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**ECTP-CEU
YOUNG PLANNERS WORKSHOP**

E-BOOK 2018

**AIRPORTS, CITIES AND
URBAN DEVELOPMENT**

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PRESENTATION

By Ignacio Pemán Gavín, President of the ECTP-CEU

It is a pleasure for me to present this e-book collecting the papers presented in the 7th edition of the ECTP Young Planners Workshop. Since 2011 The European Council of Spatial Planners (ECTP-CEU) organizes this workshop as a way to promote amongst young planners Spatial Planning as the appropriate instrument to achieve an integrated perspective of cities and territories.

This year again, the Young Planners of the workshop experienced how different viewpoints and approaches of different planning cultures can produce a variety of solutions to specific urban and territorial issues.

This edition, the ECTP-CEU proposed a strategic theme specifically oriented on the articulation and integration between cities and airports, considering the increasing importance for the territories and focusing on the issues in strategic planning; such as sustainable mobility and energy efficiency.

Traditional design and airport planning considers the airport as an isolated infrastructure accessed by planes and passengers. But the design of airports, in which the City is in the center and the airport on the periphery is changing to a model where the airport is at the center and the city is developed around it; keeping businesses, enterprises and workers within the global market. Indeed, modern airports go beyond the traffic of aircrafts and provide commercial and industrial activities which often extend beyond the airport area.

The call for proposals led to a wide range of submissions from many different parts of Europe; the Workshop welcoming participants from Ireland, Serbia, UK, Hungary, Spain, Italy and Turkey. The final works were presented and discussed at the occasion of the Ceremony of the XIth European Urban and Regional Planning Awards in Paris last 18th May 2018.

Different scales of airports and cities and different relationships between urban development were analyzed. Future airports such as Hong-Kong, México and Istanbul presented new perspectives; other airports in city centers -London City- and others in rural areas in former Yugoslavia were discussed.



Not only specific projects were presented; the workshop also analyzed mobility issues such as the case of Budapest. Sustainability and environmental perspectives and new methodologies for planning the metropolitan area of cities were also examined within a general point of view such as the with airports in Spain.

The final papers presented in this e-book propose to all spatial planners, members of the ECTP-CEU member associations throughout Europe, to have interesting documentation on the impact of the airports in cities and territories and about new challenges of airports from a wide range of perspectives.

Finally, let me conclude by thanking Vladan Djokic, member of the ECTP-CEU Executive Committee and representative delegate from corresponding member of University of Belgrade, who has led this edition of Young Planner's workshop. Thanks also to Julian Hills, ECTP-CEU Secretary, for all the support to the workshop and for the layout and graphic design of this e-book.

A handwritten signature in blue ink, appearing to read 'I. Pemán', with a stylized initial 'I' and a horizontal line underneath.

Ignacio Pemán

President of the ECTP-CEU
August 2018





PLANNING AIRPORTS IN HEROIC TIMES OF YUGOSLAVIA – LOOKING BACKWARDS IN ORDER TO UNDERSTAND THE PRESENT

Aleksandra Đorđević

Jelena Radosavljević

Jovana Bugarski



INTRODUCTION

This research aims to open up a discussion about former Yugoslavia's heroic planning goals resulting from socialist regime established in the early 1950s. Strongly influenced by the socialist ideology, the increase of air traffic capacity and establishment of the airport network was one of the main objectives of the Yugoslav planning practice in the period from 1950 to 1980. Our main hypothesis is that although planning practice nowadays continues to emphasize the importance of the airport network, this network is still not established and single airports act as competitive parties and not as parts of the network.

The hypothesis was tested through content analysis and historical comparative research. The main research material used for analysis were Spatial plans of Serbia (years 1982, 2004, 2010), General plans of Belgrade (years 1950, 1972, 1984 and 2003) and Nis (years 1995, 2011) and additional studies and expert analysis (Archive documentation of Yugoslav Institute for Town Planning and Housing and Belgrade Institute of Urban Planning). The historical comparative study was conducted in order to analyze changes in strategic thinking about airport networks on international, national and city level.

The synthesis of content analysis and historical comparative research can provide a better understanding of the strategic planning perspective and social processes over seventy years of planning practice in Yugoslavia / Serbia. At the same time, it could create a starting point for further thinking about airport networks and their relation to the international, national (regional) and city level emphasizing the cultural and functional integration of analyzed airport cities.

CONTEXT

The period after the Second World War was characterized by significant changes in the political and social situation in Yugoslavia. These changes were initiated by technological and economic development and constant need for modernization in order to accomplish the socialist idea of the new society. Accordingly, the new state-required horizontal and vertical coordination between governmental bodies and adequate professional capacity of an individual.

Modernization was stimulated through five years socio-economic development plans (Timotijević, 2012). The realizations of these plans had stimulated the establishment of new institutions and institutional arrangements in urban planning as well. By this means, National Urban Planning Institute of the Republic of Serbia was established in 1945 followed by the establishment of the urban institute's network across the country. This period can be perceived as the beginning of the heroic time of Yugoslav planning practice.

Although the beginning of the air traffic in the Yugoslav region can be traced to the early 1920s, when the first line connecting Paris and Constantinople operated over Belgrade airport (Ilić and Sretenović, 1964), strategic planning and thinking about airport cities and the establishment of the network appeared in the heroic period in 1950s. Socialist regime made possible construction of large infrastructure projects including Belgrade Airport through nationalization

of land, centralization of planning, centralized decision making and centrally planned economy. By the year of 1965, Belgrade and Nis Airport were activated, operating as the only two civil airports in the Republic of Serbia, but only Belgrade Airport served as the international one.

Industrialization and modern technological development reached its peak in Yugoslavia in the 1970s and 1980s, when Yugoslavian airport traffic had a significant role in International airport network, head in the head with the UK and France and even ahead of Germany and Italy. In 1976, Yugoslavia had 17 civil airports, but only Belgrade airport was located in the inner territory of the Republic of Serbia, having 32% of air traffic, 31% of all passengers and 74.4% of all manufactured goods (Božičković, 1976).

Due to the major role in Yugoslav air traffic, as stated above, Belgrade airport was experiencing an overload at all levels and required the extension of the airport capacity and development of accompanying road and railway network.

In following period, socialist regime experienced a decline of power and impacts on the society. None of the above-stated goals in planning documents was implemented, leaving airports with the original capacity and built infrastructure and airport network only as an idea on the paper.

The 1990s brought changes in the political regime that had great influence on the planning system and general urban development in the Republic of Serbia due to the international sanction, inflations on the national level, privatization of land, change in legislation, regulation and procedures. During this period, Yugoslavian borders were frequently closed causing occasional suspension of air traffic and having a negative impact on airport ability to operate on the productive level.

NATO aggression in 1999 affected most of the military airports in Serbia, including Nis airport that was bombed 57 times, demolishing 17% of all airport infrastructure (Nis Airport, 2018)

On the other hand, neo-liberalization of the market, introduced after 2000, limited the economic power of the state that has already been politically and financially vulnerable.

Since airports enterprises were left in national ownership, their development was limited until the year of 2009, when new visa policy for Serbian citizens was introduced triggering new investments in airport facilities.

Belgrade Airline Company was privatized in 2013, while the airport has been given under concession in 2017. In comparison to Belgrade airport, by the year of 2015, Nis airport was used for charter flights and as the alternative for airports in Pristina, Belgrade, Podgorica, Skopje and Sofia (Niš General master plan, 2011). After 2015, Nis airport has been developing as an airport for low-cost companies, increasing its annual passenger flow from 1,335 to 331,582 (Nis airport, 2018). In 2018, the new political idea of transferring ownership over the Nis airport from the city of Nis to the Republic of Serbia appeared. This act caused public opinion disapproval and protest of the local citizens who consider local airport as the important social inductor and powerful economic driver for the south of Serbia that was neglected in past decades. This problem is deepened by the public appearance of leading political representatives who are



giving unclear and unsynchronized information about the clause in the Belgrade concession contract. This clause refers to the allowed increase of Nis airport passenger flow up to a maximum of 1 million over the next 12 years (Tanjug, 2018; Južne vesti, 2018).

The current relation between two airports brings us back to the notion of the network, possibility of its existence, as well to its importance for cultural and functional integration.

SUBJECT DESCRIPTION

The network can be understood as a large system consisting of many similar parts that are connected together to allow movement or communication and flow between or along the parts. Robert Freestone emphasizes the central role of the flow of goods, people, and services in the globalized world, where airport networks help define world connectivity (Freestone, 2009).

Drawing from his argument about the importance of connectivity, as a critical aspect of globalization, the network is only achievable if parts (airports) act as an integrative element of the network. In terms of our research, lack of interconnectivity and coordination, recognized on the national level, results in airports that function as competitive parts and not as a part of the network. The current situation, characterized by the competitiveness between these two airports, creates uneven and unstable conditions and challenges for the urban development.

Seventy years of strategic thinking and planning about airport network is worth of researching and further elaboration and should not be simply forgotten and replaced with the planning driven by the market rules. Plans, expert analysis, and studies, developed for the Yugoslav region from the 1950s onwards, resulted in the spatial distribution of airports at the national level and definition of the network structure. During the heroic time of planning, this network was reconsidered and evaluated through expert analyses, developed as an integrative part of the plan, focusing on the implementation of stated ideas.

After the change of political and economic system introduced in the 2000s, strategic goals and structure of the airport's network remained the same, transferred from plan to plan but with no instruments for the implementation. In a time of new socio-economic conditions, airports are no longer perceived as a driving force for urban development, nor their spatial distribution across the country is considered as an opportunity for equal regional prosperity. Today plans developed for the city level and political decisions adopted by national and city bodies, consider airports as single entities without referring to the airport network and its elements.

The network presents great potential for urban development but its implementation can be perceived as an even greater challenge for urban planning and public policy. Having that in mind, our research strives to trace the development of the strategic ideas about network establishment across international, national and city level, their change over the time and the relation to the process of the implementation.

ANALYSIS – RESEARCH

Research includes analysis of four different periods - from 1950 to 1960, 1961 to 1975, 1976 to 1985 and 1986 till today, following the extent of strategic thinking of airport network and its impacts on international, national and city level.

Strategic thinking in the period 1950 - 1960

One of the major documents adopted in the early 1950s was General Master Plan of Belgrade. Having in mind that plan was developed right after the 2nd World War, it became an instrument for the development of postwar heroic ideas. This argument could be supported by the attitude of the professional public, which characterized this period as a period of great engagement and activity of urban planners led by their entrepreneurship in assisting authorities to solve urban development problems (Novaković, 1987). Accordingly, construction of modern airport terminal has developed a line in line with the building of completely new part of the Belgrade - "New Belgrade".

Observation of the international level leads us to the inference that urban planners saw Belgrade as a central point for connecting the East and the West, North Europe with North Africa emphasizing the geostrategic position of Belgrade through diagrams presented on figure 1 and 2.

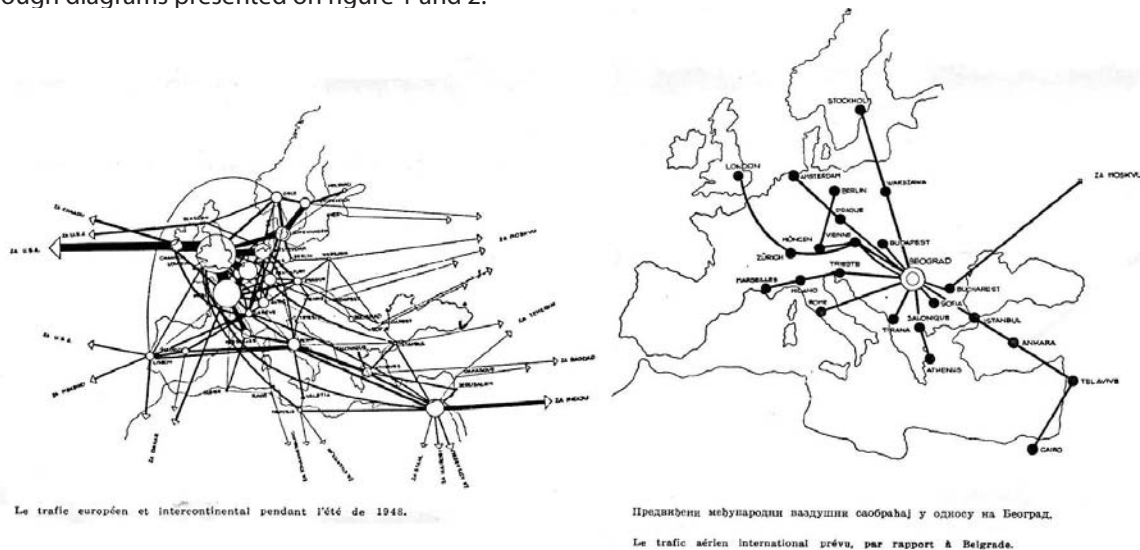
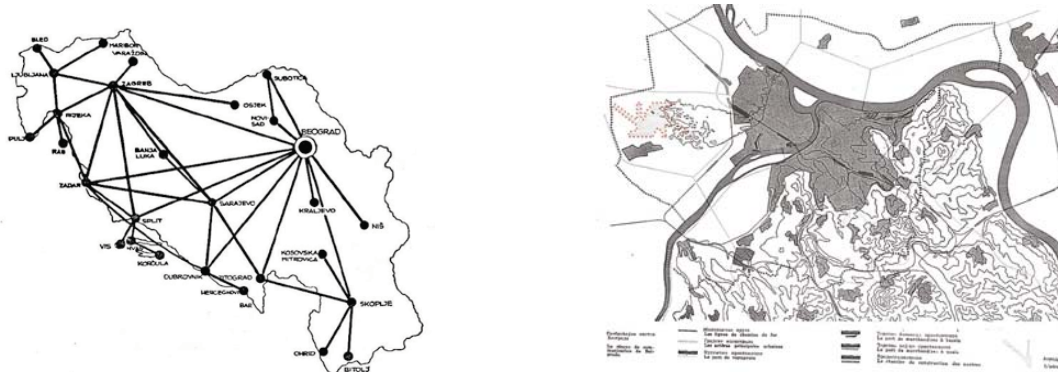


Figure 1 International level of airports network, General Master Plan, 1950 (Cvrčanin, 1951)

The main goal at the national level was to develop Belgrade airport as a central point of Yugoslavia's air traffic, connecting North and Central parts of Yugoslavia with Adriatic sea (Beograd Generalni urbanistički plan 1950, 1951). The Plan, although adopted on the city level, included the diagrams of the national network, defining the spatial distribution of the airports across all of the republics of Yugoslavia. According to this plan, Serbia should develop 6 airports, Slovenia 3, Montenegro 2, Croatia 12 (due to its length of the seashore and the exploitation of tourism potential), Macedonia 3, while 2 airports should be built in Bosnia and Herzegovina (Figure 2- left).

Strategic thinking on the city level included the design of the new Airport building in Surčin, 16 km away from the Belgrade city center (Cvrčanin, 1951). Developing of the new airport implied the need for the first airport city for 30-40 000 citizens, located 15-20 minutes away from the city center but connected via highway and fast railway system (Figure 2 – right).



Les lignes aériennes prévues pour les transports intérieurs.

Figure 2 National level (left), City level (right) (Cvrčanin, 1951)

This plan can be perceived as the first strategic plan, yet the plan that included the network on all three levels: international, national and city level that will have a major impact on all further periods.

Strategic thinking in the period 1961 - 1975

Following period has been characterized by the tendency of continuous increase in air traffic (Draft of General Master Plan of Belgrade for 1972, 1971). Besides that, in this period strategic thinking of the air traffic network on an international level has not been recognized.

At the national level, one of the most important documents adopted in this period was Spatial Atlas of Yugoslavia 1972, named as "Atlas" due to its size but was really a Planning document by its content (JUGINUS, 1972). This Atlas was developed as the first document that emphasized the unity of Yugoslavian space since there were no Spatial plans by that time. Amongst other topics of spatial development, one segment of Spatial Atlas dealt with the development of airport network in the territory of former Yugoslavia. The network defined three different types of airports - the international airports, airports for internal traffic at the national level and local airports, as well as their load in relation to the developed capacities (figure 3). A measure of a load of airport operations (arrivals and departures), passengers and goods flow is presented in figure 3. This document will be exhibited as the part of the planning legacy at the MOMA exhibition: *Toward a Concrete Utopia: Architecture in Yugoslavia, 1948–1980*.

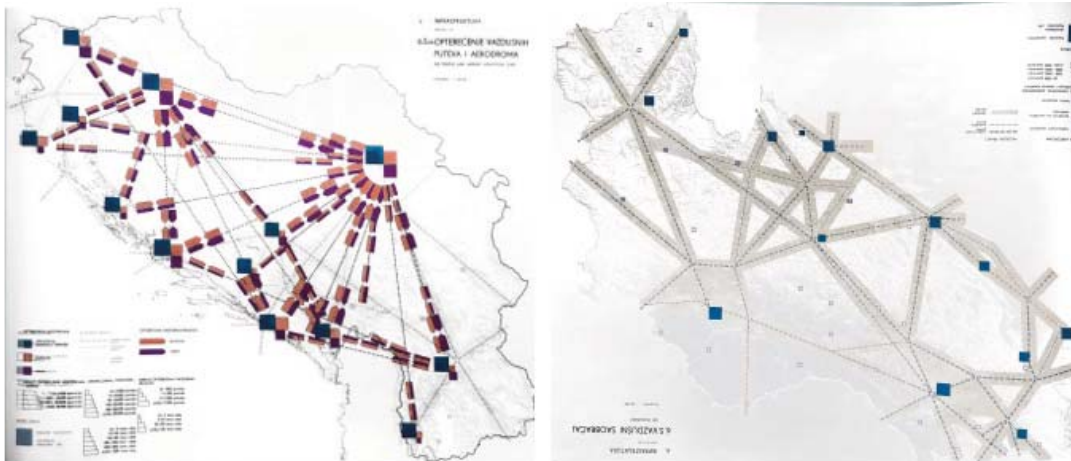


Figure 3 Air traffic network in Spatial Atlas of Yugoslavia (JUGINUS, 1972)

In this period, precisely in 1962, the new modern airport in Belgrade has been put into operation. Location for this airport was defined in the General Master Plan in 1950 while construction began in 1958. Draft of Belgrade Masterplan, presented in 1971, emphasized that current airport capacity will become insufficient by the year of 1985 while its location could limit further development of the city of Belgrade (figure 4-left) (Draft of General Master Plan of Belgrade for 1972, 1971). Although these assumptions have clearly been pointed out, they were not included in the final version of the Master Plan. At the contrary, this plan states that current airport has sufficient capacity for long-term perspective (figure 4-right) (Đorđević and Glavički, 1972). Additionally, the further development of the air traffic is observed through the need of the second airport, whose location hasn't been defined within this document.

In terms of Nis airport, in that time, it served as a national airport, connecting central and south Serbia to the Adriatic sea (Nis Airport, 2018).

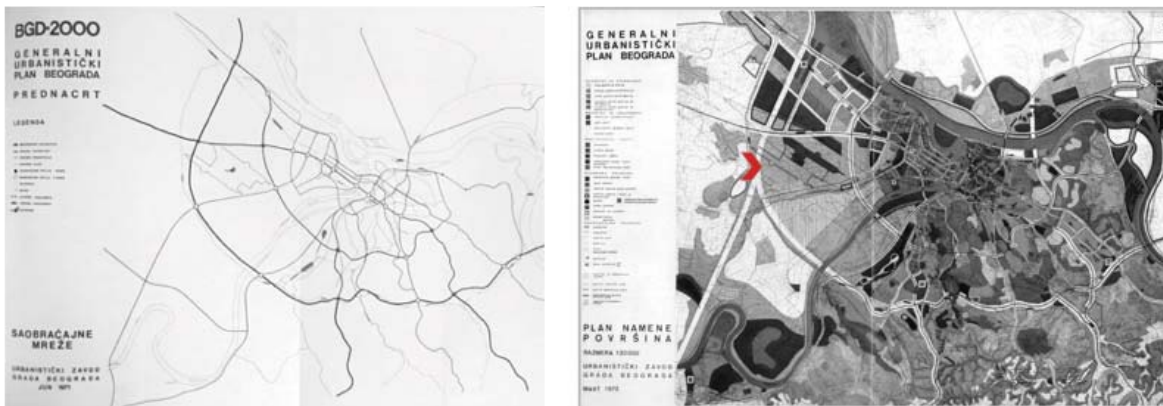


Figure 4 left: Belgrade Traffic Network (Draft of General Master Plan of Belgrade for 1972, 1971), right: Land use plan for Belgrade (Đorđević and Glavički, 1972)

Strategic thinking in the period 1976 – 1985

According to the heroic ideas settled in 1950's planning documents, Yugoslavia still maintained the goal of becoming a central point in the air traffic network while connecting Europe and the Middle East through three main Yugoslavian airports: Belgrade, Zagreb and Skopje airport. Strategic thinking about airport network on the international level has been presented in figure 3. Achievement of this goals can be traced through the number of air traffic passengers, comparing Yugoslavia with other European countries, line in line with Great Britain and France (Božičković, 1976).

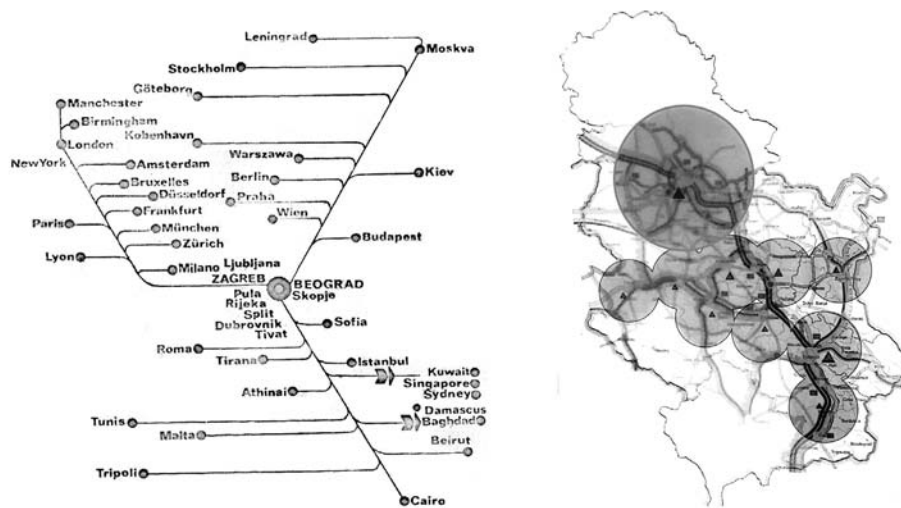


Figure 5 left: Yugoslavian airports in international network (Božičković, 1976), right: Gravitational zones of airports in Serbia (Osnove prostornog plana SR Srbije (for internal use), 1979)

Endeavour of making the Belgrade airport a central point of the airport network at the national level from 1950s to 1970s resulted in uneven distribution of passengers and goods across Yugoslavia, having Belgrade airport with 32% of entire air traffic, 31% of all passengers and 74.4% of all manufactured goods (ibid). These circumstances produced a capacity overload of the Belgrade airport. Additionally, Belgrade airport gravitational zone was covering only 10% of the entire territory of Serbia. Because of that, the main strategic goal in 1970s planning was ramifying airport network in the region of Serbia by the year of 2000 (Spatial Plan of Socialist Republic of Serbia, 1982; Draft Version of Spatial Plan of Socialist Republic of Serbia (for internal use), 1982). According to the expert analysis implemented in the Spatial plan of Serbia in 1980, Serbia should have 9 airports in 3 ranks: international, national and local (1 international airport, 2 national airports, and 6 local airports) (Osnove prostornog plana SR Srbije (for internal use), 1979). Distribution, geostrategic position and radius of serviced territory, both of existing and planned airports, have been presented on figure 4).

During this period, strategic thinking about airport networks at the city level included the adoption of General Master Plan for Belgrade in 1984. General Master Plan (figure 6 - left) predicted an increase of the capacity of existing airport in Surcin (Belgrade), both in airport facilities and extension of runways (Krstić, 1984), but also increase of the capacity of transport infrastructure - road connections between airport and city-center and building of two bridges over the Sava river (figure 6 - right). This increase in facility infrastructure was partly released in 1997, when the new terminal building was opened, while one of the planned bridges has been built in the first decade of 21st century.

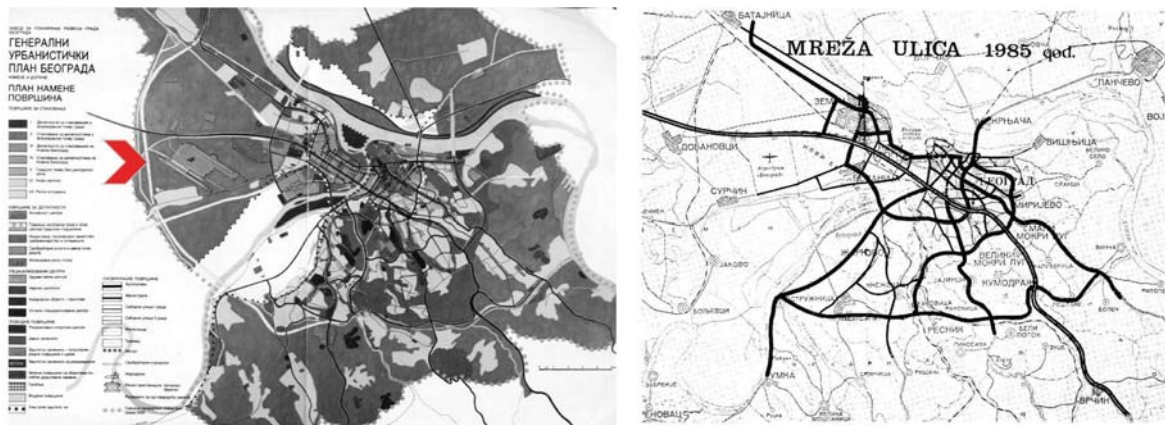


Figure 6 left: Land use plan in General master plan of Belgrade (Krstić, 1984) , right: Road network and the location of the airport (Božičković, 1976).

Strategic thinking in the period 1986 - 2003

Development of strategic thinking in this period is characterized by the lack of adopted planning documents concerning airport network on an international level. New socio-political conditions in the 1990s influenced stagnation of planning process as well, while the first strategic documents have been adopted at the beginning of 2000s, more than two decades after the previous one.

National and city level had the main role in the process of strategic thinking, which can be documented by the number of adopted plans on these two levels and the presence of the topic of airport network development within them. The most comprehensive plan was the Spatial Plan of Serbia and Montenegro from 2004, revised in 2010 and renamed to the Spatial plan of Serbia. Concerning airport network, plan underlines the idea of establishing a network of 16 airports with different rank: three international airports, the transformation of two military airports to civil use, eight regional airports and numerous airports for local sports and recreation (Spatial Plan of Serbia and Montenegro, 2004; Spatial Plan of Serbia 2010-2020, 2010). This plan is still in use but the network remained unformed.

On the city level, Belgrade and Niš can be recognized as the most important nodes of the previously mentioned airport network.

In case of further development of Belgrade airport, extensions of the runway and airport facilities were planned, both through General Master plan of Belgrade, adopted in 2003, and General Regulation Plan of Belgrade, adopted in 2016. The regulation plan proposes an extension of main Belgrade airport runway despite the existing housing settlement located nearby and transformation of existing military airport for civil use, predominantly low-cost flights (Plan Generalne Regulacije Beograda, 2016).



Figure 7 left_ National level of airports network (Spatial Plan of Serbia 2010-2020, 2010), right: Land use plan in Belgrade General Master Plan (Official Gazette of city of Belgrade, 2003)

General Master plans of Niš (both one adopted in 1995 - figure 8 and other in 2011) recognize the potential of Niš airport, not only as an airport for alternative flights, but as an airport with high quality infrastructure, potential for modernization and inclusion into the European airspace that could quickly result in passenger traffic growth (Niš General master plan, 2011).



Figure 8 Land use plan in General Master plan of Niš (Niš General master plan, 1995)

Nis Airport has been seen as a major economic impulse for city development, especially for this town where average salary is almost 10 % under national average rate (Statistical Office of the Republic of Serbia, 2018). Because of the recognized economic and social significance, citizens of the city of Nis are strongly against the change of ownership over the Nis airport (Politika, 2018), promised by the city authority to the Republic of Serbia with no costs attached but according to the clause in the Belgrade concession contract.



Figure 9 left: Citizens protest against change of the ownership from city to national level. left: <https://www.danas.rs/politika/vise-od-deset-hiljada-gradjana-na-protestu-ne-damo-niski-aerodrom/>; right: <http://www.novosti.rs/vesti/srbija.73.html:721505-AERODROM-NA-STAJANCI-Novi-protest-Nisljia-ispred-Skupstine-grada>

CONCLUSION

Strategic planning perspective about airport networks can be evaluated through several criteria: number and quality of expert studies, clarity and complexity of strategic goals in spatial and urban plans and presence of additional documents following planning process. Evaluation is conducted as a five-scale assessment:

- 1 - Lack of strategic planning perspective
- 2 - Low level of strategic planning perspective
- 3 - Intermediate level of strategic planning perspective
- 4 - High level of strategic planning perspective
- 5 - Superb level of strategic planning perspective

Structural and visual representation of the evolution of general strategic thinking ideas over the period from 1930 till 2018 is presented in Diagram 1. Diagram follows different strategic documents adopted over the time while evaluation assessment is presented with three different estimation lines for international, national and city level.

Development of the strategic thinking about the position of the Yugoslav airports in the international network reached its peak in the 1950s when Belgrade airport was envisioned as a central point for air traffic in Yugoslavia. Implementation of those ideas globally positioned Belgrade as one of the top airports in 1976 (as evidenced by (Božičković, 1976)). After this period, strategic thinking on this level was in constant decline due to the unstable economic and political conditions and the reduced role of planning.



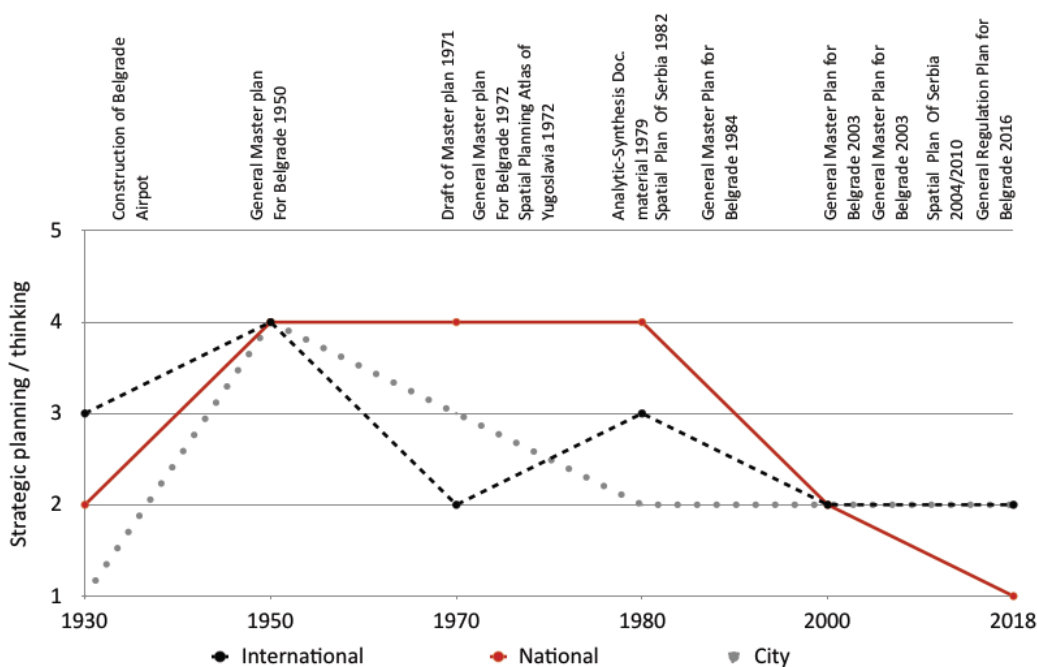


Diagram 1 Evolution of general strategic thinking ideas about airport networks in Yugoslavia / Serbia over the period from 1930 till 2018 (source: authors of the paper)

In terms of national level, it had constant significance in planning documents during the whole period of heroic time of planning (1950 - 1980). Through different documents, a planned network of airports was reconsidered and evaluated but always focused on the implementation of stated ideas. In these times, a great number of airports in Serbia were built or adapted to modern air traffic (Belgrade, Nis, Uzice, Kraljevo, Pristina, etc.), but only Belgrade and Nis outlasted and are present in today's air traffic network. From 2000 to present days, the economic aspect of single entities drove decision-making process, resulting in competitive relations among national airports. These conditions are developed according to the market rules despite the goals for the establishment of airport network.

Observation of development of the strategic thinking on the city level was evaluated through cases of Belgrade and Nis. Since they were built, all of the analyzed documents state the need for the capacity extension (new runways and facilities) that was only partially implemented through the reconstruction of existing facilities. Additionally, the rail line between the city of Belgrade and the airport was planned in early 1950 but has still not been constructed, while the increase of road traffic is only partially developed. Individually, analyzed cities continue to emphasize the need for infrastructure improvements, an increase of traffic flow and need for a capacity extension, but without considering how those extensions will influence existing built structure and further urban development.

Three level analysis indicates the extent of the impacts that cultural, economic and political changes could have on strategic thinking about airport networks. Returning to our original argument, the systematic decline of strategic thinking about any network potentially could lead to the dysfunctionality of its entities. Lack of functionality between single airports can be clearly observed in Serbian case. No matter how good heroic ideas are, using them without conducting expert analyses and without rethinking in correspondence to new economic, social, cultural and political conditions leads to the decline of strategic thinking about airport network and limits the possibility for network implementation.

ACKNOWLEDGEMENT

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