

Conference proceedings
GLOBAL VILLAGE - SHELTER FOR RESILIENT LIVING

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Conference proceedings

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GLOBAL VILLAGE - SHELTER FOR RESILIENT LIVING
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A word from editor:

We are living in a Refugee World running away from ourselves. Constant movement is its main characteristic: We are nomads. Can global village be the shelter for us? Is it a new paradigm for architecture and planning?

Networks of local and traditional patterns and forms of living are breaking down. It can be said that in this context, “iconic nomads” are formed and mature as spokespersons of local cultures. They are bearers of collective and personal identity and as such participate in creating a global village, incorporating elements of diversity and establishing new socio-cultural networks. The conference will discuss the advantages and disadvantages of this paradigm at the architectural, urban-morphological, technological and planning level.

Dr Tatjana Mrdenović

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COPING WITH MIGRANTS' FLOW IN BALKANS: CASE STUDY OF SERBIA RESOLVING MIGRANTS' HOUSING PROBLEMS

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Abstract

This paper presents a case study from Serbia, a local setting that faced a migration crisis in 1990s, that continued at the beginning of the 21st century. The focus is on urban planning, new governance practice and housing solutions as a response to the crisis. Serbia faced problems regarding the influx of migrants - refugees (displaced persons from Croatia, Slovenia, and Bosnia and Hercegovina), internally displaced people (IDPs from Kosovo and Metohija), and immigrants (from another countries), without a ready-to-use policy. The process of political, economic and social transition went hand in hand with the migration crisis. Urban planning practice and housing policy were subsequently affected by these processes. As an EU candidate and a country committed to UN programs, Serbia received support for the socio-economic integration of migrants in several international programs.

This paper takes a stock of the 25 years long efforts in implementation of formal urban planning and new governance instruments for housing solutions for migrants in Serbia. The research examines the relationship between national and international programs in the field on one hand, and state-level and local policies and practices on the other. It analyses the legal framework, regulations and norms, and governance practices in the field of housing solutions for migrants. The findings related to the good practice examples are discussed in the context of responsiveness of planning practice and urban governance to migrations in Serbia.

Key words: housing solutions, planning and governance instruments, refugees and IDPs, post-socialist transition, regulation in housing and planning

I. Introduction

Serbia received support for the socio-economic integration of migrants through several international programs since 1990s. The actions under the international programs² influenced derivation of systemic solutions for providing housing needs for the local population affected by transition and poverty, as well. What is common to the aforementioned solutions is that they were tested in practice, and later influenced the changes in regulation and policies.

With the support of international community, Serbia has provided 15453 different housing solutions for 45000 users in period 1992-2014 (Čolić et al., 2018). Each of the permanent care programs was designed to suit a specific category of families from the migrant population. These categories include models of self-construction, assistance in construction materials, purchase of rural houses, allocation of prefabricated houses, accommodation in social protection institutions (gerontology centers and other institutions), social housing, social housing in protected conditions (foster projects), etc.

The contribution of this paper is to offer a basis for understanding the influences of migration crisis on the development of a specific mix of traditional planning and new governance instruments for housing solutions for migrants. The research analyses the legal framework, regulations and norms, and governance practices in the field of housing solutions for migrants. Finally, the paper contributes to a better understanding of transformation and adjusting of practice, concepts and methods for urban development and urban governance to the specific local circumstances.

2. Mix of government and governance methods

Governance practices use the available mix of government and governance methods to alter institutional capacities (Fukuyama, 2013; Hyden, 2011; Jessop, 2016). Governance does not exclude the application of traditional planning instruments —

² UNHCR, UN-HABITAT, UNDP, SDC (Swiss Development Corporation), OSCE, CEB, KfW, etc.

plans, decisions, regulations, etc. (Blanco, 2013). Both types of instruments are required in order to ensure the funding and legitimacy for the achieved results.

The results of urban governance can be diverse. The successful practice examples highlight the importance of involving different, interconnected stakeholders, collaborative dialogue, joint knowledge development, creating social and political capital, and boundary spanning (Innes et al., 2010). Also, results can be new governance practices (Tasan-Kok & Vranken, 2011). The results of the interplay of formal planning and new governance instruments are recognized, and presented in the following section in the context of migration crisis in Serbia.

3. Migration, urban planning and new governance instruments in Serbia

Serbian planning system is influenced by its path dependency in relation to socialist era and later transitional stages. It revolves around the instruments of regulatory and land use planning at different administrative levels. Moreover, it is directed towards adjusting to market economy and EU perspective, where various international influences were developed during the period of support through programs for the socio-economic integration of migrants (Čolić et al., 2021).

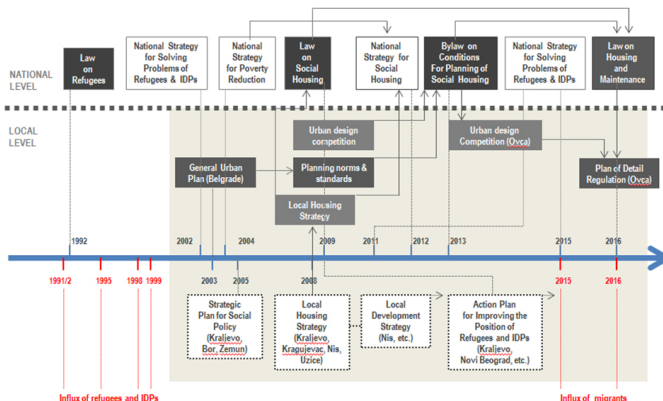
The construction of apartments intended for migrants mainly relied on projects that were result of urban-architectural competitions and urban plans, followed by promotion of integrated and participatory approach (Ramirez et al., 2008; Nedović-Budić et al., 2011). One of the novelties introduced in the legal framework (Law on Housing and Buildings Maintenance, 2016) was application of norms and standards for social housing (Table 1).

Size households	New category introduced- Type of flat	Net useful the surface of the apartment
one-person	studio or one bedroom apartment	22 - 30 m ²

two-person	one bedroom, one bedroom and half or two bedroom apartment	30 - 48 m ²
three-person	one bedroom and half, two bedroom or two bedroom and half apartment	40 - 56 m ²
four-person	two bedroom, two bedroom and half or three bedroom apartment	50 - 64 m ²
five-person	two bedroom and half, three bedroom or three bedroom and half apartment	56 - 77 m ²
six-person	three bedroom, three bedroom and half or four bedroom apartment	64 - 86 m ²

Table 1: *Norms and standards for social housing*

In order to further define the conditions for planning of social housing at the national level, several novel regulations and policies have been developed. They defined the principles of fairness, non-segregation, and availability of services, rationality, as well as social, financial and institutional sustainability of social housing. Also, various imported governance instruments have been applied for solving the problems of housing and integration of migrants (Scheme 1).



Scheme 1: *Formal and informal instruments*

From several governance instruments e.g. local social policy, housing strategy, action plan for improving the position of refugees and IDPs - the housing strategy and housing agency became integral instruments of the 2009 Law on Social Housing.

The presented experiences in application of governance instruments are operationalised outside of the domain of traditional urban planning. Although both urban plans and urban-architectural competitions are considered formal planning instruments, their adaptation and qualitative improvement were influenced by experience from practice. Scheme 1 points out that positive practical experience has been translated into national policies, as well.

In the field of governance instruments, it is often emphasized that their role is to link planning with various institutions and financial resources. However, these instruments may also serve for solving specific problems, such as housing for migrants. The strategies and action plans were based on the approach which encourages wide citizen participation and stakeholder involvement. In that way, it was possible to confirm the legitimacy of public sector intervention in reducing social inequalities. Although the initial purpose was to provide the housing solutions included social groups of the domicile population that were not able to acquire housing under market conditions.

4. CONCLUSIONS

In the conditions of change or emergency, the focus of planning should be on methods that provide more clarity in the field of development policies and responses to challenges. In this paper, we used the interplay of formal planning and new governance instruments as a field for understanding influences of migration crisis. Experienced systems use both traditional and new methods to solve problems or achieve goals and development activities. Such methods do not exclude each other, but are complementary. This paper contributes to a better understanding of the transformation and adaptation of urban planning and urban governance practices, which are carried out in specific local circumstances.

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