.3. Pancevo SWOT analysis**

Along with cultural resources we’ll see broader developmental context through SWOT analysis. **SWOT analysis** was done to point out developmental potentials and resources classified in term of spatial, political, economical, social, environmental and cultural and civil society context.

**Table 12: Pancevo SWOT analysis**

<b>Strengths</b>	<b>Weaknesses</b>
<p><b>Spatial</b> Pancevo municipality is well connected by wide road with the City of Belgrade (6km).</p> <p>Transport communication channels are well, besides Pancevo bridge which presents the only ground transport communication with Belgrade. As it is in bad condition often produces traffic</p>	<p><b>Spatial</b></p>

<p>slowdown.</p> <p><b>Political</b></p> <p>Law on the local self-government introduced new opportunity for municipal development.</p> <p>Elected power shows high level of entrepreneurialism and positive actions to modernise municipal organization and improve citizen's quality of life.</p> <p>Local authorities are aware on necessity for urban regeneration</p> <p><b>Economical</b></p> <p>Pancevo municipality has one of the biggest municipal public budgets. Also, it has access to public budgets of the Republic and Autonomus Province of Vojvodina.</p> <p>Pancevo municipality has also introduced competition for public funding to NGO's and cultural sector.</p> <p><b>Social</b></p> <p><b>Environmental</b></p> <p>The Southern Banat area has several rivers, the Danube, Tamis, Nera, Karas, Brzavica and Moravica, that along with DTD channel and a number of lakes near Bela</p>	<p><b>Political</b></p> <p>There is a lack of inter sector cooperation, especially of cultural sector that did not established ties with any other developmental program in the municipality. Lack of administrative and legislative controls of the Old Industrial Area.</p> <p><b>Economical</b></p> <p>Unemployment presents a great weakness and obstacle towards development, especially among youth.</p> <p><b>Social</b></p> <p><b>Environmental</b></p> <p>Pancevo is well known as one of the cities with most polluted air. This pollution affects gradually population health.</p>
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<p>Crkva present natural resources for eco-tourism.</p> <p><b>Cultural</b></p> <p>Cultural life has recognized leaders.</p> <p>Existing traditional values based on rural and spiritual culture, as well as heritage, is in contribution to community development work.</p> <p>Pancevo has very vital and dynamic cultural life, well positioned on Serbian cultural scene. It is respected especially in the domains of visual art, music, animation, comics and film.</p> <p>Cultural life is also organized around various festivals that preserve cultural homogeneity and cohesion.</p> <p>Cultural sector have established links with private business sector through sponsorships.</p>	<p><b>Cultural</b></p> <p>Cultural sector does not provide sufficient statistics and data on cultural life and resources.</p> <p>Besides developed network of cultural institutions, they could not provide sufficient citizens participation, neither as audience nor as decision makers.</p> <p>There are no adequate youth programs. Youth House has realized this problem and in new program policy is trying to make better outreach and outcomes.</p> <p>There is visible polarization between traditional and modern culture that should be overcome.</p> <p>Cultural infrastructure is old and inadequate for more demanding and attractive programs. There is low usage of existing facilities and capacities.</p> <p>Cultural sector lacks new cultural managers and adequate training.</p> <p>Cultural sector have not established stronger ties with rural parts of the municipality and existing network of</p>
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<p><b>Civil Society</b></p> <p>ADF community building program raised success in activating local communities for taking up active participation. There are established community development groups.</p>	<p>houses of culture in the villages. Also, timing of programs is not adapted to public transportation in order to enable easier access for people living in other areas of the municipality.</p> <p>Evaluation of cultural programs has not been introduced yet.</p> <p>Missing regional networking.</p> <p>There is no community development work and programs more socially orientated. Also,, cultural sector has not made an initiative and stronger cooperation with the existing NGO's and citizens associations.</p> <p>Programs of cultural institutions may be characterized as passive, non-inclusive (non providing participation and audience development)</p> <p><b>Civil Society</b></p>
<p><b>Opportunities</b></p> <p><b>Spatial</b></p> <p>Good connection with the City of Belgrade</p>	<p><b>Threats</b></p> <p><b>Spatial</b></p>

enables Pancevo to keep in touch with the mainstream and support its own development.

**Political**

Local self-government organizational structure is giving an opportunity for closer inter-sector cooperation. Pancevo can search its developmental potential in linking tourism, industry, environment, youth and culture.

**Economical**

**Social**

**Environmental**

Investment in municipal vision of development of re-creative tourism based on natural resources could be a good mechanism to increase economic growth and living conditions at the municipality. Still, main precondition lays in necessity to solve the problem of pollution in the municipality. Until than, this status may be exploited through scientific and research programs and tourism.

**Cultural**

**Political**

**Economical**

**Social**

Marked social distance among Pancevo youth is reflecting national tendency and must be seen as an obstacle and threat towards development.

**Environmental**

Image of polluted city is preventing cultural tourism development.  
Most qualify human resources are leaving the city.

**Cultural**

<p>Cultural sector has a prestigious position in the cultural life of the whole country.</p> <p>Revitalization of industrial heritage - “Old Industrial Area of Pancevo” into cultural facilities could affect creative industry and cultural tourism development in the municipality.</p> <p>Strategy to support talents and closing of value production chains in established artistic forms should be a way to support creative industries development.</p> <p>Diversity of cultures existing in the Pancevo should be seen as developmental potential. Existing tendency of neglecting specific cultures under umbrella of “unity” can not secure sustainable development.</p> <p>Great interest of audience, especially youth, for public lectures and debates is a potential for active citizens participation and community development work. Establishing stronger ties with schools and promotion of volunteerism can give new content in community life.</p> <p>Trans-border, especially regional networking.</p> <p><b>Civil Society</b></p> <p>Pancevo has a long tradition of citizens associations and active NGO movement in</p>	<p>Youth value system is consequence of turbulent past</p> <p>In such a multicultural society, low inclusion and visibility of ethnic minorities might become social as well as cultural problem.</p> <p>Elitism fails to deliver necessary cultural benefits to the whole community.</p> <p>Policy of political nominating the leaders of cultural institutions, as well as general “negative” human resources policy.</p> <p><b>Civil Society</b></p>
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present days that is an important element of regeneration and development process.	
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Highlighted cultural resources will be seen further on through implications for strategic development.

#### **6.5.4. Implications for strategic development of Pancevo**

Pancevo may be characterized as representative of **post-industrial city**. As mentioned before, Pancevo is dealing with the problems or challenges of:

1. Pollution
2. Around 15% of unemployed,
3. Social distance in area with around 25% of ethnic minority population
4. Young generation that is qualified as most vulnerable.

#### **Urban regeneration goals considering this situation should be:**

- Empowering local community
- Reduce pollution
- Economical development
- Sustainable development

Municipality of Pancevo has already started working and implementing development strategies such as L21 for sustainable development and Local economic strategy. Municipality has shown great level of awareness and willingness for improving quality of life. Programs that are run are even realized in cooperation with NGO's. Those programs are in sphere of environment, social inclusion of disabled, and empowering of local community for decision making and participation run by ADF. Partnership between major institutions and local development actors is essential for cultural approach to development and implies gradually transferring power from institutions to local partners. A lasting consensus on the project's justification, the change to be achieved, the distribution of tasks and the importance of taking human and socio-cultural aspects into account all depend on achieving a balanced partnership. The possibility of joint management by external agents and local authorities must be envisaged as well as scientific co-operation with university research centres. Given the aim of ensuring

that local cultural experiences are properly taken into account, the most effective partnership may be with NGO. But it is equally important to cultivate contacts with representatives of international development institutions operating in the field, including those working in other sectors, to co-ordinate the activity being carried out in a spirit of integrated development<sup>228</sup>. On the other hand, cultural institutions have not showed any greater impact on social development of community, and they are not involved in any of those running programs. Policy Team Action 10 set recommendations for local authorities and DCMS that may be applied to present Pancevo situation, where Local authorities and cultural sector should in order to achieve greater social inclusion support implementation of the Poverty reduction strategy. Concerning Pancevo social exclusion situation it would be useful to rethink PAT 10 recommendations for UK communities on this matter. “Social exclusion issues arise with various groups irrespective of their geographic location. This is particularly the case with ethnic minority groups and disabled people where special and systematic arrangements need to be made:

- to invest in people and capacity within these groups and to build an information base against which future progress can be measured
- to cater specifically for their needs in general regeneration programmes and culture/leisure policies
- to engage directly with people within these groups, and actively to value and recognise diversity
- to develop, monitor and deliver action plans to promote their access and involvement and to meet their needs.<sup>229</sup>”

Positive UK example that may correlate with Pancevo developmental status is **The Quaking Houses wetland**. By 1994, increasingly worried by the risk of the polluted water to local children and the loss of natural life in the burn, the Quaking Houses Environmental Trust, a pressure group of local residents, lobbied the National Rivers Authority (NRA) to take action. The NRA responded by commissioning the university to work with residents, on the creation of a small-scale, experimental wetland to try to combat the effects of the toxic mine water. A team from Newcastle University's Civil Engineering Department instigated a series of field surveys to establish the chemical quality of the water in streams local to the mines and to evaluate the ecological impact of the poisoned water on the immediate environment. At the time the pilot project was underway in County Durham, the co-director

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<sup>228</sup> Matarasso, Francois, ed. *Recognising Culture: A Series of Briefing Papers on Culture and Development*. London: Comedia, Department of Canadian Heritage and UNESCO, 2001. p.85.

<sup>229</sup> UK Department for Culture, Media and Sport. Report – Policy Action Team 10. UK Department for Culture, Media and Sport, 1999. p. 9.  
[http://www.culture.gov.uk/NR/rdonlyres/ez6co4jbfwthseu57uxid373zcbouym4dov3imb7auddz2xkk6pjnebrx737kkt5vm27p i7cj4cwpu73ikky2gxysmf/PAT10\\_annexb.pdf](http://www.culture.gov.uk/NR/rdonlyres/ez6co4jbfwthseu57uxid373zcbouym4dov3imb7auddz2xkk6pjnebrx737kkt5vm27p i7cj4cwpu73ikky2gxysmf/PAT10_annexb.pdf), accessed on 13.05.2005.

of the Sunderland-based Artists' Agency, Lucy Milton, was looking for ways for artists to contribute to the creation of sustainable environments. Water pollution was a particular interest. Typically, when artists are invited to contribute to environmental projects, there is an expectation that they will make something (e.g. a sculpture) to site on the land. The Artists' Agency took a different approach: it wanted to identify opportunities for artists to collaborate on projects with scientists and environmentalists, from conception to completion -projects in which the artist would be a full and equal member of the team. The artist Helen Smith was appointed with a brief to contribute her ideas and skills to every aspect of the development of the wetland. She was particularly interested in making the wetland more accessible and decided to do so in three ways:

- by creating a walkway through the wetland to join an existing footpath;
- by working with local residents on a series of broadcasts for Radio Utopia (a community radio station run by the University of Sunderland) to increase local interest in changes to the environment; and
- by running an education programme in schools, with the support of Derwentside District Council.

This environmental regeneration project was a response to a local problem but it had wider implications and resulted in a creative **partnership between residents, a private sector utility company, two universities, an arts organisation and the local authority**. In their view, the arts give them a better quality of contact with a community and they deliver more to the sponsor in terms of media profile<sup>230</sup>.

**Key resources of Pancevo that should lead to further development are:**

- Creative sector and
- Environment

One might say this is paradoxical situation. However, despite high pollution level, which can be seen as an obstacle to tourism development and general habiting on this territory, environment is still very rich and could present development potential. Still, decontamination is possible and expectable, and while cultural sector is to be developed to take over a part of economic benefits that is currently delivered by chemical industry sector. Such a “paradoxical” situation may be transferred to its potential through

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<sup>230</sup> Shaw Phyllida, ed: Re-creating communities, Business, the Arts and Regeneration. London: Arts and Business 1999,p. 15-16.

organizing research/scientific programs as a part of cultural, educational and tourist offer.

**The aim of integrated Cultural policy** should be achievement of greater social and economic benefits through social inclusion programs and support to creative industries development. As a precondition for creative industries development Landry highlights that such opportunities depend partly on developing **urban environments** which can attract and support creative originators and partly on development of strategies, in areas such as **education**, to make the most of upstream cultural work — the origination of new ideas. **Key elements of that creative urban environment include:**

- small-scale start-up capital and technical support for individual creative people and small businesses,
- Investment in education systems
- cultural quarters
- value production chains
- marketing<sup>231</sup>.

**Key cultural strategies that in combination would support integrated urban policy are:**

- a) Competitive profiling strategy** - social inclusion through participation and audience development
- b) Quality achievement strategy** - support for quality development – achievement of excellence in animation-multimedia art branch
- c) Linkage strategies** - orientation towards partnership/co-productions and internationalization

Creative sector of Pancevo is very well developed, producing visible personal benefits. Still, creative sector could give much more impact in empowering local community; give better social and economic benefits. In order to achieve greater arts and cultural benefits, cultural sector should establish stronger partnership relations with other sectors:

- Social sector – cultural sector should make programs for empowering vulnerable groups in order to achieve greater social inclusion generally.
- Stronger cooperation with NGO sector would raise greater citizens' participation and involvement in cultural life but also in decision-making process in order to increase living conditions. Together they also could give impact on social inclusion programs and empowerment of vulnerable groups in raising their self-esteem and improving working

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<sup>231</sup> Charles Landry. Culture & city economies in Matarasso, Francois, ed. *Recognising Culture: A Series of Briefing Papers on Culture and Development*. London: Comedia, Department of Canadian Heritage and UNESCO, 2001. p. 33-35.

capacities through know-how and training programs. Development of volunteering program is necessary for successful implementation of regeneration program and it would give many raise both for personal and social art and cultural benefits.

- Cultural sector could achieve greater personal and social benefits through establishment of stronger partnership with educational system in municipality. Offering extracurricular classes and specially adopted programs cultural sector would raise its audience but also develop youth creativity and affect better inter-personal and inter-cultural relations.
- Economic sector - Pancevo cultural sector shows creative potentials that could develop cultural industries and tourism. As those industries have economical potential, stronger cooperation with business sector could make positive conditions for its development. Joining forces those two sectors could exchange know-how on matter of business planning and creation of positive image for the municipality of Pancevo. Develop sponsorship relations could raise in programs of stronger partnership where they for example could work together on capacity building of employees.

One of the tested solutions for supporting economic development on the local level is the opening of the incubator business centre. The municipality can transform a run-down, abandoned business space or large lots of abandoned land into experimental incubator industries. In so doing, it would give the chance to a large number of entrepreneurs to try out new business ideas with minimum risk. An incubator centre, besides the space, requires equipment, money for raw materials and advice, information and knowledge about what and how they should produce, and for which market. Money, favourable credits, low interest rates, and a longer payment period are the elements new businesses always badly need. Consequently, the municipality can form funds for the development of the municipality, credit cooperatives, etc. The money of those institutions should be invested in local production sectors and the development of technology, both extremely important for the economy on a long-term basis, yet not attractive to creditors due to the high risks and low profitability. Some of our municipalities have already formed their local funds<sup>232</sup>.

One of the key elements of the creative urban environment (as mentioned in the chapter 4.4.1.) are small-scale start-up capital and technical support for individual creative people and small businesses, along with the creation of cultural quarters, rehabilitation of industrial heritage may fulfils several

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<sup>232</sup> Stalna konferencija gradova I opština. *Vodic za odbornike gradskih i opstinskih skupstina..* Beograd: Stalna konferencija gradova I opština, 2004. p. 47-48.

development goals.

World Tourist Organization anticipates that in the next 2 decades cultural tourism, adventurous tourism, eco tourism, cruise tourism and visits to thematic parks will be the most popular types of tourism. The interest in youth and voluntary tourism that are often connected to educational and cultural tourism is also growing<sup>233</sup>.

In the last years a significant trend is revitalization the objects of industrial heritage and their transformation to tourist attractions that enable tourist to see economic and scientific development of a particular country or region<sup>234</sup>.

Apart from the Silkworm farm, all buildings in the **Old Industrial Area Pancevo** are listed as the cultural monuments of culture. Some of them are listed as "monuments of culture with great importance". Building conditions range from bad to very bad. Condition deteriorated greatly after the 6th of April, 2005, when the complete wooden construction of the Brewery was destroyed in a fire. The surroundings are in a risk of deterioration due to the local chemical industry and oil refinery. The rehabilitation of objects brings the need and opportunity for social use and sustainable developments, for an example, creation of work places, promotion of other activities, e.g. tourism, commerce, information, museum activities etc. **Lighthouses** could be "Light Museums" -- observation decks with multimedia presentation within the city's marina. The procedure for listing **the silkworm farm** as a cultural property has begun. In order to rehabilitate, it is possible to construct new-modern structures with an expression that fits the ambient, as well as to build accompanying infrastructure. The possible use as a hotel (and the city needs it), within its complex could have a Museum of Sericulture (for example in the supervisors building). **The Red Warehouse** use as space for fairs, is close to the technological frame of warehouse, in a small measures could model volume, authentic materials, and it is a function that could bring a benefit to the city, make possible sustainability of the site, and imply arranging and preparation of surrounding area—infrastructure, parking lots, landscape and restaurants. **Brewery** is listed as a cultural property of great importance, which means that it is important for the region. Brewery museum would take up in one object of the complex, all other purposes would be are in the service of city needs, need to sustain complex and use to cultural property and its importance.

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<sup>233</sup> Hadzic, Dr. Olga. Stejkholderski pristup upravljanju odrzivim razvojem kulturnog turizma: doktorska disertacija. Novi Sad: Univerzitet u Novom Sadu, 2006.

<sup>234</sup> Ibid.

**Train station "Tamis"** should be a railroad museum. This is one of the typical railroad buildings. Rehabilitation of building and surrounding landscape, as well as forming of "historical routes-cultural routes, makes the public access available to use the whole area, develop **tourism and bringing back the consciousness of identity and heritage**<sup>235</sup>.

In order to increase delivery of the Total benefits of the arts and culture sector, cultural sector could open more towards society. In this order its priorities should be:

- Development of community development work
- Support to creative industries and tourism (video, comics, music)
- Inter-sector cooperation and public-private partnerships
- Cross border cooperation and promotion

Its evident that cultural sector has done a lot in recreating image of Pancevo, giving it some positive and almost prestige atmosphere in Serbia. Creative industry in Pancevo has great potential that needs to be supported on weak value production chain spots: funding, participation, promotion and distribution. This is just one of aspects where culture proofs its abilities, but still, it can offer much more.

As a precondition for achieving developmental cultural and regeneration goals, cultural sector has to pass trough reform in sense of:

- Greater opening toward society, closer to their needs
- Institutional reform, promotion of project and interdisciplinary work, management of projects
- Training of animators, educators and managers in culture
- Program evaluation
- Research and statistics on creative sector
- Open competition for cultural managers

Relevant cultural policy dilemmas that affect further development of Pancevo are **democratization of culture and balancing investment in production and consumption**. Pancevo has an aim to achieve greater democratization in cultural sphere. It reflects much on status of ethnic minorities as on status of villages and rural population. There should be a caution on too modern and elitist development if there

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<sup>235</sup> PTA of Old Industrial Area Pancevo, 2006 [http://www.coe.int/t/e/cultural\\_co-operation/heritage/technical\\_co-operation\\_and\\_consultancy/3\\_projects\\_and\\_programmes/PTA\\_Serbia\(SerbiaandMontenegro\)\\_Pancevo\\_APP.pdf?L=E](http://www.coe.int/t/e/cultural_co-operation/heritage/technical_co-operation_and_consultancy/3_projects_and_programmes/PTA_Serbia(SerbiaandMontenegro)_Pancevo_APP.pdf?L=E), accessed on 23. 05. 2006.

is no respect for local needs and traditional cultures. They should be enabled to take active participation over their cultural life, with existing infrastructure, they should participate more in decision making. Its offending thought to delegate coordinator for programs distribution of central cultural institutions without locals' greater involvement. Pancevo is investing a lot in cultural production where still some chain spots are not covered well, especially promotion and distribution. Without harmonization with development of consumption needs it can't have greater cultural effect on local society. It is necessary to implement evaluation instrument to follow and measure cultural effects, and to attach programs more with local needs.

## VII Conclusion and key findings

After a decade of **Serbian local communities devastation**, with the new Government upraise (on the local level in 1997 and on national level in 2000) Serbia started new process that by main characteristics could be named - Regeneration.

Unfortunately, new aspiration survey (2004) shows that the energy for change is lost due to slow process of society reforming. General lack of optimism and apathy in Serbian society highly reflects the situation on the local level as well. “Brain drain” and, maybe even worst, “energy for change drain” is giving priority to “energizing” the society and than starting the regeneration processes. This state of mind became reasonable after the whole period of decline and stress, with still visible economic (one third of population is poor, 900 thousand is unemployed, predominant to elderly and inadequate educated) and cultural effects (still high ethno-centrism and social distance).

Serbian government has recognized poverty as a main factor of social exclusion. Poverty in Serbia is a complex problem that requires multidisciplinary approach and wide spectrum of partnerships in order to be treated. Poverty reduction strategy Implementation Focal Point (PRS IFP), with the aim of fighting poverty working mainly on vulnerable groups’ (Roma, youth, and women) empowerment, is using multidisciplinary problem solving approach trying to harmonize all administration levels and gather them around one common goal. Role of local public administration is highlighted in a duty to empower local communities and establish greater citizens’ participation in this effort. Strategy considers cooperation with all actors on the local level: public, private and civil. Support to local level provides also various partners through public administration (Ministries), various associations (SCTM) and NGO’s, with financial and expertise support of international organizations (UNDP, DFID).

Local self-government has gained important role in the poverty reduction strategy. The basic units of local self-government in Serbia are **municipalities**, consisting as a rule of an urban settlement as the centre with surrounding smaller settlements. Urban centres of the municipality are fostering development of the whole. That is the reason for acknowledging the importance of urban public policy within general development. The devastation of Serbian local communities led to high unemployment level. Unemployment presents the main cause of social exclusion and as multiplex socio-economic problem lead to necessity for integrated urban public policy. Such a multidisciplinary approach in integrated urban public policy considers wide spectrum of partnerships and inter-sector cooperation.

Institutionalized inter-sector and public-private partnerships do not even exist on the discourse level in public policy, only independent experts and NGO's are promoting and discussing their importance. The ministries, government institutions and agencies are responsible for the implementation of policies, measures and activities. **Still, it is necessary to develop programs and plans of action and strengthen internal links among the staff on the central, regional and local government level.**

It is essential to perform a **modernisation of organisation and management, deregulation of normative system, and in particular, decentralisation and strengthening of local self-government.** In order to have certain influence on economic development, the local self-government must have sufficient autonomy for a full exercise of its original competencies and fortify the instruments of its economic power as well. The support of economic development is a complex task and for the municipality to be the exponent, and respectively, the driving force and creator of the development process, it has to be a part of the system of modern government, which is entrepreneur-oriented and with a developed system of strategic management and flexible institutions. The restructuring under the influence of information technologies, long present in the world, is taking hold of us as well. This calls for the inclusion of human knowledge and high technologies wherever possible, a more flexible organisation of authority, and more innovation and participation of citizens in the search for solutions of problems<sup>236</sup>.

With the introduction of direct electing of city major, organization of local self-government changed in that way that city major directly communicates and delegates tasks to executive sector-departments (secretaries). In this manner, inter-sector communication depends on direct city major tasks delegation, often on more than one department. In addition, inter-sector initiative may come from departments but with permission of the city major. Belgrade city manager, Bojan Stanojevic, marked that human resources in city administration and departments are not used to conduct work in this way. There is a lack of willingness and responsibilities among administrative staff for inter-sector cooperation<sup>237</sup>.

**Partnership between major institutions and local development actors is essential** to a cultural approach to development and it implies gradually transferring power from institutions to local partners. A lasting consensus on the project's justification, the change to be achieved, the distribution of tasks

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<sup>236</sup> Stalna konferencija gradova I opština. *Vodic za odbornike gradskih i opstinskih skupstina..* Beograd: Stalna konferencija gradova I opština, 2004. p. 47-48.

<sup>237</sup> Bojan Stanojevic - City Manager, City of Belgrade

and the importance of taking human and socio-cultural aspects into account all depend on achieving a balanced partnership. The possibility of joint management by external agents and local authorities must be envisaged as well as scientific co-operation with university research centres. Given the aim of ensuring that local cultural experiences are properly taken into account, the most effective partnership may be with NGO's. But it is equally important to cultivate contacts with representatives of international development institutions operating in the field, including those working in other sectors, to co-ordinate the activity being carried out in a spirit of integrated development<sup>238</sup>.

**Good co-operation between local self-government and non-governmental organisations** has not led to establishment of a long-term, institutionalised relationship. The legal framework governing the work and performance of the non-governmental sector is obsolete and hinders its further development. The current Law on Local Self-Government does not mention non-governmental organisations either, which does not mean that the municipalities can not heighten their importance by changes of municipality statutes and decisions<sup>239</sup>.

Serbian development goals cannot be achieved without positive **legislative framework** that is on hold for a while. Set of laws are still waiting for the procedure and without them regeneration process cannot start. In order to succeed, regeneration is based on public-private partnership that is not legally regulated enough in Serbia. In Serbia, this often depends on a single initiative without proper supporting measures. Decentralization can not be practiced since there is no law on local property and Capital, which is slowing local public initiative. Citizens' initiative on the other hand is not adequately regulated without new law on citizens associations and NGO's. Private sector is also not stimulated and encouraged enough to have greater support in wider development by social responsibility management promotion.

“There is an urgent need to rethink the role of culture as we face up to the growing economic, environmental and social challenges of the new millennium because:

- Cultural resources are replacing natural resources as the primary raw material of economic growth. Where timber, iron and oil once ruled, knowledge, creativity and design are establishing themselves as the crucial sources of added value;

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<sup>238</sup> Matarasso, Francois, ed. *Recognising Culture: A Series of Briefing Papers on Culture and Development*. London: Comedia, Department of Canadian Heritage and UNESCO, 2001. p.85.

<sup>239</sup> Stalna konferencija gradova i opština. *Vodic za odbornike gradskih i opštinskih skupština..* Beograd: Stalna konferencija gradova i opština, 2004. p. 85-86.

- Cultural routes are often the most effective way of achieving non-cultural objectives, from health promotion or education to employment and economic growth;
- Globalisation offers benefits to humanity, but unless local cultural values are recognized and allowed to adapt new ways of doing things to local circumstances, it and its consequences will produce injustice, reaction and resistance<sup>240</sup>.”

Serbian cultural policy model is identified as being state orientated and centralized. The **arm’s-length principal** is not used in Serbian cultural policy model at any level, municipal, city, Ministry (except partially City of Belgrade). **Decentralized** decision making process has not been defined yet. Confusion in cultural domain is increased by the fact that there is no cultural policy paper that should propose main directions and instruments of cultural development. Priorities of cultural policy may be reconstructed from funding criteria’s. **Although cultural policy is done separately on all public levels, the same priorities are supported:** heritage, contemporary art production with special support for profitable industry as film and publishing, and support to culture of ethnic minorities.

**Serbian cultural policy, recognized potential in cultural tourism development and creative industries that are still not strategically planed, legally framed and sufficiently researched.** Cultural policy instruments should be adopted in a way to fully support development of Cultural tourism and creative industries. Since these sectors rely on creativity and innovation of individuals, cultural policy should support status of artists and protection of their authorship rights, trying also to promote and support their work through awards system as well as with public purchases and positive credit system. On the other hand, in order to develop cultural market, cultural policy should invest in development of cultural needs and creation of critical consumption mass for creative industries products. There is a need to map cultural resources and invest in closing the production value chains. Cultural policy has to establish cooperation with private cultural sector as a main stakeholder of creative industries. Also, cultural policy should support development of philanthropy and SRM among other private businesses actors that could find their interest in supporting creative sector.

**Serbian cultural sector initiated some development programs.** The consideration of importance of

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<sup>240</sup> Matarasso, François. “Culture, economics & development.” In *Recognising Culture: A Series of Briefing Papers on Culture and Development*, F. Matarasso, ed. London: Comedia, Department of Canadian Heritage and UNESCO, 2001.p.77.

**cultural tourism** within Serbian cultural policy debate, lays in the possibility that partnership between culture and tourism will contribute to greater financial and organizational independence of cultural institutions and organizations throughout the country, as well as to a decentralization of culture<sup>241</sup>. Initiative of Ministry of culture to develop programme “Cultural route” is aiming to establish long-term cooperation between economy and local community for preserving and revitalization of natural and cultural heritage. This project aims to establish stronger inter-sector linking between Ministry of Culture and Ministry of Tourism mainly, local self-government and cultural institutions. Also, Ministry of Culture is running initiative on revitalization of Industry heritage in purpose of developing cultural tourism and local sustainable development. Still, for fruitful development of cultural tourism in Serbia to have political decision upon priority programs in development process are necessary<sup>242</sup>.

Dojcinovic stresses out that Serbian public administration needs to orientate towards inter-sector cooperation in order to develop multi-dimensional strategic plans for sustainable development. For such a sustainable development, it is necessary for a state to secure three main conditions:

1. Multidisciplinary education on cultural tourism
2. Financing, and
3. Legislation in the domain of protection and promotion of cultural heritage.

Also, it is necessary that state build democratic society based on human rights<sup>243</sup>.

Support to ethnic minorities culture and cultural heritage, besides investment in development of cultural tourism, primary presents crucial point in building inclusive society and fruitful social relations as precondition for sustainable development. As we have seen that social exclusion in Serbia is primary a result of poverty that mainly affects certain vulnerable groups, notion of their specific culture has an important place in intercultural understanding and dialogue. Existing cultural prejudices among population require special cultural policy measures in changing of value system and promotion of tolerance. In this order, **Serbian cultural priorities should act through education, debate, information and participation.** Besides cultural diversity protection and support to minority cultures, cultural policy has to enable citizen’s participation in decision-making process, affirming citizen’s organizations and inter-cultural cooperation, in accordance to the human and cultural rights.

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<sup>241</sup> Council of Europe/ERICarts, Compendium of Cultural Policies and Trends in Europe, 7th edition. Strasbourg: Council of Europe 2006

<sup>242</sup> Borislav Surdic - Ministry of Culture of the Republic of Serbia

<sup>243</sup> Dojcinovic, Vesna Djukic. Kulturni turizam. Beograd: Clio, 2005. p. 32.

Besides affecting social relations in social inclusion policy, cultural policy measures also have an effect on delivery of personal benefits of arts and culture. Cultural policy has to enable greater accessibility to arts and culture through distribution of cultural programs, cultural institutions and educational system in order to develop creativity, skills and self-confidence. Arts in education and amateurism are not adequately supported in Serbia. Cultural policy should propose establishment of stronger cooperation with educational system and development of arts in education programs that would be delivered by licence trainers. Cultural influence on development of personal skills, creativity and self-confidence are of significant importance in empowering vulnerable groups and reduction of poverty in Serbia.

Poverty reduction strategy could incorporate all three Total benefits of the arts and cultural sector: personal: skills and self-confidence, social: social inclusion, economic: employment and profit. Cultural policy should consider more pro-active role in society and develop programs that would employ cultural resources in achieving social inclusion in Serbia. Through employing people, cultural industries and cultural tourism may also have an important influence in poverty reduction action.

**Table 6: Suggestions for establishment of integrated cultural policy model in order to achieve The Total Benefits of the Arts and cultural Sector in Serbia**

	<b>personal</b>	<b>social</b>	<b>economic</b>
<b>Precondition</b>	Arts in education Amateurism	Freedom of speech Social Inclusion Affirmation of diversity Heritage protection	Protection of copyright Production conditions Market – demand Public-private partnership Heritage re-use (“capitalization”)
<b>Priorities</b>	Development of creativity	Diversity protection Citizens participation	Cultural market
<b>Instruments</b>	<b>Partnership with educational system</b> Licensing of arts in education programs Network of trainers	<b>Partnership with PRSP</b> <b>Partnership with NGO’s</b> <b>Partnership with</b>	<b>Public-private partnership</b> (Arts & Business) Development of cultural needs

	Securing status of artists Affirmation of creativity (awards, promotions...)	<b>health system</b> Support to minority cultures Support to uniting Affirmation of cooperation	Resources mapping Status of artists and authorship rights Positive instruments: credits, awards, purchases
<b>Impact</b>	Skills Creativity Confidence	Tolerance Cohesion Identity Health	Profitable creative sector (Creative industries, Cultural tourism)

**Proactive partnerships are the main providers of sustainability and in this regard Serbian cultural sector requires:**

- Raise of awareness on cultural resources in developmental process
- Appropriate expertise with setting teams and leaders on their expertise using open competition
- Mapping the cultural landscape that is partially done but still missing mapping on cultural industries and human resources
- Institutionalizing inter-sector cooperation
- Investment in resources
- Precedents and models finding most suitable for action
- Cultural strategy
- Balancing capital development and activity
- Cultural Development Partnership setting up wider partnerships coordinated with a independent body
- Monitoring and evaluation
- Transparency and fairness
- Recording and documentation

**Local level is stating (as it has been mentioned in the chapter 4.4) evident need of institutional and organizational change**, such as training in cultural management and project work. As closer to citizens they are likely to see necessity of investing in youth as a future audience and consumers but also as new creative strength of the society. Opening towards the world enables establishing stronger

connections and exchange through networking and chance to position on the wider cultural scene. We are facing the fact that cultural policy measures and instruments on all levels are not good at targeting local needs. It is necessary to empower local actors for taking up bottom-up initiative.

Development projects and regeneration strategies demand more institutionalized inter-departmental working group and even funds. In such a turbulent reform/regeneration process, role of culture in delivering of personal, social and economic benefits is getting more importance. Analysis of value production chain of each artistic domain at the local level enables local cultural policy to recognise weaknesses and potentials for development. In this way, cultural sector may be an important actor of local community development. During development process planning certain cultural policy dilemmas<sup>244</sup> (How developmental should CP be? How should CP be determinative: Consultation - active participation? Investments should go into: prestige investment – community investment, community or communities, consumption or production...?). Orientation towards production cannot be effective if consumption, culture and cultural needs, are not well developed. It is risky for a city to decide upon the long-term consumption model of culture, on the other hand, cities should combine both strategies, thus creating interlinks between cultural production and consumption<sup>245</sup>. Two investments, production and consumption, have to be harmonized and followed by adequate evaluation system. Impression may seem that all current production is actually done for re-creation of Serbian identity, international presentation and prestige of modern Serbian art and culture. Inez Bogart's is noting that, city marketing is becoming a significant category with the introduction of regeneration projects of development of deprived urban areas. City marketing is also introduced in order to empower the city competitiveness on the world market. At the recent talks and initiatives of Branding of Belgrade, Stanojevic claims that investors will not make a decision to come because we are branded, but the decision will be based on the fact whether we have efficient administration, quality human resources and the minimum level of corruption. Precondition to develop Belgrade lays in the attraction of private investors (foreign)<sup>246</sup>. However, we should not forget that Inez Bogart's reasonably stresses his fears towards government's notion on the role of the culture. City marketing must rise from identity and must show its specifics and distinctiveness. **Cultural sector must ensure its involvement in identity and branding city policy. Investment and stronger support for community's culture is necessary.**

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<sup>244</sup> Matrassano, Francois and Charles Landry. *Balancing Act: 21 Strategic Dilemmas in Cultural Policy*. Strasbourg: Council of Europe, 1999.

<sup>245</sup> Dragičević Šešić, Milena. „Stvaranje mita o gradu i politika spektakla.“ In *Javne kulturne politike*, M. Dragicevic Sesic, ed. Beograd: Magna Agende, 2002. p. 173-189.

<sup>246</sup> Bojan Stanojevic - City Manager, City of Belgrade

**If we want to achieve “bottom-up” initiative for setting up cultural policy at the national level, we have to support greater participation at the local level in decision-making, enabling local actors with skills, information and sources for it.**

Consequently, Serbian cultural policy delegates the main role of local/municipal cultural policy to work on cultural development to the individuals in the community. “Entire industries and production chains depend on the inspiration of **single individuals.**” To describe the development potential Charles Landry is using the term “cultural software” We are living in an era of knowledge economy. For such a reason, Governments have to possess a developed strategy to support talents, such as educational system and supportive policies for young creative minds. New economical environment demands new skills and more interdisciplinary approach. Since creative industries or “cultural software” as Charles Landry calls it, depend on individuals, it is upon the municipality to recognize its creative minds and create productive environment. Lack of documents at the national level that could correlate with UK Mapping Document on Creative Industries could inspire municipal initiative to map at least its own potentials. As a precondition for creative industries development Landry highlights that such opportunities depend partly on developing **urban environments** which can attract and support creative originators and partly on development of strategies, in areas such as **education**, to make the most of upstream cultural work — the origination of new ideas<sup>247</sup>.

**Key elements of such creative urban environment include:**

- small-scale start-up capital and technical support for individual creative people and small businesses,
- Investment in education systems
- cultural quarters
- value production chains
- marketing

There are some **preconditions for Serbian cultural sector that could give effective results to urban regeneration process and creation of creative urban environments.** First priorities of cultural policy, in order to fruitfully employ cultural resources in achieving total benefits of the arts and culture, should be:

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<sup>247</sup> Landry, Charles. “Culture & city economies.” In *Recognising Culture: A Series of Briefing Papers on Culture and Development*, F. Matarasso, ed. London: Comedia, Department of Canadian Heritage and UNESCO, 2001. p. 33-35.

- Training of employees and managers in cultural field with an ability to act as animators and leaders
- Youth work for raising value system and cultural needs that could support creation and consumption
- Mapping of cultural industry and tourism potentials as profitable cultural domains
- Evaluation and measuring of cultural effects
- Social inclusion programs with an established links to other sectors
- Achieving higher citizens' participation through public debates, decision making, partnerships, support to NGO-s and volunteerism.
- Promotion of stronger and wider partnerships with all sectors and players in society.

**First steps for Serbian cultural sector is to position its role in society through:**

- raising awareness – campaign on developmental potentials of cultural resources
- inter-sector linking
- planning a strategic document – local debate
- participation – capacity building, local mobilization
- sustainable development projects
- working groups - implementation
- monitoring/evaluation

**Research findings**

Reflecting at the local level, we saw that even in a very vibrant and rich cultural life of Pancevo, cultural policy has not succeed in positioning itself at the centre-stage of urban public policy making. Pancevo cultural sector has not established inter-sector linking although it includes a wide spectrum of cultural resources that could achieve higher total benefits of the arts and culture through synergic effect with other policy domains. Nevertheless, local cultural policy decision-makers are showing remarkable attempts to improve cultural sector operations and strengthen its appearance on the public scene.

Local cultural policy achieved high results in supporting network of cultural institutions along with arts education in specialized schools creating cultural scene driven by many artists and young talents. This cultural scene has a potential to rise on cultural market and productive creative urban environment that also by policy attempts should lead to development of creative industries and cultural tourism. Potential

of cultural sector and its resources, along with environment, are recognized. One might say this is paradoxical situation. However, despite high pollution level, which can be seen as an obstacle to tourism development and general habiting on this territory, environment is still very rich and could present development potential. Still, decontamination is possible and expectable, and while cultural sector is to be developed to take over a part of economic benefits that is currently delivered by chemical industry sector. Such a “paradoxical” situation may be transferred to its potential through organizing research/scientific programs as a part of cultural, educational and tourist offer. Pancevo cultural resources are also employed in delivering social benefits of the arts and culture, proving to be one of the most successful multiethnic communities in Vojvodina. Still, inter-cultural policy requires active approach that should be maintained and developed through generations, since general movements and wider socio-political environment have daily reflection on the local level, too. Active social inclusion policy should be priority of local cultural policy establishing pro-active partnerships with other public policy domains that proved to be more active in Pancevo than cultural sector itself.

Social inclusion issue is also vital for further development of municipality of Palilula. Neglecting inter-cultural relations produced separation initiative of its greater and productive part. Non-existing local cultural policy produced invisibility of local cultural resources that could not even play an effective social role in building social cohesion. Effective educational system produced generations of creative and innovative human resources that could not perform their capacities in their community. On the other hand, rural tradition of agricultural family production, effected raise of SME’s and entrepreneurial spirit that has adopted to new market environment. On the other side, quality of natural environment as well as urban quality presents potential of cultural resources that may be highlighted as a new vibrant part of Belgrade that may offer no ruined territory, for establishing modern high technological and re-creative urban center. Local public administration has recognized this potential that now requires mapping, planning and integrative strategic action. In order not to produce similar problem of social exclusion and further administrative problems in the near future , Palilula has to develop pro-active cultural policy that should have community building role followed by linking strategies to overcome existing gap.

**Urban regeneration method in the UK showed positive results in building inclusive society by empowering individuals on the local level using multi-disciplinary approach in setting a wide spectre of partnerships. Cultural sector and cultural policy played remarkable, one might say even a leading role in this process of urban regeneration.** Facing urban decline in the UK during

90's, the Government introduced a new approach towards development - urban regeneration. This is a synergic approach towards development that is based on social inclusion and active participation of citizens' through wide partnerships.

United Kingdom has Leading Government Department **The department of the Environment, Transport and the Regions (DETR)** that in Serbian case could be Ministry for Local Self-Government or new formed body that would run regeneration projects in harmonization with EU principles. **DETR** administrated Single Regeneration Budget and appointed Government Regeneration agency (English Partnerships) for collecting investments that could be compared with Serbian Agency for investments.

In UK the problem was multiple deprivations consisted of complex inter-linked factors which were produced **by poor quality of life and social exclusion**. The complexities of social exclusion policy led to the setting up of the Social Exclusion Unit (SEU), part of the Prime Minister's Policy Unit. UK Social Exclusion Unit could be identified with Serbian Poverty reduction strategy Implementation Focal Point (PRS IFP).

**UK local authorities had a leading role in research and coordination of the local actors in urban regeneration process. Local authorities** are empowered in all four countries in UK to support culture and are also now obliged to develop local cultural strategies to improve the quality of life. Synergies between central government cultural priorities and local government actions are encouraged through ministerial guidelines. Empowering of local public administration in Serbian has to be prioritized nowadays. They should be able to give logistic and in service support to all regeneration actors and citizens. The cultural models of Serbia and the UK are traditionally different, based on a different perception of art and the role of culture in society. As the UK example shows, culture and art, like other spheres of public life, are seen from the perspective of value and impact that can be measured if it is going to raise public support. Effectiveness is a main principle that should be transparently demonstrated.

UK urban regeneration method may be used as an inspiration in Serbian municipalities' development. Bringing developmental strategies based on local needs of population, involvement of citizens in decision-making process and building strategic policies from the "bottom-up" in the UK example secured sustainable development. A strategic policy that is taking into account multidisciplinary aspect

of the development through implementing wide spectrum of partnerships in the planning process proved to be the most effective structure that is backed by a long-term commitment with sustained political priority.

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### **Broadcast**

„Kao kod kuće“ TV show at B92. Broadcasted on 25.11. 2005.

## **IX Appendices**

**Appendix 1:** Socio-Economic benefits Framework Cultural Sector, SRA, Department of Canadian Heritage, 1999. Canada. p.8-10.

**Personal benefits** are those that accrue to individual stakeholders, individuals with an identifiable personal interest of some kind in specific arts/cultural commodities or services. Stakeholders can be users, consumers or participants (“users”) as well as those who are not users, consumers or participants (“non-users”). There are generally three categories of users - direct, indirect and future users. Direct users are those who actually used, consumed, purchased or enjoyed the specific arts/culture commodity or service being analyzed. Indirect users include those who learned of or enjoyed a specific arts/culture commodity or service by some indirect means (e.g. saw a television programme on the subject, read a book on the subject, etc.). Future users are those who will use arts/culture commodities or services at some point in the future (e.g. audience surveys often determine that large percentages of the audience plan to see other performances, view other exhibits, etc.). Non-users are individual stakeholders who have a knowledge of and/or interest in a specific arts/culture commodity or service but have not used it in any way. This category also includes persons who may not know about a specific commodity or service but gain benefits from the knowledge that these types of commodities/services are available or exist as a matter of public policy.

**Societal benefits** from the arts and culture include the following:

- **Health effects**
- **Educational benefits**
- **Scientific benefits**
- **“Quality of life” benefits”**
- **Identity**
- **Community cohesion**
- **International agreements and responsibilities**
- **Contributions to institutions and organizations** in the form of subsidies, guarantees, cash outlays and/or tax expenditures
- **Business location decisions**
- **Creativity**
- **Society’s information base** is strengthened by the arts and cultural activities

- **New media and technology** largely originate from the arts/culture sector and traditional cultural industries
- **“not-for-profit” organizations/institutions** are often the training grounds for commercial productions; these organizations contribute to the on-going development and nurturing of artistic and cultural expression
- The arts and culture contribute to the **preservation of distinct skill sets** which are of benefit to society - from artistic capability/skills to technical production skills (e.g. stage sets)
- The arts and culture provide opportunities for **entertainment, enlightenment, information and socialization**
- The arts frequently function as **“standards of excellence”**
- Support for primary creators of art often leads to a **snowballing effect** which contributes to the success and development of other creators and institutions,
- Arts and culture contribute to the overall **expansion of the economy**
- Arts and culture allow and encourage **volunteerism** which has many beneficial spin-offs for institutions and the society in which they are located.

**Economic benefits of the arts** - for making successful partnerships, benefits of art need to be clearly demonstrated. As it can be often called to expensive, we should once again rethink just on economic benefits of the arts that:

- An increase in individual skill, self confidence and the ability to communicate can make an individual more employable
- The skills required by much arts activity are transferable skills
- Participation in the arts may increase an interest in further education and training and provide the skills to follow that interest through
- A community with a strong arts life may encourage people to stay
- A stronger sense of community may reduce crime
- The arts attract tourists
- A community with a good arts life is more likely to attract new businesses
- Attendance at arts events encourages expenditure on other goods and services (refreshments, car parks, books, babysitters)
- Arts facilities can serve a wider function (e.g. for conferences, seminars, entertainment)<sup>248</sup>.

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<sup>248</sup> Socio-Economic benefits Framework Cultural Sector, SRA, Department of Canadian Heritage, 1999. Canada. p. 8-10.

## **Appendix 2: List of interviews**

### **Public policy decision-makers and administration on local self-government**

1. Danilo Basic, President of the Municipality, Palilula
2. Zorica Labudovic – Municipal council member, Palilula
3. Dejan Smigic – Head of Municipal administration, Palilula
4. Vladimir Jezdimirovic – Municipal council member, Palilula
5. Bojan Stanojevic, City Manager, City of Belgrade
6. Dejan Bosnic - Municipal council member, Pancevo
7. Snezana Baralic Bosnjak - Municipal council member, Pancevo
8. Suzana Jovanovic – Municipal council member, Pancevo

### **NGO representatives at the local level**

9. Dragan Mladenovic PhD – President of Dunavski venac initiative
10. Nikola Nikolic – ADF, Pancevo
11. Sasa Uzelac – ADF, Belgrade
12. Snezana Kolar – Member of NGO “Great Little” – Initiative of Specialists for Helping Children with Special Needs and NVOPVO, Pancevo

### **Representatives from arts and cultural sector at the local level**

13. Dragan Ve. Ignjatovic – Artist, “Borca - Multimedia fair 2000”, Palilula
14. Pavle Djukic – President of Tourist organization of Pancevo
15. Jasmina Vecanski – Director of Cultural Center of Pancevo
16. Dragan Vidakovic – Director of Youth House Pancevo

### **Representatives from the Ministry of Culture in order to analyze implications of national cultural policy on the local level**

17. Ivana Garic, Ministry of Culture of the Republic of Serbia
18. Borka Sundac , Ministry of Culture of the Republic of Serbia
19. Borislav Surdic, Ministry of Culture of the Republic of Serbia
20. Milica Jankovic, Ministry of Culture of the Republic of Serbia

### **Selected representative institutions and associations that are dealing with local and cultural development**

21. Tatjana Bokan – The Centre for Study in Cultural Development
22. Ljubinka Kaludzerovic - SKGO, Belgrade

## Upitnik za institucije kulture

Poštovani,

Molimo vas da iskreno popunite sledeći upitnik za potrebe istraživanja kulturnog sektora u vašoj Opštini. Podaci iskazani u ovom upitniku koristiće se za potrebe magistarskog rada „Urbana regeneracija i lokalna kulturna politika“ koji student Snežana Krstanović radi u okviru programa „Menadžment u kulturi i kulturna politika Balkana“ na Univerzitetu umetnosti iz Beograda.

### **Tip institucije:**

#### **Resursi:**

Prostorni:

Tehnički:

Kadrovski:

Kako ocenjujete svoje resurse, šta bi trebalo promeniti?

#### **Aktivnosti, publika i participacija:**

Broj predstava, događaja i aktivnosti na mesečnom nivou:

Broj novih projekata, produkcija i public art radova na godišnjem nivou:

Broj i vrsta programa posebno namenjenih lokalnoj zajednici:

Vrsta i broj edukativnih programa:

Ciljne grupe kojima se obraćate i koje spadaju u vašu publiku:

Ukupan broj posetilaca:

Na koji način ostvarujete kontakt sa pojedinim ciljnim grupama publike?

Koje oblike marketinga i PR koristite?

Kako ocenjujete svoje pojavljivanje u medijima?

Kako ocenjujete svoj imidž i status u lokalnoj zajednici?

Da li primenjujete sistem članstva?

Uključuje li vaš rad volontere u svoje aktivnosti i koliko njih?

Da li i koliko lokalnih umetničkih grupa koristi vaše kapacitete?

#### **Različitost:**

Koje sve kulturne tradicije su zastupljene u vašim programima i koliko?

Struktura publike za različite aktivnosti:

Kako ocenjujete veze između različitih kulturnih tradicija?

Da li vaši programi na poseban način pozitivno diskriminišu određene manjinske grupe i koje?

**Lokacija i pristup:**

Kako ocenjujete svoju lokaciju?

Da li raspolazete prilagođenim pristupom/parkingom za posetioce?

Da li su vaši prostori prilagođeni pristupu hendikepiranima?

Na koji način vaša publika organizuje svoju posetu vašim programima, koliko im vremena putovanje za to oduzima?

**Saradnja:**

**Institucije kulture (navedite institucije sa kojima saradujete prema sledećim kategorijama):**

Opština/grad:

SCG:

Balkan:

Evropa i svet:

Koliko ste zadovoljni saradnjom sa drugim institucijama kulture?

**Lokalna i javna samouprava:**

Sa kojim lokalnim i republičkim institucijama javne uprave saradujete?

Kako ocenjujete ovu saradnju?

**Privreda:**

Da li i na koji način saradujete sa institucijama privrede?

Kako ocenjujete ovu saradnju?

Da li uspostavljate saradnju kroz sponzorstva sa institucijama privrede?

**Civilni sektor:**

Sa kojim i na koji način nevladinim organizacijama saradujete?

**Finansiranje:**

Za koje programe naplaćujete nadoknadu korisnicima?

Kako formirate cenu? Da li postoje posebne pogodnosti za pojedine grupe korisnika? Koliko je ona realna i zadovoljava vaše potrebe?

**Struktura finansiranja:**

Opština:

Grad:

Pokrajna:

Republika:

Strane donacije:

Sponzorstva:

Sopstveni prihodi:

Od karata:

Od iznajmljivanja prostora i drugih resursa:

### **Appendix 3: Cultural resources in Pancevo**

#### **Historical and religious sites**

- ***ARCHEOLOGICAL SITE STARČEVO*** –Starčevo culture from 7,5 thousand years ago.
- ***MONESTERY VOJLOVICA*** –1405.
- ***USPENSKA ORTHODOX CHURCH*** –1810.
- ***PREOBRAŽENSKA CHURCH*** – 1873/1878.
- ***LIGHTHOUSES ON TAMIS AND DANUBE***–1909.
- ***SCULPTURE ST. FLORIAN***- 1813.
- ***NATIONAL BREWERY*** – oldest brewery on the Balkans, 1722.
- ***THE RED WAREHOUSE***–1785/1787.
- ***MAGISTRAT BUILDING*** – 1833/1838. National museum is using this building nowadays.
- ***SUN WATCH BUILDING*** –1792.
- ***KROS AT GRAND MARKET*** –1804.
- ***MINORIT MONESTERY AND CHURCH OF ST.KARLA BOROMEJSKOG***- 1736.

#### **Environmental sites**

- ***PARK PONJAVICA***
- ***Tri stabla belog Jasena***
- ***National garden*** – In 1905 it's been organized great exhibition/fair with 713 companies presented and 1480 visitors.

#### **Cultural institutions**

- National museum Pančevo – 1923.
- City library
- Cultural centre
- Contemporary art gallery
- Zavod za zaštitu spomenika kulture
- Youth house

## **Festivals**

### **Manifestations that are celebrating ethnic cultures, cultural heritage and rural life**

- Žisel „Život sela“,
- “Žetelački dani”, presentation of national heritage of Hungarians and Slovaks
- „Štrudlijada“,
- „Ivanjski dani – Ivanjsko cveće“,
- „Slaninijada“, Kačarevo,
- „Paprikijada“, Banatski Brestovac,
- Dani druženja,
- „Starčevačka tamburica“,
- Festival „Fanfara“, smotra folklornog i muzičkog stvaralaštva Rumuna, avgust, Banatsko Novo Selo.
- Theatre day of Romanians

### **Manifestations that are celebrating contemporary arts and culture**

- International gathering of
- EX-Theatre fest of experimental theatre, 34 years celebrated in 2005,
- Etnoglas, manifestation of traditional culture
- Rock festival, for local bands
- “Perfect day for” – specific presentation of contemporary artists and associations (organised for 13times in 2004.)
- „Svetionik“ – 1. Pančevo festival of short movie – organised by youth for youth
- Theatre Festival, „Portret“. In 2005 held fifth in edition.
- Festival of author’s comics GRRR! Was organised for fourth time in 2005. Art peaces have been also displayed on several unconventional city spaces.
- jazz festival organised for eighth time in 2005
- Ethno festival „Ethno com.“ with artist from Balkan countries.
- Saloon of Pančevo – established 1971 – annual exhibition of South Banat artists.

### **Other cultural events**

- May book fair
- International Biennale of visual art
- International artistic workshop „Staklo“
- Painting colony „Deliblatski pesak“,

- Painting colony „Dunavom do slike“
- „Dani prirode“

## **X CV of the author**

Snezana Krstanovic was born on 8<sup>th</sup> December 1980 in Belgrade and lived in the suburb called Borca. After graduating from economic high school, she enrolled at Faculty of Drama Arts, Theater and Radio Production department, wishing to connect her aspirations towards arts and culture with management effectiveness. Since the beginning of her studies, she was interested in local cultural development and was one of the initiators of cultural life in Borca and organizer of “Multimedia fair – Borca 2000”. Ever since then she was involved in various socio-cultural projects, local and international, institutional, NGO and freelance. Her special interest fields include cultural and youth policy, local development and organizational change.