

## STRATEGIC GUIDELINES FOR LAND MANAGEMENT CONTRIBUTING TO BALANCED URBAN AND RURAL DEVELOPMENT

# MUNICIPALITY OF RUMA



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## Terms and abbreviations

<b>CORINE</b>	Coordination of information on the environment
<b>EU</b>	European Union
<b>FAO</b>	Food and Agriculture Organisation of the UN
<b>GIS</b>	Geographic information system
<b>GIZ</b>	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH
<b>IT</b>	Information Technology
<b>ICT</b>	Information and Communication Technologies
<b>LAG</b>	Local Action Group
<b>LPIS</b>	Land parcels identification system
<b>MAFWM</b>	Ministry of Agriculture, Forestry and Water Management
<b>PARIS AGREEMENT</b>	Global agreement on climate change
<b>UN</b>	United Nations
<b>UN Habitat</b>	UN Programme for Human Settlements

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# I Preface

Management of land, as a very important resource, and especially management of agricultural land, same as its protection from different activities, are becoming one of the leading issues in the EU and worldwide. Increment of world population, need for food, housing and space for economic activities, but also disruption of the environment, pollution and other negative factors, call for special attention to be paid to effective management and protection of this resource. This is why an appropriate regulatory framework and precise standards have been set at EU level. Many of these standards have already been embedded in the regulatory framework of the Republic of Serbia applicable at national and local levels. Nevertheless, problems with implementation of these regulations often emerge at local level. Official documents are partially considered, implementation mechanisms are not fully developed, thus not allowing institutions to manage land in public interest in a transparent and effective way. Decisions and resolutions are sector-based, and not taking into account all aspects of land use and protection. Also notable is the lack of human and institutional capacities for implementation of strategic land management and promotion of sustainable development of urban and rural areas.

Hence, the need for development of these strategic guidelines was recognised, so as to provide modern mechanisms and solutions for territorial planning and management, land use and protection, with the specific focus on agricultural land, and to support processes and partnerships contributing to balanced urban-rural development. They have been defined so as to be used in various documents planning and drafting processes at local level, without being time-bound. These guidelines are voluntary and amendable, and have to be continuously updated in accordance with international and national trends.

The purpose of these Guidelines is to provide principles for improved land management, respecting economic urban and rural development, as well as environmental protection. Although they are voluntary, local self-governments to apply them may expect increased attention and interest of different stakeholders, starting from national institutions and international organisations, investors, environmental organisations, to citizens themselves. By implementing these guidelines, local government demonstrates its commitment to overall development, by defining specific principles of smart development of their respective territory. The Guidelines stated in this document have been defined in accordance with national regulations and relevant EU standards, same as with principles of modern territorial development, including innovative solutions and methods.

The Guidelines have been developed under the “Strengthening Municipal Land Management in Serbia” project, under German-Serbian Development Cooperation, implemented by the German Organisation for International Cooperation GIZ. The project has been implemented in the period from 2016 to 2018. It has been established to strengthen urban and rural development through effective land management at national and local levels. The project supports effective land management via three groups of activities:

- Development of strategic documents related to land management at national and local levels;
- Human and institutional capacity building at local level for the implementation of instruments aimed at urban land management, and
- Support to institutions in establishing and implementing agricultural land management procedures.

Two pilot municipalities – Municipalities of Ruma and Sokobanja, were selected for the purpose of strategic guidelines development. The pilot municipalities selection criteria included the agricultural land use

and the need for land use change, with the view of construction of residential buildings, industrial plants and infrastructure. An important element for the selection of pilot municipalities was their potential for development of various agricultural and non-agricultural activities in the municipal territory, taking into account the existence of strategic and planning documents, same as capacities of pilot municipalities for definition and implementation of the guidelines.

The document is the result of a participatory process involving relevant representatives of local self-government, public institutions and business entities, with the support of national and international experts. The process entailed a series of workshops, interviews with key stakeholders, information and document exchange. All these have resulted in an in-depth analysis of current situation and needs, and in definition of general and specific strategic guidelines viewed from different perspectives, including gender aspect and improved livelihood of socially vulnerable groups.

It should be underlined that these guidelines were developed in the process implemented in pilot municipalities for the first time, however allowing other local self-governments in Serbia to replicate and apply it in the future.

# Introductory word of the President of the municipality

*Land management is not a possibility anymore, it is a necessity.*

Considering that Municipality of Ruma is characterized by developed agricultural production, industrial, infrastructural and commercial projects, the necessity of strategic approach to land management occurred, which was recognized and supported by German Organisation for International Cooperation GIZ, under the "Strengthening Municipal Land Management in Serbia" project.



Working together, we created the document „Strategic Guidelines for Land Management Contributing to Balanced Urban and Rural development - Municipality of Ruma“ which represents solid foundation for efficient and sustainable management of land resources, while developing contemporary land policies. Strategic guidelines put in focus land as a non-renewable and precious resource and put emphasis on the use of national and international standards in land management.

During this process we tried to emphasize the significance of land management and create the document which can be implemented in different planning, strategic, regulatory and other documents, which can be applied to different processes and activities and which offers specific solutions regarding the subject.

By establishing the adequate mechanisms for planning and using the land, by harmonizing with national and EU land management policies, we affect the further land use, environment protection and sustainable development of our municipality.

While creating this document we took in consideration real needs of our citizens and city, as well as the needs of rural settlements and we aimed for finding the best solutions for them, in accordance with balanced urban and rural development.

President of the Municipality of Ruma  
**Slađan Mančić**

# II Regulatory framework

## INTERNATIONAL FRAMEWORK

International regulatory framework, which represents the basis for definition of these guidelines, comprises documents contributing to international efforts to conserve natural resources necessary for the life and nutrition of the population, while respecting economic development and improving livelihoods and living standards of citizens. Reference documents used as a basis for the guidelines are the following:

1. UN 2030 Agenda for Sustainable Development;
2. New UN Habitat Urban Agenda;
3. EU Regional Policy;
4. Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (FAO UN)..

## UN 2030 Agenda for Sustainable Development

This document represents a plan for sustainable development at global level concerning wellbeing of people and the Planet Earth. It was adopted in 2015, and its objectives and values are to stimulate activities in the period by 2030. It is intended for all countries and stakeholders and is to be implemented through mutual cooperation and partnerships. The defined objectives are interconnected and cannot be observed separately, and serve to maintain balance between three pillars of sustainable development: economic, social and environmental. Seventeen sustainable development goals have been defined:

- 1. No poverty:** End poverty in all its forms everywhere;
- 2. Zero hunger:** End hunger, achieve food security and improved nutrition and promote sustainable agriculture;
- 3. Good health and wellbeing:** Ensure healthy lives and promote wellbeing for all at all ages;
- 4. Quality education:** Ensure inclusive and quality education and promote lifelong learning;
- 5. Gender equality:** Achieve gender equality and empower all women and girls;
- 6. Clean water and sanitation:** Ensure access to water and sanitation for all;
- 7. Affordable and clean energy:** Ensure access to affordable, reliable, sustainable and modern energy for all;
- 8. Decent work and economic growth:** Promote inclusive and sustainable economic growth, employment and decent work for all;



- 9. Industry, innovation and infrastructure:** Build resilient infrastructure, promote sustainable industrialization and foster innovation;
- 10. Reduced inequalities:** Reduce inequality within and among countries;
- 11. Sustainable cities and communities:** Make cities inclusive, safe, resilient and sustainable;
- 12. Responsible consumption and production:** Ensure sustainable consumption and production patterns;
- 13. Climate action:** Take urgent action to combat climate change and its impacts;
- 14. Life below water:** Conserve and sustainably use the oceans, seas and marine resources;
- 15. Life on land:** Sustainably manage forests, combat desertification, halt and reverse land degradation, halt biodiversity loss;
- 16. Peace, justice and strong institutions:** Promote just, peaceful and inclusive societies, ensure access to justice for all and build efficient, reliable and inclusive institutions at all levels;
- 17. Partnerships for the goals:** Revitalize the global partnership for sustainable development.

## New UN Habitat Urban Agenda

The New Urban Agenda is building on the 2030 Agenda, with the implementation period 2016 to 2036. It establishes new standards of sustainable urban development, offering a new perspective of living, planning and management in cities and human settlements. It represents a road map for improvement of cities as a driver of prosperity, cultural and social welfare, while respecting the environment, and it can be applied to all types of human settlements, while regulating planning of urban, peri-urban and rural areas. The New Urban Agenda includes the following measures:

- **Delivery of basic services for all citizens** – housing, drinking water and sewage, basic nutrition, health care and family planning, education, culture and communication technologies;
- **Ensuring access to equal opportunities for all citizens, without discrimination** – needs of women, youth and children, people with special needs, marginalised groups, the elderly, indigenous peoples, etc;
- **Promoting measures supporting cleaner cities** – reduction of pollution in cities, renewable energy, cleaner transport, sustainable use of natural resources;
- **Strengthening resilience of cities and mitigating risks and effects of disasters** – designing strategies and measures for adaptation to conditions of potential disasters;
- **Undertaking measures connected to climate change by reduction of greenhouse gas emissions** – in accordance with the Paris Agreement;
- **Respecting rights of refugees, migrants and internally displaced persons** – independently from their migration status;

- **Enhancing connectedness and supporting innovative and green initiatives and partnerships** – amongst all stakeholders aiming at reaching sustainable solutions to urban challenges;
- **Promoting secure, accessible and green public spaces** – pedestrian areas, cycling lanes, public gardens, squares and parks of sustainable design.

## EU Regional Policy

The objective of the EU regional policy (Cohesion policy) is to enhance economic welfare of regions in the EU and to prevent disparities. It aims to improve competitiveness of regions, support economic growth and create new jobs. This policy is also taking into consideration current and future challenges - like climate change, energy supply and globalisation.

Priorities of this policy are the following:

- Conducting research and innovations;
- Use of information and communication technologies;
- Improving competitiveness of small and medium-sized enterprises;
- Orientation towards low-carbon economy.

More than one third of EU budget is being allocated for the implementation of this policy. These funds are allocated so as to eliminate economic, social and territorial disparities in the EU, to restructure industrial areas and diversify rural areas with reduced agricultural production.

## Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries, and Forests in the Context of National Food Security (FAO UN)

The purpose of these Voluntary Guidelines is to provide guidance for improved governance of tenure of land, fisheries and forests with the goal of achieving food security for all. They contribute to the global and national efforts to secure tenure rights and equitable access to land, as well as to other natural resources (water, mineral resources, etc.).

Natural resources management systems are suffering from the increasing pressure of the world's growing population, environmental degradation and climate change. Inadequate and insecure tenure rights increase vulnerability of various groups, hunger and poverty, as well as conflict when competing users fight for control over these resources. Therefore, it is necessary to regulate tenure and associated rights, as well as to improve quality of management so as to achieve social stability, sustainable use of natural resources and ensure economic growth.

The Guidelines determine who is to use the resources, for how long, and under which conditions, thus improving transparency, and systems of use. The established systems may be based on written strategic documents and policies, as well as on tacit customary practices. The manner in which these Guidelines are administered at national level depends on the commitment of stakeholders, as well as of available implementation tools. Further implementation of these Guidelines may be a subject of additional documents to be developed and adopted at national and local levels.

## The level of natural resources use

Indicators depicting the use of land as a natural resource, necessary areas for the life of population and development of a society, same as long-term land conservation actions have been defined at international level. Some of them are as follows:

- **Ecological footprint** – showing relations between human needs and demands and regenerative capabilities of land, respectively showing how large land surface (in global hectares) is needed to accommodate infrastructure (houses, roads, industry, etc.), use of renewable resources and waste recycling;
- **Global hectare per person (gha)** – represents a measurement unit for average biological production of all biologically productive areas (in ha) on Earth in one year, and refers to the size of biologically productive areas and water available per person;
- **Ecological Debt Day** – is the calendar date on which humanity's resource consumption for the year exceeds Earth's capacity to regenerate such resources;
- **Land use rate** – represents the rate of natural areas and wild habitats modification to build areas, namely human settlements, or semi-natural habitats and spaces (arable land, pastures, regulated forests, etc.);
- **Land take rate** – represents the land area “taken” for building infrastructure and other related facilities;
- **Minimum agricultural land area** – shows the size of arable land required for food security per person; it is 0,5ha for North America and West Europe diet, including meat, provided there is no degradation of land and adequate water supply in place; absolute minimum is 0,07 ha with predominantly vegetarian diet, provided there is no land erosion, and sufficient water supply in place.

The list of all reference international documents used in the process of the Guidelines development, with their respective links, is enclosed in Appendix 1.

## The examples of EU good practice

Preparation of these Guidelines was supported by international experts by their presentation of EU regulatory framework and standards in the area of land planning and management applicable in Germany. Additionally, specific solutions were also presented along with formal and informal planning instruments related to the following:

- Planning of central locations and land use systems at such locations, so as to establish well-equipped central location supplying wider area; this system enables rationalisation of the use of infrastructure which does not necessarily have to be ensured in all places, still, there is a problem of competition between communities and confronted interests related to use of certain areas, as well as problems of adequate access to central location for all inhabitants;
- Resolving conflicts of confronted interests, e.g. economic interests and environmental protection interests;
- Concept of integrated urban development aimed at creating inter-sector strategy supported by local stakeholders and the public, enabling granting of subsidies; the concept was implemented in the pilot area with reduced population, increased percentage of elderly people and households with one to two members, all hindering competitiveness with other cities and surrounding areas;

- Development of housing systems by provision of affordable housing through construction of a sufficient number of social (affordable) apartments.

International experts were also involved in formulation of general and specific guidelines presented in this document.

## NATIONAL FRAMEWORK

Republic of Serbia has regulated legal and regulatory frameworks related to land use and protection both in urban and rural areas. Still, good governance at local level requires mechanisms taking into account different aspects of land protection, but also enabling development and wellbeing in the respective municipality. Local authorities have certain jurisdictions over land management in their respective territories, so it's up to them how decision making, planning and management processes will be implemented.

National regulatory framework used as the basis for these Guidelines is rather broad and covers different aspects. Here presented is a short overview of some relevant documents, while the complete list of all used documents with their respective links may be found in Appendix 2.

Laws and plans presented here are the following:

1. Strategy of Agriculture and Rural Development of the Republic of Serbia for the period 2014-2024;
2. Law on Planning and Construction;
3. Master plans;
4. National Sustainable Development Strategy;
5. Action Plan implementing the National Sustainable Development Strategy for the period 2011 – 2017;
6. National Spatial Development Strategy;
7. National Strategy of Sustainable Use of Natural Resources;
8. Law on Land Protection.

## Strategy of Agriculture and Rural Development of the Republic of Serbia for the period 2014-2024

This Strategy defines directions of future reforms of the agriculture sector and sets forth priority areas, principles and mechanisms for agricultural and rural development. It covers Serbia's 10-year pre-accession period to the EU.

One of the strategic goals is "sustainable resources management and environmental protection". This strategic goal sets the basis for securing long-term food security and it contributes to the stability and quality of domestic food production, in the circumstances of increased risks in the global food market. Agricultural production highly depends on availability of natural resources, therefore the state should create conditions that would contribute to their sustainable use and conservation. Climate change,

protection of agricultural land from the permanent change of land use, reduction of greenhouse gas emissions, protection of biodiversity and typical rural landscapes, rational use of water resources, forests and other natural potentials of rural areas, require defining of a new support policy appreciating the multifunctionality of agriculture.

The sustainable agricultural development concept defined by the Strategy, same as achievement of strategic goals was realized by means of various interventions in several agricultural policy priority areas. One of these is *“effective land management and improved availability of land resources”*.

Development of agricultural and food sectors directly depends on the availability of production factors, primarily available land, and the possibility of equal access of all stakeholders to this resource under equal conditions. The main recognized threats for preserving land potentials are: permanent loss of land, reduced organic matter, increased acidity, compactness, erosion, pollution, salinization, flooding and loss of biodiversity. In addition, the lack of funds for extension and development of estates, inadequate tax policy, pending restitution process and relatively lengthy inheritance proceedings, further slow down the process of agricultural structure change and increase in the average size of holdings. In line with the aforesaid, the preservation and improvement of the agricultural land fertility, as well as the creation of an effective land resources management system, make some of the agriculture policy priorities.

The defined operational targets for the implementation of this priority are:

- a higher level of agricultural land use;
- increasing land estate and enlargement of land parcels;
- establishing a functional land market;
- improving land infrastructure;
- increasing the meliorated land area and improving soil fertility;
- accelerating restitution (including the land owned by cooperatives) and (re)privatization;
- reducing land loss and degradation;
- controlled change of agricultural land use;
- more efficient use of poor quality land or non-arable agriculture land;
- systematic soil quality monitoring;
- establishing an efficient land management system (cadastre, GIS, LPIS).

Achieving these operational targets requires significant changes to legislation, tax policy and budgetary subsidies. Taking this into account, the following principles and mechanisms have been established including the following:

- Adopting and modifying the legal framework in the domain of land inheritance, lease and trade, and introducing the obligation to maintain land in good condition for production;
- Protection of agricultural land in terms of limiting conversion of the best quality agricultural land into other land uses;

- Stimulating land consolidation through tax policy and budgetary subsidies so as to affect establishment of a more active land market;
- Support to soil quality and its production capacities improvement by means of subsidies for implementation of good agricultural practices, improvement of melioration and land infrastructure;
- Strengthening institutional capacities for effective land management, such as the establishment of functional systems of records, registers and databases (LPIS, land registry, pedological maps, etc);

## Law on Agricultural Land

The Law on Agricultural Land prohibits the use of arable agricultural land of the first, second, third, fourth and fifth cadastral classes for non-agricultural purposes, except with obligatory approval of the Ministry of Agriculture, Forestry and Water Management (MAFWM) and paid fees prescribed under the Law, in the following cases:

- in growing artificial meadows and pastures on arable agricultural land of fourth and fifth cadastral class, as well as planting forests regardless of the soil class;
- in exploitation of mineral resources (clay, gravel, sand, peat, stone, etc) in disposal of waste land, ash, slag and other hazardous and harmful substances on arable agricultural land for a certain period of time;
- in other cases when public interest has been established according to the law.

The approval for change of agricultural land use is granted by the MAFWM, and the respective request is submitted by the investor with the required documents. The fee payable for change of arable agricultural land use is set by the Local Self-Government (LSG) where the land is located. It usually amounts to 50% of the arable agricultural land market value on the day of submission of application for the change of land use and 20% of the construction land market value.

## Law on Planning and Construction

This Law regulates the conditions and modalities of spatial development, the development and use of construction land and the construction of facilities; carrying out supervision over the enforcement of this Law and inspection oversight, and other issues relevant for development of space, landscaping and use of construction land, and construction of facilities.

When it comes to agricultural land use change to construction land, the law is regulating this process from the aspect of planning documents. Agricultural land whose use was changed by a planning document to construction land, can be used for agricultural production until the change becomes official. The owner of the cadastral parcel the purpose of which was changed from agricultural to construction use is obliged to pay the land use change fee prior to issuance of the construction permit, pursuant to the law regulating agricultural land.

## Master plans – strategic plans for development of tourism destinations and spatial plans as a basis for development

Master plans are adopted by the Government of the Republic of Serbia, in accordance with the requirements of the ministry in charge of tourism and Article 13 of the Law on Tourism. These plans are adopted with the recommendation for them to be defined in consultations and cooperation with stakeholders. Still, implementing the public insight procedure is not mandatory prior to adoption of the master plans.

The master (business) plans require defining of tourism potentials of a particular area primarily based on economic and market aspects. Other aspects of sustainable development, such as potentials and limitations to resources, landscape capacities, infrastructure development, nature conservation and social affordability, are less developed in these plans.

The implementation of master plans would not be possible without spatial plans which form the basis for coordination of development and protection, but also for successful implementation of planning solutions. Currently, there are no bylaws regulating and defining the content and methodology for the development of master plans, but only a rulebook on their content. Therefore their development is usually based on foreign experiences, with companies developing them usually coming from EU – Croatia, Slovenia, Slovakia, etc.

Touristic areas are usually protected areas (natural and cultural protection), and cover water basins and other natural resources, which calls for harmonization of the master with the spatial plans. It is also necessary to apply multidisciplinary approach in their development so as to conserve natural resources, quality of life and ensure sustainable development, at the same time taking into account the needs of such areas pertaining to economic development.

## National Sustainable Development Strategy and the Action Plan

Coordination of the implementation of the Action Plan is assigned to the Office of the Deputy Prime Minister for European Integration, until the Sustainable Development Office, envisaged under the Strategy, has been established. The Action Plan envisages measures and/or actions for the implementation of the National Sustainable Development Strategy.

The objective of the Strategy is to balance three pillars of sustainable development – economic, social and environmental based on social balance and environmental protection with rational disposal of natural resources.

The strategy significantly contributes to harmonisation of potential conflicting objectives determined from perspectives of different aspects of social-economic development, bridging gaps between sector policies, as well as establishing system of mutual advantages. All relevant societal stakeholders participated in the strategy development process.

## National Spatial Development Strategy 2009–2013–2020

Several principles of sustainable use of agricultural land have been envisaged in this Strategy:

- In the spatial planning and in all other plans and programmes, agricultural land has to be treated as integral and basic non-renewable (or hardly renewable) natural resource;

- It implies three spatial dimensions and very complex qualitative characteristics; therefore, all forms of its degradation need to be registered and quantitatively analysed using data bases and models compatible with GIS systems and internationally recognised soil quality standards;
- Harmonisation of socio-economic and environmental aspects of agricultural land use is conditioned by legal regulation of ownership and tenant rights and improvement of the IT basis on all aspects of physical structure of space; Support to pedological research and application of CORINE methodology, updating of cadastre and improvement of statistical monitoring;
- Prevention of its degradation is ensured by undertaking measures in the domain of land use and development, and in cases of degradation due to accumulation of external pollution and other adverse influences of human activities, or natural phenomena, land protection measures have to be applied at the source of their origin;
- Improvement of existing and development of new agri-technical, hydro-technical or other measures contributing to preservation and soil fertility improvement should be based on the results of scientific-technical and biotechnological progress, and evaluation of their environmental impacts;
- In establishing special regimes of agricultural land use in areas of protection of natural resources, priority should be given to ensuring conditions to meet obligations assumed under ratified international conventions on nature conservation, including compensation to local population;
- Efficient support to agricultural land protection in mountainous and other less favoured areas and support to village infrastructure equipment improvement programmes;
- Agricultural sector restructuring with the support of multifunctional family farms with sound economic structure and consolidation of agricultural firms;
- Prevention of adverse effects of agricultural production on the environment and flora and fauna through controlled application of mineral fertilizers and plant protection products, promoting methods of integrated and organic production, preservation of boundary walls, ponds, small woods etc. in arable areas with intensive agricultural production and by application of other measures aimed at biodiversity protection;
- Striking balance between diversification of economic rural activities (employment, changes in agricultural production, afforestation, tourism, nature conservation, etc) particularly recognising the interests of local communities and ensuring infrastructure preconditions for multifunctional rural development and land use.

## National Strategy of Sustainable Use of Natural Resources

The section “Land resources – framework for sustainable use” and subsection “Challenges and objectives of sustainable use of land as a natural resource” of this Strategy recommend that for urban and infrastructure development lower valuation classes of agricultural land should be used, and that priority development in urban areas should mainly be related to previously used areas (land). This ought to be regulated by legal, spatial and urban planning documents.

The Strategy sets forth land consolidation as one of the main measures for effective land management. Land consolidation and parcel enlargement can be very good tools for rural development and basis of projects aimed at rural livelihood improvement, through improvement of natural resource management and environmental protection, however along with employment, construction of infrastructure and service delivery.



Irreversible loss of agricultural land is connected to urban and infrastructure development. In the period 1957-1993, Serbia had lost about 220,000 ha of the top quality agricultural land due to its use for industrial, energy plants and other purposes.

## Law on Land Protection

This Law was adopted in 2016, and it regulates land protection, establishment of systematic monitoring of soil quality status, and measures of its renewal, remediation, re-cultivation, and other issues relevant to protection and conservation of land as a natural resource of national importance.

# III Background and process

## FACTS ABOUT THE MUNICIPALITY OF RUMA

The municipality of Ruma is located in Vojvodina, in the central part of the fertile plain of the Srem district. It consists of one urban and 16 rural settlements. There are 54,339 inhabitants in the territory of the municipality, of which 30,076 inhabitants live in the town of Ruma. The total territory of the municipality amounts to 58,200 ha, of which total agricultural land occupies 43,022.53 ha, thus accounting for up to approx. 71% of the total municipal territory, with arable land occupying 42,238.46 ha. The municipality is located between the Danube and Sava rivers, at an altitude of 111 meters.

Parameters indicating the availability of agricultural land in the Municipality of Ruma imply the area of arable agricultural land per inhabitant of 0.79 ha and the area of arable land per inhabitant of 0.95 ha. Both parameters are above the average for Serbia, which amounts to 0.54 ha of total agricultural land per inhabitant and 0.48 ha of arable agricultural land per inhabitant. Although these parameters are satisfactory for the Municipality of Ruma, one must consider the wider aspect of using and changing the purpose of agricultural land so as to understand the risks of abandoning and disappearance of agricultural land in the future.

The Municipality of Ruma is characterized by a high share of agricultural production in the economic activities, and at the same time by a significant increase in the development of other economic activities. Business zones, in which the plants of various production activities are launched (food, automotive, construction industry, etc), are developing rapidly. In addition, the Municipality of Ruma is located on the brinks of Fruska Gora, bordering with the municipalities in which tourism is intensively developing, so that is the reason why the Municipality of Ruma is also focusing on this economic activity.

The Municipality of Ruma is among the active municipalities that perceive their development from different aspects, constantly striving to adopt new ways of managing their resources and development. In the past few years, the arrival of investors recognizing the potential of this municipality, same as the commitment for delivery of efficient and good services to investors, has been noticeable in the Municipality of Ruma. Likewise, local self-governments tend to behave accountably towards their citizens and the community, which is reflected in the constant process of their improved service delivery. An example of such an active approach is reflected in the participatory budgeting process, including the well designed and continuously improved implementation mechanisms.

Taking into account all the above mentioned characteristics and potentials, Municipality of Ruma was selected as a pilot municipality for drafting of these strategic guidelines.

## THE CONTEXT FOR IMPLEMENTATION OF THE GUIDELINES IN THE MUNICIPALITY OF RUMA

As already mentioned in the introduction to these Guidelines, Serbia as a state tends to keep up with the European trends regarding conservation of agricultural land as a non-renewable resource. At the same time, local governments do not want to jeopardise their economic, industrial and urban development. Therefore it is necessary to understand the specific context in the respective municipality/town so as to achieve best

possible effect of implementation of these Strategic Guidelines. At the same time, it is important to meet all criteria pertaining to conservation of natural resources and their controlled use, in order to achieve development and prosperity of local governments and population living in their territories.

In the process of drafting these Guidelines, the expert team has, together with their counterparts from the Municipality of Ruma, considered and analysed the context in which these Guidelines are to be implemented in the future in scope of the municipal planning processes (a more detailed description of the process is presented in the next section). In conducting the analysis we have started from considering the most important sectors for the development of the Municipality of Ruma, that could jeopardise agricultural land, i.e. if the conversion of agricultural land would be continued for the purpose of development of such sectors.

The overview of sectors by the land use and its changed purpose into artificial areas was taken from the CORINE categorisation which defines sectors most often “occupying” agricultural land for their development. These sectors are divided into 4 groups of activities:

- Housing, services and recreation (construction of residential and accommodation units, tourist content, sports and recreational fields, public green areas, etc);
- industrial and commercial sites (industrial parks, greenfield, agricultural- food processing plants, etc);
- transport (roads, infrastructure, ports, airports, etc);
- mines, landfills, waste processing plants, etc.

The Municipality of Ruma belongs to the group of local governments with highly developed agricultural production with a large share in municipal economic activities. In addition to agriculture development, Municipality of Ruma pays great attention and resources to development of other economic activities, primarily industrial production, but also tourism development in the part of the municipality located in the vicinity of already well-known tourist destinations (Fruska Gora, Irig, Borkovac, etc). This is why Ruma may be categorised in the second group of municipalities according to the CORINE methodology, where conversion of land may be expected primarily for the purpose of establishing industrial (business) zones and food processing plants. Less expected is the change in the agricultural land use aimed at tourism content development.

Situational analysis in the Municipality of Ruma has identified several questions to be asked in relation to protection of agricultural land as a non-renewable resource, same as regarding its use for different purposes in line with the integrated rural-urban development. The most important issue may be classified into several groups:

- land use and change of its purpose/ loss of highly productive agricultural land;
- conservation of the environment, including habitats of various species, disruption of landscapes, their structure and the ecosystem;
- perseverance of landscapes and areas that can be used for different purposes not threatening the environment, while simultaneously increasing the attractiveness of the respective area (recreational areas, tourism, etc);
- perseverance of areas necessary for water supply in the municipality and surrounding area (construction of waste water treatment plants, extension and planning of water supply catchments, regional landfill construction, prevention of agricultural pollution, etc)

<sup>1</sup> [https://wiki.openstreetmap.org/wiki/Corine\\_Land\\_Cover](https://wiki.openstreetmap.org/wiki/Corine_Land_Cover)

Current situation in relation to conservation and management of agricultural land in the municipality is satisfactory. However, there are particular indications which should be perceived as a “signal” for specific activities in the area of agricultural land protection having in mind that it is a non-renewable resource. These signals may further be analysed in following the directions:

- protection against pollution (waste water, pesticides, fertilizers, landfills, dump sites, loss of humus, soil “fatigue”/ resting parcels and crop rotation);
- protection against the inadequate/ unjustified change of use (construction, planning, inadequate change of use);
- land neglecting (idle land- unfarmed, grown in bushes, different levels of abandonment);
- land protection for special purposes (water catchments, biodiversity, landscape conservation, etc).

Having in mind the current situation in regard to strategic orientation of the Municipality of Ruma development, potential challenges may be expected in the near future in connection with harmonisation of interests for development of economic areas (industrial zones, areas for intensive and modern agricultural production and conservation of the environment and habitats of different species. Also to be expected are the challenges linked to urbanisation of rural areas which has to be approached holistically, taking into account mutual influences of all aforementioned stakeholders and processes.

Current rate of reduced areas under high quality agricultural land does not jeopardise population survival, bearing in mind that these areas are more than sufficient for food production for this area, same as for production surpluses. Still, during our interviews with different stakeholders, all of them have stressed that agricultural land ought to be protected as soon as possible in regard to all aforementioned issues so as for it to be preserved for the coming generations.

## PROCESS

These strategic guidelines were developed in a complex process involving the analysis of a large number of international, national and local documents, intensive interaction with the municipal administration structures, institutions and enterprises operating in the territory of the municipality, and consultations additionally conducted with international experts.

The process of drafting these strategic guidelines was initiated by the analysis of relevant municipal strategic documents and plans that provided insight into the representation of agricultural land management issues, as well as into the possibility to include guidelines into existing and newly drafted documents. The list of analysed documents is attached in Appendix 3.

In the next step, interviews were carried out with key stakeholders from the local administration, public institutions and enterprises, in order to complete the analysis and review the problems and needs related to sustainable land management.

The process was continued with interactive workshops involving relevant representatives of local self-government and public enterprises, aimed at defining the areas of action and improvement.

One of the key events was a joint workshop for representatives of both pilot municipalities, which also included international experts from Germany. The results of analyses conducted in the previous period were presented at this workshop, together with examples of participatory and transparent planning processes in Germany. Additionally the possibilities of applying different solutions in pilot municipalities were considered and discussed.

Representatives of the Ruma Municipality have defined the vision of the future municipal development: "Ruma is a pleasant area for life and work, providing options for development of economy and individuals in its entire territory, taking care of rational use and conservation of the environment". The vision provides key elements of inter-connected and balanced development of urban and rural environments including the activities of further economic development, along with conservation of land as a non-renewable resource and other natural resources and biodiversity. The attention was also paid to creating conditions for the quality life of population.

Based on the presented materials, discussion and passed conclusions, draft guidelines have been formulated, same as future steps for their implementation.

# IV Strategic Guidelines for the Effective and Sustainable Land Management

## PURPOSE

The purpose of these Strategic Guidelines is to provide methods and solutions for:

- Enhanced agricultural land protection against the uncontrolled loss, conversion and disturbance of its quality (loss of fertile layer, degradation and pollution, etc.);
- Contribution to land management in accordance with sustainable development, respecting the rights of individuals and social groups (population from the respective territories);
- Respecting the rights of investors and emphasising their responsibilities laid down in the framework defining the rules for implementation of investments and mitigation of conflict between land use and area development;
- Strengthening protection of resources directly or indirectly connected to agricultural land preservation and protection (prevention of pollution by wastewater, providing safe water for irrigation, establishing the drainage and flood control system etc);
- Establishing consultative planning processes to include the planning experts as well as land owners and other stakeholders for joint decision-making about the most efficient land management methods, complying with the development principles, and protecting the interests of all stakeholders;
- Harmonizing the planning process with the national and EU land management policies;
- Establishing the clearly defined and publicly available planning and land use mechanisms.

## IMPLEMENTATION AND SCOPE

All around Europe and the world, cities increasingly resort to the so-called “smart strategies”, tending to become “smart cities”, practically meaning that development is considered comprehensively and in terms of respecting the mutual impact of different systems to processes and results. The so-far sector-based approach to development is being abandoned, as all development aspects are becoming equally important, and perceived through mutual interaction and impact. Having this in mind, representatives of different sectors in the selected pilot municipalities were included in the development of these guidelines, who have, in the course of the active and transparent process, harmonised their individual proposals and jointly reached solutions serving the best interest of further municipal development.

These Strategic Guidelines can be applied by the local governments to promote and modernize the land

management process. In addition to local governments, the Guidelines may be used by the institutions, organisations, donors, as well as the citizens – land owners themselves, either as individuals or as groups (associations, local communities, projects, etc).

The scope of their action is based on:

- Preservation of all natural resources (water, air, land, etc);
- A comprehensive approach to development;
- Improved quality of life of the population;
- The use of innovation and new technologies and solutions.

Based on the applicability, these Strategic Guidelines are divided into **basic and specific**. The basic strategic guidelines make the umbrella and their application is universal, whereas the specific strategic guidelines are defined in accordance with the local conditions and strategic commitment to the development of the selected pilot municipalities. However, the specific strategic guidelines, too, may be applied in other areas with similar circumstances, interest and objectives. Based on the provided guidelines, each municipality, city or another entity may create their own development formula corresponding to their own situation.

## BASIC STRATEGIC GUIDELINES

### 1. Apply a comprehensive approach to planning and development of strategic documents and solutions, through the development of inter-sector mechanisms resulting from consideration of all the relevant aspects and mutual impacts of different factors.

To implement this method of planning and implementing the plans and strategic documents the following should be undertaken:

- a. Apply the approach that natural resources and their use are closely inter-connected and mutually dependent, and enable sustainability and protection against the adverse human impacts, as well as mutual negative impacts;
- b. Analyse mutual impacts and dependence among municipal/city departments and/or secretariats in the process of planning and introduction of new systemic solutions, and apply an active model in involving all parties in the development of joint plans, defining responsibilities and deadlines for their implementation, and avoiding opinions reflecting a static model of inclusion;
- c. Strengthen the role and capacities of local administration to achieve inter-sector cooperation, as well as to prepare procedures enabling joint planning and implementation of strategies and plans;
- d. Apply new approaches, smart technologies and solutions contributing to finding answers to challenges that urban communities and cities are facing at present, and that will become even more relevant in the future;
- e. Mitigate risks and strengthen opportunities for the recovery of areas from potential natural disasters and catastrophes by designing comprehensive recovery measures and involving all relevant stakeholders.

## 2. Ensure participatory approach to drafting of documents and plans at the local level so as to understand the needs of beneficiaries and identify corresponding solutions, and to ensure commitment and accountability of all stakeholders in the process.

Therefore the following should be undertaken:

- a. Respect rights and needs of all stakeholders and beneficiaries in the process;
- b. Empower proactive society by including population in the decision-making processes, as well as by supporting processes managed by the community and stakeholders; the stakeholders should share ideas and enjoy the results, at the same time being held accountable for their active participation in the development;
- c. Take into account the existing differences regarding the influence and power of stakeholders in relation to the process subject matter, as well as the conditions for the guaranteed, active, effective and purposeful participation of individuals and groups, all the while providing an unbiased process management;
- d. Avoid defining strategic objectives by the internal working groups; define instead areas and issues to be addressed in the course of planning, so as to ensure inclusion of relevant stakeholders and understanding of all aspects of a community (physical, sociological and economic);
- e. Support interaction among institutions and different levels of government and public enterprises, citizens, their organisations and business entities with a view to strengthen horizontal and vertical links during the process and beyond;
- f. Ensure access to equal opportunities to all citizens and prevent any form of discrimination, by considering the needs of women, children and youth, persons with special needs, vulnerable groups, the elderly, indigenous people, that may frequently have a much wider meaning and impact on positive development; include gender perspective in spatial planning and development of local communities may contribute to improved plans in terms of children (parks, developed public spaces, pedestrian zones, etc), opportunities for population mobility (women use public transport more frequently, and their needs in that respect should be perceived), elderly care, sale of local produce at green markets, etc;
- g. Establish new and promote the existing partnerships in order to find effective solutions and introduce innovative and green initiatives;
- h. Undertake continuous education on the importance of proactive action in the community and support networking of individuals and organizations in presentation or implementation of certain initiatives and participation in various processes;
- i. Encourage self-sustainable business models and other forms of the private sector inclusion, as the private sector is becoming more interested in contributing to community strengthening and participating in projects of general interest (e.g. the application of IT solutions in addressing everyday problems and activities in cities as well as in rural areas);
- j. Work on raising awareness about the importance of spatial planning and development, the purpose of space and land, as well as preservation of natural resources through education of population, including the youngest.



### **3. Ensure transparency in the processes of spatial planning and development, as well as land use, to provide equal opportunities to all stakeholders so as to allow them to be informed, to understand those processes and participate in them..**

In terms of capacity building, the following should be undertaken:

- a. Make the relevant planning and strategic documents available to all stakeholders and promote them in a manner appealing and understandable to the general public (publishing on websites, promotion at public debates, organization of round tables and discussions, etc);
- b. Establish mechanisms for “two-way communication” between the local administration and citizens regarding issues of importance for spatial planning, land use and decision-making about those issues;
- c. Timely report to all the stakeholders about the course of the process, decisions made and results achieved;
- d. Raise awareness on citizen rights and their options for participation in the decision-making processes, as well as to be informed about the achievements and potential open issues requiring their opinion;
- e. Promote codes of ethics in all segments of the society to reduce sensitivity to corruption in the process of strategic planning of development.

## **SPECIFIC STRATEGIC GUIDELINES**

### **1. Plan and implement a balanced development of urban and rural areas in the Municipality of Ruma in accordance with the specificities of the region and long-term strategic objectives of the Municipality, particularly with regards to the agricultural land preservation.**

Therefore the following should be undertaken:

- a. Develop mechanisms and procedures for a comprehensive and long-term planning of the use of land and other natural resources, particularly taking into account the planning and implementation of agricultural land conversion and the transparency of such a process;
- b. Support diversification of economic activities in rural areas by creating conditions for their functioning, such as infrastructure construction and provision of the required services, with the continuous impact assessment of dissemination of these activities to natural resources, with a special emphasis on reduction of areas under agricultural land (business zones in villages, business zones in farmed areas);
- c. Uniformly develop infrastructure in urban and rural areas, particularly in villages requiring a more intense infrastructure development to improve living conditions and retain population; involve the population in planning and implementation of infrastructure projects in order to increase their proactivity and interest in taking part in the planning processes (e.g, preparation of project ideas for participatory budgeting, etc);
- d. Develop public areas (parks, playgrounds, sports and recreation zones) and parts of residential areas, especially public spaces in rural areas, in order to motivate citizens to stay in their villages, work and generate income; establish additional content such as the Internet, institutions for support and protection of families with children (kindergartens, playgrounds for children, etc), cultural content (libraries, culture centres, etc), and health care and social support services, which are especially important to the elderly.
- e. Work on resolving the issues of property relations regarding the land by strengthening the cooperation between the competent institutions and active involvement of land owners and users in such process;

- f. Support measures aimed at agricultural land management, particularly focusing on land consolidation and enlargement of land parcels and estates, and improvement of economic potentials of agricultural land;
  - g. Develop mechanisms for ongoing monitoring and timely response in case of land usurpation;
  - h. Establish a single information system for collecting data on land and tracking changes in the structure and purpose of land that would network all relevant institutions and allow the systematization of data for long-term development planning based on actual data.
  - i. Manage local tax policy, in terms of land use in an efficient and transparent manner, taking the public interest and the interest of all the stakeholders into account.
- 2. Stimulate economic development and increased land use with sustainable resource management, while taking into account and harmonizing interests of economic development, agricultural production, preservation of the environment and habitats of various animal and plant species.**

To that end, the following should be undertaken:

- a. Establish clear procedures for the implementation of investments, defining duties and responsibilities of local self-governments and investors regarding municipal utility equipment and construction of infrastructure, to enable sustainable resource management (wastewater treatment, waste disposal, hazardous waste disposal, if any, water supply and sewerage systems, air purification, etc);
- b. Promote agricultural land use and increase the value of income per agricultural land hectare, through support to livestock production, production of highly-productive cultures (orchards, vineyards, etc), organic products and value added products (raw materials processed in the municipal territory, traditional products, etc);
- c. Establish a single system of land quality identification for appropriate evaluation of land value, efficient use of land for different purposes and strengthening the land market;
- d. Consolidate data on agricultural land from different sources (Cadastre, municipal departments, technical advisory service, tax administration, etc) in a single agricultural land registry, to enable efficient use of agricultural land (e.g, recommended use of land, potential for different types of production, etc);
- e. Raise population awareness on the existence of smart solutions for land management (information technology solutions – GIS, department for forecasting and reporting, etc) and capacity building for their creation and use, targeting young people as future primary users of such solutions;
- f. Strengthen cooperation and partnerships between public and private sectors, including institutions at national and local levels, companies, small and medium-sized enterprises, entrepreneurs, as well as educational and scientific institutions, to reach the best solutions for the efficient land management in a given area;
- g. Introduce mechanisms for ongoing monitoring of the status of environmental protection, including habitats of certain species, ecosystem and biodiversity status, as well as preservation of landscape;
- h. Raise the awareness on agricultural land as a non-renewable resource and develop mechanisms for the prevention of its endangerment and loss, due to uncontrolled conversion, pollution, erosion, abandonment, etc;
- i. Long-term and strategic planning for areas to be the subject of landscape preservation, that can be used for increasing the attractiveness of areas without endangering the environment, thus exploiting and promoting the already existing tourism potentials in the Municipality and its surroundings (vicinity of touristic sports in

Fruska Gora and Irig, Borkovac, Pavlovasko jezero, etc);

- j. Support strengthening of small family agricultural households and less cost-effective forms of agricultural production with the purpose of their positioning on the market and creating an image of “local produce” from specific municipal territories, in accordance with the needs of modern consumers to be informed about food origin and to shorten the food supply chain so as to reduce pollution of the environment.

### **3. Implement environmental protection measures by maintaining quality and preventing the pollution of land and other natural resources by means of strategic planning processes and participation of all relevant stakeholders.**

The following should be done to preserve natural resources:

- a. Establish capacities for wastewater treatment in accordance with increasing municipal needs through modernization of existing and construction of new plants, as well as connection of all households and business entities to a single municipal wastewater disposal system;
- b. Continuously conduct chemical analysis of agricultural land in order to ensure the appropriate use of fertilizers and prevent land degradation and pollution caused by excessive fertilization;
- c. Implement flood prevention measures by establishing and maintaining green and buffer water protection zones and by constructing necessary infrastructure; regulate water regime and maintain drainage channels and embankments protecting the urbanized and rural parts of the Municipality against floods;
- d. Contribute to preservation of areas used for water supply by implementing active land protection measures against pollution in those areas and developing long-term plans for water catchment enlargement so as to identify areas of agricultural land for that purpose and prescribe measures for its protection;
- e. Improve the manner of municipal waste management by regular collection and disposal of municipal waste from all areas of the municipality, especially taking care about the municipal waste collection from rural areas and preventing the creation of illegal dump sites, and apply modern solutions that include recycling;
- f. Stimulate activities contributing to air quality preservation and reduce the adverse impact of business entities and households on air quality.

### **4. Promote the concepts of “smart cities” and solutions for sustainable and balanced urban and rural development including application of information and communication technologies (ICT).**

To that end, the following is to be undertaken:

- a. Establish the system for ongoing collection and updating of all relevant data from the territory of the Municipality to be used for the local situation analysis, drafting of different documents and adoption of strategic plans and decisions; the system should be based on the official statistical data, and include actual data from the field that may be compared to the official data (if different or if actual data changes more rapidly within the official data collection intervals);
- b. Strengthen population involvement in development and use of smart solutions and raise population awareness on the importance of launching initiatives and proactive involvement in the development of smart solutions;

- c. Undertake education of population on the use of smart solutions and digital literacy; primarily targeting youth and primary and secondary school children, who will be the primary users of smart solutions in the future;
- d. Fostering public-private partnerships and cooperation between the public and private sectors with all levels of government; small and medium-sized enterprises, entrepreneurs, educational and scientific institutions should be included as well, in order to reach best solutions for the Municipality; follow the best practices of cities achieving exquisite results regardless of their size, owing to the solutions tailored to their needs and whose development included different stakeholders from the territory of the Municipality;
- e. Exchange experiences and solutions with other local governments in Serbia and “smart cities” in the EU and beyond, promoting their good practices and considering options for the implementation of good practices of other towns and municipalities.

## MONITORING AND EVALUATION OF STRATEGIC GUIDELINES IMPLEMENTATION

These Strategic Guidelines serve as recommendations for the efficient and sustainable land management with a purpose to ensure its preservation and the preservation of other natural resources and contribute to the general sustainable development in the Municipality of Ruma.

In order to achieve the implementation of these Guidelines, it is necessary to ensure political support, and to achieve full awareness and involvement of citizens living in the Municipality and other stakeholders.

It is necessary to establish a responsible body comprising representatives of different stakeholders so as to achieve transparency and participatory approach to work, define procedures for its operation, same as procedures for monitoring and evaluation of the Strategic Guidelines implementation. To the extent necessary, capacities should be strengthened to achieve full functionality of such a body.

As one of the key instruments for efficient monitoring and evaluation of the Strategic Guidelines implementation, it is recommended to create a platform containing relevant and updated data. This data should be made available and public pursuant to the stipulated rules, and their security ensured. This data would be used for drafting of other analytical, planning and strategic documents, as well as preparation of various pieces of information relevant for the Municipality.

In addition, key success indicators need to be defined for each of the implemented guidelines. In order to ensure monitoring of changes that would occur through the implementation of these Guidelines, it is primarily required to establish the baseline for each of the guidelines decided to be implemented. Establishment of the database and monitoring results over a specific time period is the key for monitoring success in implementing these guidelines. Bearing in mind that such changes can not be instant and that it takes time to achieve particular effects and actual change, the recommendation is to monitor the parameters for the defined indicators over a longer period of time. The indicators may be defined in different ways in line with the plan or strategy applying the guidelines. One must keep in mind when defining the indicators that such indicators are always to be linked with tracking the efficiency of the land management system (agricultural land).

To monitor the results, Excel tools may be used, indicating correlations between the relevant data recorded as the output of applied guidelines. Monitoring needs to be undertaken over a longer time interval, with the usual time interval being 10 years. Direct (measurable) outputs are recorded for each indicator, such as for example- the increased number of value added products or introduced procedures for civic participation (the number

of participating citizens). This data are taken as a reference, however along with it one may register indirect outputs emerging under the influence of changed circumstances arising from the implementation of guidelines. So, for example, when it comes to increased number of value added products, the records should be kept on the increased number of jobs emerging due to such increase. Moreover, in parallel to the records on the number of citizens participating in some of the decision-making or planning processes, records may be kept on the number of adopted citizens' proposals, duration of the processes, etc.

In order to ensure improvement to the planning processes and implementation of the guidelines, periodical meeting need to be organised to track their implementation. These meetings should be aimed at providing insight into implemented activities, and serve as a forum to discuss problems hindering the implementation process. They can be organised quarterly or semi-annually, and used for a more in-depth planning of the coming period of the defined measures and guidelines implementation.

Some of the remaining instruments to be used in implementing the guidelines would be the following:

- Establishment of innovative centres for design of creative solutions and creation of the enabling environment fostering innovation and entrepreneurial spirit;
- Involvement of experts in the area of infrastructure in the design, financing and implementation of initiatives, regardless of whether those be initiated by public or private infrastructure companies, to define the technical components of the projects in the early stage as accurately as possible;
- Use of open platforms for establishing online databases and solutions and electronic tools for civic participation to reduce the cost of establishing, monitoring and evaluating the implementation of Strategic Guidelines.

## IMPLEMENTATION OF STRATEGIC GUIDELINES IN DOCUMENTS

The role of these Strategic Guidelines is to underline the complexity and significance of land management and to assist relevant stakeholders in embedding this issue into their strategies, plans and decisions, as well as to identify specific solutions to ensure efficiency and sustainability of the land resource management. Therefore the Guidelines may be embedded into various planning, strategic, regulatory and other documents and may apply to different processes and activities.

These Strategic Guidelines may apply to the following documents in case of the Municipality of Ruma,

- LAG Strategies;
- Agricultural production competitiveness improvement plans (e.g. Rumski ceger);
- Tourism Development Strategy;
- Village maps;
- Capital investment plan;
- Mid-term investment plan;
- Rural Development Strategy of the Municipality of Ruma;
- Rural Development Strategy;

- Sports Development Strategy;
- General Regulation Plan, Detailed Regulation Plan (all urban development plans);
- Programme of protection, development and use of agricultural land;
- Support programme to agricultural and rural development;
- Action plans in the areas of social welfare, Roma inclusion, improved waste management, employment, etc.

## MANAGING THE CIVIC PARTICIPATION PROCESS

Civic participation in the local government planning processes is highly important for the transparency of such processes, and for identification of best and most acceptable solutions for the people living in the area covered by the planning. Strategies and measures defined in this way are much better accepted by the citizens, and local authorities in this way share responsibility for the designed solutions with the citizens directly linked to the space planning is being undertaken for.

Civic participation processes hold a particular structure. This structure is principally similar for all processes and its utmost purpose is to secure civic participation, and dialogue with authority structures. Still, the process structure is being established in line with its needs, definition of structure may involve facilitators (internal and external) who are to align tools and methods most appropriate to the given process. Process structures defined in this way are being harmonised with the local government or organisation managing the respective process. Very important is to define the purpose of the process, same as the management method.

The process structure may be made official by the decision of the authority competent for that particular planning process, and officially appoint managing body and propose its financing (if necessary). A management body needs to be established within each process, so as to act as a partner to the authorities in scope of the project and represent a mediator amongst many citizens, stakeholders and local government or other institution in charge of the planning process. Such a management body should include relevant experts in the given area, potentially neutral, same as other representatives of stakeholders, including representatives of the parties which may be confronted in the respective project or planning process. This is crucial for the success of the project given that conflicts that may arise after the planning process had been completed, are in this way being prevented. It should also be considered who would be responsible for operational functioning of the management body and implementation of the participatory process, same as who is to take the final decision in relation to the project, i.e. planning process.

## Appendix 1

### – The list of reference international documents

1. UN 2030 Agenda for Sustainable Development (<https://sustainabledevelopment.un.org/post2015/transformingourworld>)
2. New UN Habitat Urban Agenda ([http://nua.unhabitat.org/uploads/DraftOutcomeDocumentofHabitatIII\\_en.pdf](http://nua.unhabitat.org/uploads/DraftOutcomeDocumentofHabitatIII_en.pdf))
3. EU Regional Policy ([https://europa.eu/european-union/topics/regional-policy\\_en](https://europa.eu/european-union/topics/regional-policy_en))
4. Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (FAO UN), (<http://www.fao.org/docrep/016/i2801e/i2801e.pdf>)
5. New Rural Policy- Linking Up for Growth (<https://www.oecd.org/rural/rural-development-conference/documents/New-Rural-Policy.pdf>)
- 6 Smart city, smart strategy- cities around the world are adopting digital revolution- how good are they at it? ([https://www.rolandberger.com/publications/...pdf/ta\\_17\\_008\\_smart\\_cities\\_online.pdf](https://www.rolandberger.com/publications/...pdf/ta_17_008_smart_cities_online.pdf))
7. Peri-urbanisation in Europe- Towards European Policies to Sustain Urban-Rural Futures ([http://www.openspace.eca.ed.ac.uk/wp-content/uploads/2015/12/Peri\\_Urbanisation\\_in\\_Europe\\_printversion.pdf](http://www.openspace.eca.ed.ac.uk/wp-content/uploads/2015/12/Peri_Urbanisation_in_Europe_printversion.pdf))
8. Sustainable Land Management Sourcebook, World Bank (<http://siteresources.worldbank.org/EXTARD/Resources/336681-1215724937571/eBook.pdf>)

## Appendix 2

### - The list of analysed national documents

1. Strategy of Agriculture and Rural Development of the Republic of Serbia for the period 2014-2024 (<http://www.mpzss.gov.rs/wp-content/uploads/datoteke/razno/4827014.0116.30-1.pdf>)
2. Law on Planning and Construction ([https://www.paragraf.rs/propisi/zakon\\_o\\_planiranju\\_i\\_izgradnji.html](https://www.paragraf.rs/propisi/zakon_o_planiranju_i_izgradnji.html))
3. Master plans (<http://mtt.gov.rs/sektori/sektor-za-turizam/master-planovi/>)
4. National Sustainable Development Strategy (<http://www.zurbnis.rs/zakoni/Nacionalna%20strategija%20odrzivog%20razvoja.pdf>)
5. Action Plan implementing the National Sustainable Development Strategy for the period 2011 – 2017 (<http://www.pks.rs/SADRZAJ/Files/Akcioni-plan-za-sprovođenje-NSOR.pdf>)
6. National Spatial Development Strategy ([http://www.apps.org.rs/wp-content/uploads/strategije/Strategija\\_PROSTORNI%20RAZVOJ%20Republike%20Srbije.pdf](http://www.apps.org.rs/wp-content/uploads/strategije/Strategija_PROSTORNI%20RAZVOJ%20Republike%20Srbije.pdf))
7. National Strategy of Sustainable Use of Natural Resources ([http://www.zzps.rs/novo/kontent/stranicy/propisi\\_strategije/S\\_prirodnih%20resursa.pdf](http://www.zzps.rs/novo/kontent/stranicy/propisi_strategije/S_prirodnih%20resursa.pdf))
8. Ecological footprint, Center for Promotion of Science (<http://ambassadors-env.com/wp-content/uploads/Ecol-Footprint-2013.pdf>)
9. Law on Land Protection ([http://www.subotica.rs/documents/zivotna\\_sredina/Propisi/Zozeml.pdf](http://www.subotica.rs/documents/zivotna_sredina/Propisi/Zozeml.pdf))



## Appendix 3

### - The list of analysed local documents

1. Sustainable Development Strategy of the Municipality of Ruma 2015-2020
2. Master Plan of Ruma (2008)
3. Spatial and planning documentation of the Municipality of Ruma 2017
4. Land Management Strategy of the Municipality of Ruma
5. Rural Development Strategy of the Municipality of Ruma

