



**INTEGRATIVE STRATEGIC PLANNING AND DESIGN FOR
THE STRENGTHENING OF IDENTITY AND CULTURAL
TOURISM IN THE DANUBE CITIES - **SMEDEREVO****

INTEGRATIVE STRATEGIC PLANNING AND DESIGN FOR THE STRENGTHENING OF IDENTITY AND CULTURAL TOURISM IN THE DANUBE CITIES - SMEDEREVO

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GRAPHIC DESIGN

Marija Cvetković, M.Arch.

PUBLISHER

University of Belgrade - Faculty of Architecture
Bulevar kralja Aleksandra 73/II, 11000 Belgrade, Serbia

COVER PHOTO

Touristic board of Smederevo

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ISBN



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CULTURE AND YOUTH NETWORKS FOR RELEASING URBAN POTENTIALS

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ABSTRACT

The paper presents an overview of the possibilities for application of networks and collaboration in planning and urban governance in the case of complex and changing places in a specific local transition context. Culture and youth networks were developed through six master students' projects in the City of Smederevo within the thematic framework 'Strengthening Cultural Identity in the Danube Region' under INTERREG IV transnational cooperation programme. Network governance represents one type of governance. Culture and youth networks are used in urban governance due to their spatial dimension and the results they may achieve. The main aim of this paper is to point out at some of the advantages of network coordination within students' integrated urban projects identified as: improved capacities to solve complex problems, increased recognition and competitiveness, more efficient use of resources, and development of other governance and planning instruments. Completed students' projects point to the possibility of applying networks as urban governance instruments for activation of underused urban potentials, incorporation of new activities and land uses and establishing standards for entering European regional networks, integrating spatial interventions with actors and resources, and proposing new governance practices, which aim to enable innovation, as well as complementarity with traditional planning instruments.

KEYWORDS:

Culture and youth networks; integrated urban projects; new products; new urban governance practice; Serbia

1. INTRODUCTION

This paper discusses possibilities for the application of the urban governance instruments within the culture and youth (including employment) networks. The networks have been developed through six integrated urban projects (hereafter IUPs) modelled by students of the Master Programme in Integral Urbanism for the City of Smederevo under thematic framework of 'Strengthening cultural identity in the Danube area'. This specific topic was derived from the orientation of the master programme towards the subject of sustainable and integrated urban development. Final master projects are developed within the platform for collaboration, established by the Faculty of Architecture with local communities, international faculties and projects, professional institutions and organizations from the public, private and civil sector (Maruna et al, 2018; Milovanović et al, 2018). Collaboration with various institutions, especially international faculties and projects aims to promote the use of EU instruments of sustainable urban development in order to develop and strengthen capacities in the field of planning and governance. The collaboration was initiated to enable: 1) international support with a view to introducing new knowledge from the European urban practices into the teaching process and education of the profile of experts in accordance with the changing socio-economic context in Serbia, and 2) testing the application of new instruments in the local environment (Maruna & Čolić, 2015; Čolić, 2015b). From 2013 to the present, the following topics of integrated urban development have been incorporated through the teaching process: climate resilience and risk disaster management, multi level governance, public property and public interest, localization of SDGs, cultural identity and urban governance instruments.

The paper discusses the possibilities for the application of networks and collaboration in planning and urban governance on the case of complex and changing places in a transitional context of a post-socialist country of Serbia (Čolić, 2015a). The main argumentation for the application of urban governance, and specifically

application of its instruments, is based on the viewpoint that students should acquire knowledge about a wide range of urban problems in order to be prepared for new planning roles that require understanding of urban and regional policies, work of public services and other actors, and where knowledge of different governance and planning instruments is of importance (Innes *et al.*, 2010). As urban governance is better assessed when it relies more on practical experimentation and learning new norms' (Hyden, 2011, p. 19), this paper assesses certain aspects of the application of the networks and network governance on the case of the City of Smederevo.

2. NETWORKS

Network governance is one perspective of the broader idea of governance (Rhodes, 1997). Along with partnerships, pacts and hierarchies, networking becomes more and more present. Networks are less formal, less stable, less noticeable, but they can be effective. They appear as a form of governance aimed at establishing a balance in the fragmentation of the administration's work with regard to territory (Innes *at al.*, 2010), also understood as a socio-economic category (Čolić, 2015a).

Networks allow for information exchange, better coordination, establishment of a common culture and gathering stakeholders around a common vision. Such networks enable greater sensitivity in relation to the local reality (Hajer & Vagenaar, 2003) and can enhance coordination and understanding beyond the boundaries of public sector competences, levels of administration, professional disciplines, etc. Networks have a spatial or territorial base (Blanco *et al.*, 2011). In other words, they are place-based (Innes *et al.*, 2010). They are mostly self-organized and task-oriented. They are comprised of interdependent actors who recognize the possibilities of adding value to working together, accessing and mobilizing resources. From a practical point of view, the network is a group of individuals or institutions linked by connections that are not hierarchical or contractual. As such, networks are flexible systems.

In cities, networks are recognizable – they also gather public sector actors from multiple levels in order to solve problems that no one directly is responsible for (Hajer & Vagenaar, 2003). There are examples of collaboration between private and public sector where the focus is mostly on economic development, employment, culture, or examples of networks in the field of urban regeneration, climate change, water management, economic competitiveness and social justice, and more (Blanco, 2013; Innes *et al.*, 2010; Kearns & Padison, 2000). Such networks can lead to the formation of more formal partnerships or initiate work on concrete projects, along with the development of other governance instruments.

Network governance does not exclude the application of traditional governance instruments – plans, decisions, regulations, etc (Blanco, 2013). Both of these are required in order to ensure the funding and legitimacy for the results of cooperation networks. In conditions of great complexity and uncertainty, the use of networks' capacities to connect people, ideas and knowledge in changing combinations of organizations and problems, may be necessary (Booher & Innes, 2002; Innes *et al.*, 2010).

The characteristics and results of urban governance, and in particular the application of networks, can be diverse. The experiences of successful examples of network governance (Innes *et al.*, 2010, p.21) highlighted the importance of involving different, interconnected stakeholders, collaborative dialogue, joint knowledge development, creating social and political capital, and boundary spanning. The benefits of network coordination include improved learning, more efficient use of resources, increased capacity for planning and solving complex problems, greater recognition and competitiveness (Provan & Kenis, 2008). Urban governance is characterized by creativity through the process of developing a 'new product' (Healey, 2004, p.89). These can be cultural buildings, commercial, public spaces and physical structures that represent the city's social culture, as well as new governance practices operationalized through different forms (Tasan-Kok &

Vranken, 2011).

Some of the above mentioned results of the networks are recognized within the students' projects - a better recognition and improved urban identity based on cultural assets and social capital, a new way to access and utilize resources, inclusion of different stakeholders, creation of a 'new product'. These results are presented in the following section.

3. CULTURE AND YOUTH NETWORKS FOR RELEASING URBAN POTENTIALS - THE CASE STUDY OF THE CITY OF SMEDEREVO

3.1. Master project as field for testing urban governance

The work on master projects served as a polygon for testing the applicability of instruments for urban governance and territorial development. In addition to the topics of culture and youth in relation to the instruments of urban governance, attempts have been made in applying practice-oriented and collaborative learning within the master project development. Thus, the students had an opportunity to work on live examples from practice in solving real problems. Beside the studio method, field visits, presentations and consultations with representatives of local institutions and interviewing citizens, the consultations with members of the mentoring commission, were organized as well. The aim was to achieve better understanding of problem and proposal for its solving, gain knowledge on different governance and planning instruments, while the expected result should take a form of integrated urban projects for strengthening cultural and urban identity.

Within IUPs, the networks served as a 'release potential' or synergy through collaboration, to locate specific interventions in space, and aimed at improving the urban environment in general. The problems and potentials of the local context were further examined through the dialogue with representatives of the local community. The place-based aspect of urban intervention enabled

considering cultural, economic, ecological and social aspects as a whole, and their complex and intertwined relationships.

3.2. Master project as field for testing urban governance

An emphasis on networks was initiated by students during their work on master thesis, which preceded the development of IUPs (Fig. 1).



Fig. 1: Applied IUPs networks (Source: Authors)

The support for interventions in students' projects were the following networks: EU 'INTERREG IV Program for Danube Region' / Culture and Solidarity; a network of public spaces, including the Smederevo Fortress, nominated for UNESCO protection of cultural property, whose proclamation is preconditioned with the regulation of public spaces and the removal of the railway; UNESCO creative cities network; EUROVELO European cycle route network; UNCTAD Creative Economy network; Culture Action Europe; ERIH - European Route of Industrial Heritage; TICCIH - the International Committee for the Conservation of the Industrial Heritage; ICOM - International Council of museums; ATRIUM - Architecture of Totalitarian Regimes of the XX Century in Europe's Urban Memory (socialist heritage); ECOP - Youth Cooperative Entrepreneurship, YFI as European Youth Forum; Cultural Routes of the Council of Europe, Roman emperors and Danube wine route, etc. The goals of these networks are shown in Table 1.

Table 1: The goals of applied networks

NETWORK NAME	GOALS
ERIH	<ul style="list-style-type: none"> -the extension of the concept of the route to the whole Europe, -organization and participation of events related to industrial heritage, -linking with other cultural networks, -fundraising or other sources of financial support
TICCIH	<ul style="list-style-type: none"> -study of industrial archaeology, protection, promotion and interpretation of industrial heritage, -attracting enthusiasts and experts from many complementary areas
ICOM	<ul style="list-style-type: none"> -preservation and protection of cultural assets, -setting standards for museums
Culture Action Europe	<ul style="list-style-type: none"> -raising awareness about the contribution of culture to the development of sustainable and inclusive societies, -cooperation and dialogue between different actors in the field of arts and politics
UNCTAD	<ul style="list-style-type: none"> -development of knowledge and examples from practice, facilitation of strategic alliances and networking among governments, creators, business community and civil society
UNESCO	<ul style="list-style-type: none"> -promotion of international cooperation agreements to secure the world's cultural and natural heritage

ATRIUM	<p>-enables the research of cities through structures typical for the different socio-political systems - facilities recognized as a part of this heritage are promoted as open-air museums.</p> <p>-opening critical historical discourse at local and European level in order to create a common perception of citizens about the history and acceptance of its products, including urban spaces</p>
ECOCOPE	-raising awareness, interest and knowledge about the importance of a cooperative business model and its potential to influence the problem of youth unemployment
YFJ	<p>-greater participation of young people.</p> <p>-stronger youth organizations and strengthening autonomy and inclusion of young people</p>
Vitis Route Cultural Route of the CoE, 2009	-promotion of the quality of life in rural areas, wineries, people and technologies as a part of culture and ways of preserving European tradition
Roman Emperors and Danube Wine Route Cultural Route of the CoE, 2015	-promotion of Roman heritage and winegrowing culture

The networks initially served as a source of inspiration and creativity for project proposals, setting standards for accessing networks, and more. In addition, during work, it became clear that some features and potentials of network application can also be considered in the IUPs, such as: greater recognition based on cultural identity

and social capital, new ways to access and use resources, involvement of different stakeholders, creation of new cultural and employment modalities, introduction of new urban governance instruments.

3.3. Assessment of application of networks in students' projects

Relying on the specificities of the local context, the framework for assessment of networks in students' IUPs was established. The assessment of IUPs is composed of the following aspects:

1. Strengthening of urban and cultural identity by activating under-utilized potentials,
2. Implementation of networks for establishing standards and criteria for spatial interventions and introducing new topics and land use,
3. Linking place-based interventions with actors and funding, and
4. Enabling new governance practices, including complementarity with traditional instruments.

STRENGTHENING OF URBAN AND CULTURAL IDENTITY BY ACTIVATING UNDERUSED POTENTIALS – The activation of underused potentials enables raising of attractiveness and strengthening of urban identity, which is one of the goals of urban governance (Healey, 2009). The underused potentials recognized in master students' projects are: registered and unregistered cultural heritage, brownfield locations, public spaces, youth activism, youth employment and social capital, and resources – capacities and funds.

The potentials for revitalization of registered cultural heritage, buildings under previous culture heritage protection, architectural and urban heritage from the socialist period, industrial heritage, are not based only on the architectural value of the buildings, but also on contributing local economic and social development. Brownfield locations, mapped in the Smederevo area

are: old Ironworks complex, tobacco monopoly, salt monopoly and silos, Hotel 'Smederevo', wine cellar 'Godomin', 'dom JNA', barrack 'Ivan Stefanović Srba', tillery 'Nikola Krga', construction company '16. Oktobar' and others. Although one of the recognised potentials is the possibility of re-activation of brownfield locations through their revitalization, the focus of the projects is not only on physical intervention, but also on defining a possible management model which would allow their further development. Public space in the city is considered as a field with great potential for interventions including: the arrangement of waterfronts, public spaces, renewal of common spaces in housing blocks, and the development of a network of open public spaces.

IUPs emphasize the importance of youth activism, youth employment and social capital, and recognize knowledge and skills as their most prominent potential. The local context is characterized by the unclear strategic commitment through policies and plans, insufficiently harmonized market and education needs, as well as lack of systems and programs that allow the transition of youth from the sphere of education to the sphere of business. At the same time, youth are recognized as a socially vulnerable group. Another potential recognized in IUPs is an overview of available resources - competencies of existing institutions and sources of funding.

IMPLEMENTATION OF NETWORKS FOR ESTABLISHING STANDARDS AND CRITERIA FOR SPATIAL INTERVENTIONS AND INTRODUCING NEW TOPICS AND LAND USE - IUPs incorporate an analysis of standards and criteria for inclusion in the networks: UNESCO Heritage (Smederevo Fortress), ERIH and TICIH networks, ATRIUM network of cultural heritage from totalitarian regimes, ECOP and YFI networks dealing with the issue of social entrepreneurship and active inclusion of young people, etc. Such an analysis of standards for networking gave the initial criteria for interventions. At the same time the IUPs' aspiration was joining the European networks after meeting standards.

The IUPs' interventions were set up at different spatial

scales of individual buildings and locations, urban areas, paths and routes, networks and territory of the city (Figure 2).

A wide range of topics opened up a set of possibilities for the application of various place-based interventions: extension and revitalization of public spaces including the Danube river waterfront; reconstruction and revitalization of cultural heritage of different levels of protection; urban regeneration of deprived locations and quarters; better use of underused construction land, and renewal of urban pockets and neighbourhood common places (Table 2).

Table 2: Aspects of activation of underused urban potentials in IUPs

PLACE-BASED INTERVENTIONS	<ul style="list-style-type: none"> -better use of underused construction land -revitalization of public spaces -reconstruction and revitalization of cultural heritage -urban regeneration of deprived areas -renewal of urban pockets and neighbourhood common places
THEMES	<ul style="list-style-type: none"> -brownfield development -creative economies -promotion of industrial heritage and socialist urban heritage -public spaces networking -youth entrepreneurship -social inclusion and social capital -maintenance of the housing stock -new urban governance models
NEW LAND USE	<ul style="list-style-type: none"> -mixed land use -public use (public spaces, green areas, culture, education, social protection ...). -commercial -housing

NEW PRODUCTS	<ul style="list-style-type: none"> -new culture and youth employment facilities -new elements of the city urban dimension -'new market niche' -new governance practice
NETWORKS' INFLUENCE	<ul style="list-style-type: none"> -meeting standards and joining European networks

New activities also included the themes such as: reuse of brownfield sites, development of new management models for brownfields, thematic industrial heritage routes, creative economies, a museum of wine and viticulture, activation of water front public space in a participatory manner, youth entrepreneurship, start up companies, social inclusion (youth centre), development of social capital through activation of youth as a vital part of society, initiation of urban protection treatment for socialist architectural and urban heritage, maintenance of residential buildings and introduction of the neighbourhood committee as a new urban governance model, reuse of facilities under previous protection for accommodation capacities, inclusion of investors through public-private dialogue, introduction of bicycle paths and urban mobility, etc. In this way, a whole range of new land use was obtained, including mixed land use, public use (public spaces, green areas, culture, education, social protection ...), commercial and housing land use. As a result of releasing urban potentials and creative endeavours (Healey, 2004), the students identified the following 'new products': new spaces for culture and youth employment; new elements of the urban dimension of the city manifested in public spaces and rehabilitation of cultural heritage, urban regeneration of deprived areas, rational use of construction land through reuse of brownfield sites, etc.; 'new market niche' - the Danube river water front, new segments of Eurovelo bicycle route, youth inclusion and employment opportunities, and the new governance

practice consisting of various governance instruments, as outlined below.

LINKING PLACE-BASED INTERVENTIONS WITH ACTORS AND FUNDING - The analysis of problems and potentials of the local context enhanced students to recognise the lack of funding, the lack of planning documents, unresolved property issues, as well as insufficient institutional capacities for better urban governance. The importance of raising the capacities of the public sector has been recognized as one of the objectives of the IUPs and proposed through inclusion in international networks and facilitating peer to peer learning, involvement of actors from the private and civil sector through public-private dialogue and partnerships, and active citizen participation.

The IUPs emphasize the relevance of institutional and cross-sectoral cooperation, since it offers an opportunity of gathering all stakeholders, their joint discussions and collaboration that would lead to defining priorities and adjusting projects to the local context. Besides opening of the new themes, institutional and cross-sectoral coordination facilitates linking and harmonization of the work of various institutions dealing with similar topics, enable more efficient budget management, decision-making transparency, and enhance projects' implementation. A review of the potential stakeholders is given in Table 3.

Table 3: Potential stakeholders of Smederevo IUPs

LOCAL PUBLIC ACTORS	<ul style="list-style-type: none"> -City of Smederevo -Local Economic Development Office -Public enterprises -Tourist organization of Smederevo -Cultural Centre -Smederevo Museum
REGIONAL	<ul style="list-style-type: none"> -Regional Institute for Culture Heritage Protection, Smederevo -Regional Development Agency „Braničevo-Podunavlje“

NATIONAL	<ul style="list-style-type: none"> -Institute for Culture Heritage Protection of Serbia -Development Agency of Serbia -JSC Serbian Railways -Republic Water Directory -University in Belgrade – Faculty of Architecture
INTERNATIONAL	<ul style="list-style-type: none"> -Interreg IV Cross Border programme (INTERREG IVA) -Transnational programmes (INTERREG IVB) -Interregional Co-operation (INTERREG IVC)

Each IUP defines the main stakeholders, partners and other involved actors. Beside the existing institutions and departments at the local and regional level, the key stakeholders are also recognised as a new governance entity, such as the neighbourhood committee envisaged in the project 'Residential Commune in the Pocket' which deals with the mobilization and renewal of socialist urban and architectural heritage. Also, the multidisciplinary workgroups are proposed as a potential stakeholder in the IUP dealing with the development of the facilities for managing the complex of Old ironmongery.

The budget is planned for each of the projects - local budget, private investments and public-private partnership, and national and international funding (Table 4).

Table 4: Potential national and international funding for IUPs

NATIONAL SOURCES	<ul style="list-style-type: none"> -Development Agency of Serbia -Ministry of Culture and Information -Open Society Foundation -Environmental Protection and Energy Efficiency Fund
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INTERNATIONAL FUNDING	EU funds	IPA - Instrument for Pre-Accession Assistance	<ul style="list-style-type: none"> -IPA 2014 - 2020. -Cross-border and transnational cooperation (Danube Transnational Programme)
		EU programmes	<ul style="list-style-type: none"> -COSME Programme for Employment and Social Innovation -Creative Europe -Europe for Citizens -Horizon 2020
	Banks	Cohesion policy and other funds	<ul style="list-style-type: none"> -Cohesion policy -Western Balkans Investment Framework - WBIF -Solidarity Fund (EUSF)

ENABLING THE NEW GOVERNANCE PRACTICES - According to contemporary trends in urban governance, the IUPs stress that the implementation of the proposed projects requires the use of new instruments of urban governance that exceed the recognized limitations of a traditional, sectoral approach to urban planning. Relying upon previously identified and analyzed urban policies and initiatives that are already launched in the public sector (at local, regional, national and international level), students emphasized the need for introduction

of instruments that allow more efficient multi-level governance and involvement of different stakeholders at different levels.

Table 5: Complementary urban governance and planning instruments

NEW URBAN GOVERNANCE INSTRUMENTS	<ul style="list-style-type: none"> -networks -public participation -public-private dialogue -public-private partnership -increase of transparency in decision-making -neighbourhood committee -management models -capacity development
TRADITIONAL URBAN PLANNING INSTRUMENTS	<ul style="list-style-type: none"> -Urban Design Project -Detailed Regulation Plan -General Regulation Plan

In addition to the European culture and youth networks, the IUPs initiated introduction and combination of other urban governance tools such are public participation, public-private dialogue, atlas of locations for investors and increase of transparency in decision-making, public-private partnerships, neighbourhood committee, management models and capacity development (Table 5). For example, projects dealing with a problem of re-activation of brownfield locations - 'Capacity Development for Networking and Management of the Old Ironworks Complex' and 'Revitalization of Brownfield Locations through Creative Economies - Brown-up' foresaw the introduction of public-private partnerships and project management. Project 'Atlas of Cultural Heritage (for Investors) - Pearls of the Danube' introduces an interactive map of locations for investors, as a tool for a transparent communication, and a public-private dialogue, while project 'Residential Commune in the Pocket' has envisioned a neighbourhood committee and citizen participation.

4. CONCLUSIONS

This paper is an analysis of IUPs developed by students within their master projects within the perspective of application of culture and youth networks. The time will show if some of the IUPs will be realized in practice. It should be noted that students' master projects do not have a practice-based research design that would allow for a critical overview of the results of the use of governance networks. However, the intention of the analysis of the application of networks in students' projects was to indicate the possible fields of intervention by their application. The results of this analysis are encouraging.

In seeking for the new ways to be creative and to access and utilise resources, testing of instruments for urban network governance was intended towards not only problem solving but also for the better use of underused potentials. In this way, it is possible to raise attractiveness and strengthen the urban and cultural identity.

The applied networks can set standards for place-based interventions at different spatial scales - from single location to the entire city territory. These interventions relate to the better recognition of culture heritage, development of new commercial, public spaces and physical structures that represent the city's social culture. Also, these interventions relate to more intensive use of underused construction land, reuse of existing urban structures through urban renewal and regeneration. Each of the interventions is related to available funding - local budget, public-private partnership, EU funds, national budget, etc., where the resource blending has been applied. By understanding of the influences and interests of various stakeholders, each project contains a detailed analysis in relation to the steps in the process of formulating the proposal. In addition to European networks of culture and youth, a combination of other urban governance instruments including capacity building, participation, public-private dialogue, and public-private partnership, has been initiated. Traditional urban plans were also considered within the process. The aim was not to exclude each other but to point

to the complementarity between traditional and new instruments for urban development, depending on the purpose of urban interventions.

One of the first steps in evaluation of the success of student projects was the nomination of student project 'Capacity Development for Networking and Management of the Old Ironworks Complex' ('Stara železara') by the Commission for the selection of the most successful final master projects of the Faculty of Architecture 2017/18 for the "Inspireli" Awards competition in Urban Planning (UBFA, 2018). Also, graduated students presented their IUPs at an exhibition in Smederevo at the Cultural Centre in September, 2018. IUP 'Urban Management of Public Spaces Network as a Cultural Heritage of the Community - Connect (for) the City' won the first prize in category of students' projects at International exhibition Salon of Urbanism in Ruma in November 2018.

In addition to learning through collaboration and examples from practice, networks have proved to be an inspiration for working in a studio. Namely, at the first presentation of the project proposals in Smederevo in June 2018 students prepared a list of possible European networks, and suggested them to local partners. Worth to mention is that the process of working in studio substantively changed during the course. The students insisted on the joint work in the group. They constantly exchanged the data on the results of the research, field and interview data and complemented each other with new ideas and contributions. They discussed in group the underused potentials and open field for future research. These contributions created an environment for a joint work on a joint project, whereas the studio began to function as a network itself.

This paper aims to demonstrate that the orientation of academic institutions towards the contemporary issues of sustainable and integrated urban development and urban governance, within the partnership with local community and the EU transnational cooperation project, supports the better recognition and strengthening of local urban and cultural identity. It has

a social relevance too. Dynamics of development of IUPs enable the formation of new capacities in interaction with the social environment. Under the conditions of change, the academic institution holds the potential for reflexion and flexibility in order to respond to the new urban challenges.

5. ENDNOTES

Supervisor Ratka Čolić, PhD, Assistant Professor; Junior Supervisor Jovana Bugarski, MA Teaching assistant; Students: Stefan Hadži Arsenović - 'Revitalization of Brownfield Locations through Creative Economies - Brown-up'; Milica Đurđević - 'Smederevo - European Youth Capital'; Nevena Mandić - 'Atlas of Cultural Heritage (for Investors) - Pearls of the Danube'; Srđan Mićanović - 'Capacity Development for Networking and Management of the Old Ironworks Complex'; Milica Ristović - 'Urban Management of Public Spaces Network as a Cultural Heritage of the Community - Connect (for) the City'; Margita Vajović - 'Residential Commune in the Pocket'.

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