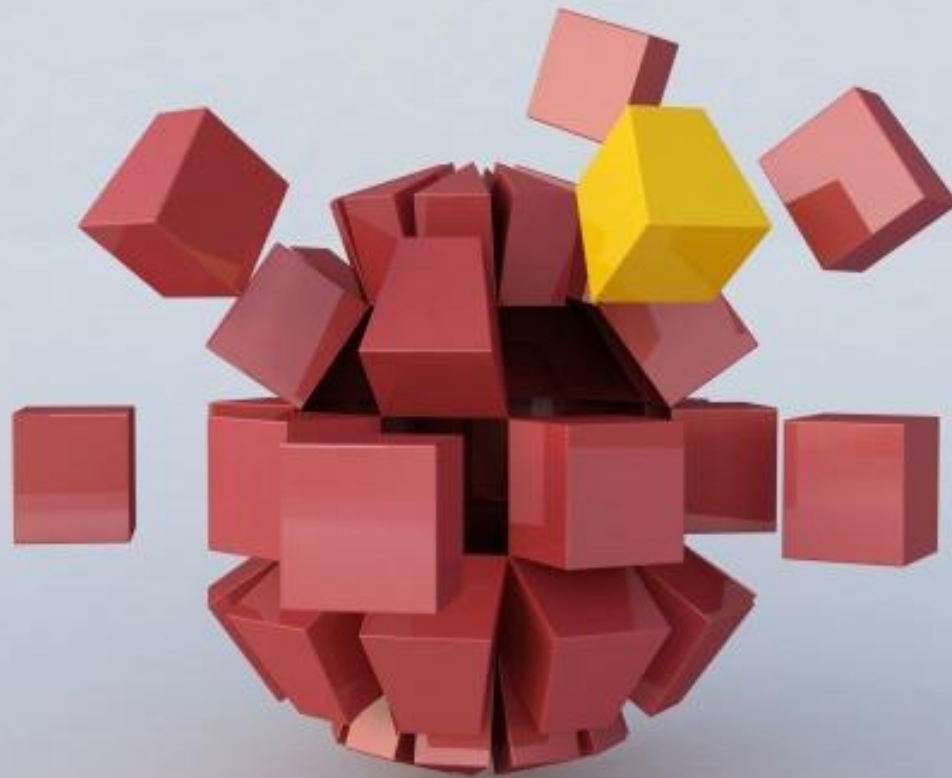


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INTEGRATIVE ENDEAVOURS IN THE FORMER YUGOSLAVIA'S PLANNING SYSTEM



Department of Planning and Regional Development, School of Engineering, University of Thessaly,

VOLOS, 2nd of November, 2016

Structure of the lecture

- Introduction
- Normative Aspects of Integration in Planning
- Main Aspirations behind Integration in Planning in the SFRY
- Aspects of Integration in the SFRY's Planning System
- Spatial Planning – A Locus for Integration?
- Impediments to Integration in Planning in the SFRY
- Concluding remarks and open questions



Introduction

- **Planning** - just **one of the mechanisms** of the governing system;
- **Changing context** – goals, swinging between **opposite** patterns, driving forces and values: *market and plan, centralization and decentralization, rational and irrational, private and public, control and free will, science and culture, development and conservation, past and present, right and wrong ...;*
- **Planning system** - efficient **answers** to changing circumstances and expectations – **technology** (theory, methodology, institutions, legislation, practice);
- **Multi-disciplinary, -sectoral and -scalar** - myriad, isolated, confronting **perspectives** on:
what, where, when, how and why we should intervene.



Introduction

- finding **particular** solutions - a certain level of **integration** – as a *unifying process* of meeting the requirements of:
 - **comprehensiveness** at the input stage;
 - **aggregation** in the processing of inputs; and
 - **consistency** with outputs;
- *process to incorporate parts into a whole so that they work together* - far more complex tasks **within a planning system** as a whole.
- **Isolation and conflicts, poor technology** – inconsistency, overconsumption of resources – a **certain extent of dysfunctionality** of the **system** – **poor results**;
- External and internal tensions - **gap between theory-practice**;



Introduction

- Is integration unanimously and continuously **promoted and applied as a powerful antidote**?
- What are the **main aspects** of integration in planning?
- **The SFRY's** planning and its context in the period from **the 1960s - the late 1980s**:
 - Ex-Yu version of a “welfare state” - efforts to **integrate** different elements of the **West and East**;
 - **golden era** of comprehensive physical/spatial planning, innovative and up-to-date integrative solutions;
 - **contributions** of its planners about the **impediments echo** in the current discourse and offer perspective.



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Normative Aspects of Integration

- **Golden Decade** (West) – **comprehensive/rational**, positivism, top-down policies, technical expertize, public interest, integrated approach;
- During the **1970's and 1980's**:
 - the economic crisis,
 - political turns,
 - domination of the market,
 - criticism of the rational model - the crisis of planning,
 - **relative abandonment** of integration;
- **Since the late 1980s**:
 - Postmodernism;
 - intensified globalization,
 - Europeanization,
 - more efficiency and democratization
 - **sustainability** - aspects of the integration:



Normative Aspects of Integration

- synergies: **economic, social and environmental pillars**,
- **long - , medium- and short- term** considerations,
- **horizontal** (between sectors and policy domains),
- **vertical** (between policy actors and scales of governance),
- between **stakeholders** (public, private, NGOs, individual groups and citizens).

- Most of the **familiar** aspects in the **new context**;
- **“Sustainability”**:
 - **Complex**, contradicting and fragmented **issues**: (coherence and decentralization, sub-principles contradicting);
 - ambiguous concept - **difficult to implement**;
- **Spatial planning** - **“sector”** for territorializing those aspects and integrating planning theory and practice;





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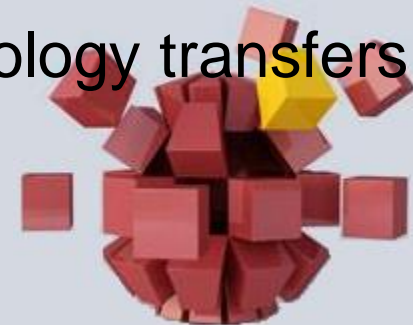


SOCIALIST FEDERAL REPUBLIC OF YUGOSLAVIA AS OF JANUARI 1991



Main Aspirations behind Integration in Planning in the SFRY

- After WWII, the **Communist Party (CPY) and Tito** - decisive efforts to rebuild the country and put it on a road to **socialism**;
- **expulsion** from the Cominform in **1948** - a split 'sovietisation' & centralization / 'de-Stalinization' & decentralization;
- the new doctrine: *to be **East to the West and West to the East** - to integrate the best solutions from both* and deliver a **unique welfare state** during the Cold War;
 - **Non-Alignment Movement** in 1961 - the “**third**” solution outside the Warsaw Pact and the NATO;
 - credibility - **external support** (financial, technology transfers etc.);





(NY6)NEW YORK, Sept. 30--NEUTRALIST LEADERS MEET--Leaders of five key neutralist nations met in New York last night at headquarters of Yugoslav delegation to the United Nations. From left are Indian Prime Minister Nehru, President Kwame Nkrumah of Ghana, President Gamal Abdel Nasser of United Arab Republic, President Sukarno of Indonesia and President Tite of Yugoslavia, host at the meeting. .
(APWirephoto)(js60715str)1960

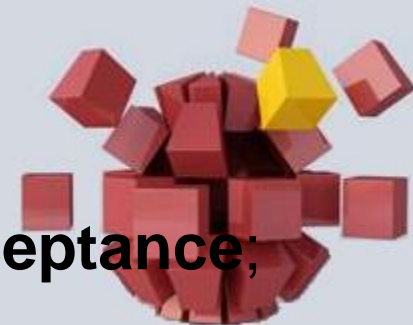
Main Aspirations behind Integration in Planning in the SFRY

- **Complex internal issues – federation of six republics** - very **distinct** traditions, economic situations and, in some cases, **burdened relations** with previous conflicts:
 - **social integration** – the communist ideology, “**brotherhood and unity**”;
 - **economy** influenced by the concerns for **regional** issues;
- Marxism and Leninism - state as a whole is dying out as the **working class** takes over decision-making **about all aspects of life**.
- creating a unique model: ***self-management***;



Main Aspirations behind Integration in Planning in the SFRY

- The **market**:
 - **efficiency** and joining the international economy - **not a basic driving force** - not fully constructed - full use of the Marxist ideas on reproduction;
- The **planning**:
 - **joint maximum economic result** - both centralization and decentralization;
 - not a monopoly of the capital owner, but an **right and obligation of a working class (OAL)**;
 - **state coercion** - general interests, **clearly defined** - rights of workers to plan and express creative freedom, not create new contradictions;
- Self-management establishing **since the 1950s**;
- **Humanist ideals** and material effects - **wide acceptance**;





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Aspects of Integration in the SFRY's Planning System

- **Socio-economic planning:**
 - a **social relationship** among organizations of associated labour (**OAL**), and between them and the socio-political communities (**SPC**) – agreements;
 - **under** the conditions of a **market** economy and
 - **projecting future** economic and social **development**;
 - **primarily** constituted by: social and self-management plans;
- 1. **Social** plans, devised by **SPC** on different levels;
 - **regulation** of the development **trends** based on SPC – OAL **agreements** ,
 - **responsibility** for their **own development** (*freedom*) and for the development of the **whole country** (minimum of unity and *centralization*).



Aspects of Integration in the SFRY's Planning System

2. **Self-management** plans, devised by **OAL**;
 - **workers' control over the entire system** of social reproduction - a decentralized dimension - **BOAL**;
 - **associations on different SPC levels and sectors, projecting future relationships** - securing the unity of the Yugoslav market – centralization;

- **Continuous scientific analysis** of the economic and social trends and their **mutual interdependence** – **objects of plans**:
 - “**social**” - **overall development** of the society, **all sectors**;
 - “**income**” - main subject of **OAL** planning – integration of economic, social and environmental **production and consumption**.



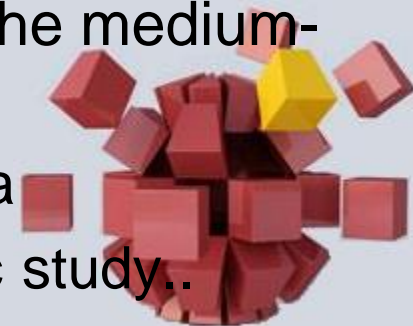
Aspects of Integration in the SFRY's Planning System

- respecting the **plurality of interests – complexity**;
- **compromise and consensus**, considering **complex relations** and **often contradicting** interests among:
 - **citizens** in local communities,
 - **workers** in OAL and
 - members of SPO (**politicians, CPY**)
 - More precisely, their **delegates**;
- **participation** - to express and accept **obligations and rights of stakeholders** regarding their **interests and goals** – resulted in:
 1. **social arrangements**;
 2. **self-management agreements**;



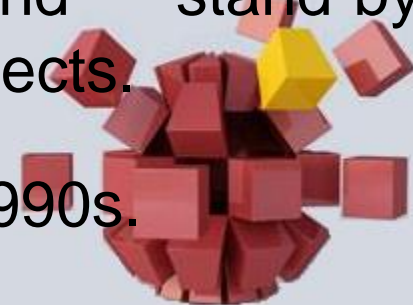
Aspects of Integration in the SFRY's Planning System

- **Vertical integration:**
 - **Cross-acceptance** - integrating arrangements and agreements.
 - principle of **simultaneity** - preparation; equality of priorities;
 - **multilevel management** rule;
- **Integration of time scales;**
 - market - the **short-term and partial**;
 - planning - the **long-term**, common interest - suppressing the market's random operation.
 - **five-year plans** dominating;
 - **long-term** plans (1976) – **offer orientation** for the medium-term plans and behaviour of all stakeholders;
 - **unlike sub-federal levels, federal LTP** never a **preoccupation, systematic, independent scientific** study..



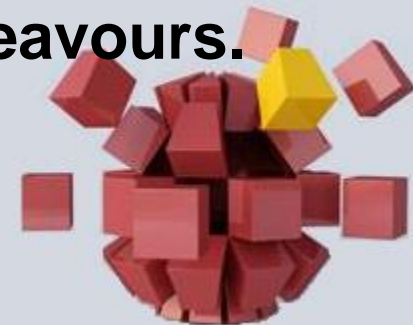
Aspects of Integration in the SFRY's Planning System

- the **instability of economy** - increased **after 1960s** - instability in **other areas**;
- goals of the welfare state continuously burdened by **regional disparities**;
- **during the 1970s**,
 - **internal political tensions** were intensified;
 - **international** scene less favourable: the Oil Crisis, political shifts, loans more “expensive”...
- the **1980s** - **decline in the standard of living** - **urgent economic stabilization programmes** and stand-by arrangements IMF – lack support and positive effects.
- **deep, complex overall crisis** - **civil war** in the 1990s.



Aspects of Integration in the SFRY's Planning System

- The constant pursuit of the **self-made, self-defined and yet, “universally proper” measure** and the corresponding **instruments** for integration;
- unique and quick **solutions** (lack of replicable experiences);
- **the reforms of the socio-economic planning system:**
 - mid-1950s - **self-management**,
 - mid-1960s - ***laissez faire*** principle,
 - mid-1970s - **decentralization**;
- **the success, tensions, dilemmas and problems - reflection and impetus for the integrative endeavours.**



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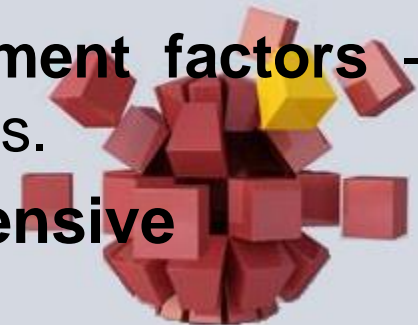
Spatial Planning – A Locus for Integration?

- **Dependent** on the specific needs and reforms of **socio-economic** planning;
- First, **post-war** phase:
 - legislation, institutional **consolidation** and **renewal**;
 - **state/social ownership** and **distribution** of nationalized recourses, **market** mechanisms in case of **privately owned** agricultural and forest **land**;
 - “**top-down**” control of urbanization and **housing** - **public interest** and **rational use** of resources;
 - **urban plans** - **technical** components and **subordination** to social plans
 - instrument of **economy, urbanization and social** standards;



Spatial Planning – A Locus for Integration?

- **Period of transition** - self-management system and communes
 - **1950s – mid 1960s:**
 - tool for achieving the **goals of a self-managed** society, at the **local** level;
 - **industrial decentralization + more balanced regional development**
 - **regional** level constituted, **other experts** in practice and research;
 - 6TH Conference of the **Association of Urban Planners** 1957 - **a new discipline as integral part** of socio-economic planning;
 - **basis of overall reproduction and development factors** - integrates all other planning types and disciplines.
 - Improvements towards **integrated, comprehensive spatial planning** within **self-management**.



Spatial Planning – A Locus for Integration?

- Period of **decentralization** and **liberalization** (mid 1960s – mid 1970s):
 - **rationality and economic efficiency** without **jeopardizing** humane, aesthetic and functional **elements** in plans.
 - building the **capacity** for **integrated** spatial planning - new **laws** in all **republics** and **institutions**;
 - **multidisciplinary** solutions for growing **economic** problems, **social** needs and **environmental** deterioration operating in an setting of:
 - **public participation**,
 - **market** mechanisms and
 - **political** logic in decision-making;



Spatial Planning – A Locus for Integration?

- **to a certain extent integrated with socio-economic planning:**
 - **industrial** decentralization and a more **balanced regional** development – republic and regional level;
 - integrative considerations of **urban – rural** relations;
- **Federal** document introducing the “**integrated**” planning - 1971;
 - **discussed** by 154 town councils, 30 regional workshops;
 - **guidelines and framework** for all integration aspects;
 - followed by important **documents and projects**;
 - **relative success** in promoting **spatial/urban** planning as a **locus** for the overall integration.



Spatial Planning – A Locus for Integration?

- the mid 1970s until the late 1980s:
 - Constitution in 1974 - prolonging **favourable** circumstances until 1980s, primarily for **sub-federal** levels;
 - **long-term** planning is promoted - **new legislation** in republics;
 - **a right and obligation of the working class** on different levels of **SPOs**:
 - **federal: no direct authority in spatial/urban planning**, macro-projects - infrastructure, socio-economic development and environmental policy were under its jurisdiction;
 - **decentralization - local** communities;



Spatial Planning – A Locus for Integration?

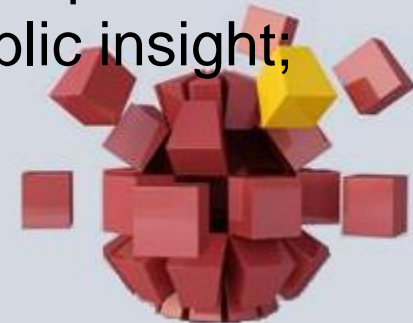
- **exchange** of knowledge - **improvements** towards **integrated interdisciplinary** concepts;
 - Advisory **Board**, first **School**, Yugoslav **Centre**;
 - publications, conferences, professional associations;
 - **institutes** and bureaux with **qualified personnel**;
- Plan preparation:
 - **interdisciplinary planning teams** striving for a **holistic** approach - all the **important issues and sectors** and their mutual **interdependences**;
 - **participation** was a required, regular and well codified, information became **accessible, encouraged** citizens and delegates to be **active** - self-management.
- **Poor material effects:** urban sprawl, illegal settlements, irrational location of industry, degraded environment etc.





Spatial Planning – A Locus for Integration?

- an answer - **diversity and overproduction of:**
 - **too optimistic and rigid plans,**
 - **urban regulations** – in service of investors and “mafia”;
- **complexity and non-correspondence** between **different** types of socio-economic and spatial/urban **plans;**
- **New legislation in 1984:**
 - **improve coordination** of different plans,
 - **integrate long- and medium-term** socio-economic and spatial plans **into societal planning;**
 - **supply short – term plans** with **priorities;**
 - **physical development** possibilities from **societal** plans **included** in the spatial plans, final stages for public insight;
- **planned, participative and decentralized;**
- **dysfunctional** planning – crisis.



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Impediments to Integration in Planning in the SFRY

- **Unsuccessful story of self-management:**
 - **undeveloped internal forces - high dependency** from external support;
 - **blamed** for the crisis and political fracture that ended in **war**;
- **contradicting values and patterns** (efficiency, socialist ideology, decentralization, scientific guidance) - **practical limitations** in undeveloped society:
 - **Self-management planning inefficient:** disintegrated, unequally powerful OAL, slow and costly negotiations, no scientific explanation of consequences and basis for valid choice making, income as an object (consumption);
 - **Social planning inefficient:** SPC are the main planning actors with no reference to self-management plans, too optimistic, political,



Impediments to Integration in Planning in the SFRY

- no true plan, nor the market, nor the state, nor the self-management as a democratic system - **inconsistent, self-management** - an **embellishing** principle of the society;
- **inadequate planning technology** - lack of scientific planning foundations and insufficiently developed mechanisms of integration;
- More room for widely spread incompetence of sluggish **bureaucracy**, nationalism on the level of republics, **political** voluntarism;
- Integrated approach never envisaged **primarily on a conceptual, methodological, normative level** defining institutional and legislative arrangements and procedures is not enough.



Impediments to Integration in Planning in the SFRY

- The term **“spatial” - reduced** to terms: frame, limitation - allocations of economical facts and “urbanization of space”;
- **lack of evaluation** of plans’ results and effects;
- **lack of a long-term overall development plan** and operational coordinative performance of spatial plans:
 - domination of medium-term and marginalization of long-term in socio-economic;
 - domination of long – term, while medium and short – term were undeveloped in spatial planning;
- planning **democracy reduced to participation** - no authoritative conflict resolution, forms of interaction and inclusion of actors with illegitimate interests;
- no scenarios and their consequences on the wellbeing
- **lack of planning argumentation during negotiations.**



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Concluding remarks and open questions

- Not all dysfunctional planning systems will end in war;
- Sustainable development is difficult to operationalize, especially in the neo-liberal context;
- Is it only an embellishment?
- How to find synergies between contradicting patterns and values?
- Do we need to change the goal, acknowledge the lack of some values and identify the main driving force of changes and expectations?
- The lack of integrative concepts of space and its development;
- Trans-disciplinary, trans-sectoral, trans-scalar, trans-temporal concepts + concomitant methodology, institutions, legislation.
- Overall and planning capacity:
education, knowledge, information, resources, support...



Thank you for your attention..

