



INTEGRATED URBAN PLANNING OF BANJALUKA - POSSIBILITIES AND CHALLENGES OF NEW URBAN PLAN

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Abstract:

Integrated planning is a modern approach to urban planning aiming at their sustainable and resilient development. It is theoretically based on the need to adapt the planning system of complex processes in the built environment, with comprehensive and integrated analysis, using appropriate planning methodology. Prerequisites for the implementation of integrated planning are institutional, legislative and financial support, the policy for strategic urban development at the national and local level, participation and appropriate education of all stakeholders in the planning process, which often can not be achieved, especially in countries in transition. This paper will address the opportunities and challenges of applying integrated planning in preparation and development of a new urban plan for Banja Luka, which can serve as a model for improving the methodology of integrated planning and planning practices of other cities in The Republic of Srpska.

Keywords: integrated urban planning, urban plan, methodology, implementation

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Rezime:

Integralno planiranje predstavlja savremeni pristup urbanističkom planiranju u cilju njihovog održivog i otpornog razvoja. On je teorijski utemeljen u neophodnosti prilagođavanja planiranja složenim procesima u građenoj sredini, koji moraju biti sagledavani integralno, uz primjenu jedinstvene metodologije planiranja. Preduslovi za provođenje integralnog planiranja su institucionalna, zakonodavna i finansijska podrška, definisane politike strateškog urbanog razvoja, participativnost i odgovarajuća edukacija svih aktera u procesu planiranja, što često nije moguće postići, naročito u zemljama tranzicije. Ovaj rad će se baviti mogućnostima i izazovima primjene integralnog planiranja u pripremi i izradi novog urbanističkog plana Banjaluke, što može poslužiti kao model za unapređenje metodologije integralnog planiranja i planerske prakse drugih gradova u Republici Srpskoj.

Ključne riječi: integralno urbanističko planiranje, urbanistički plan, metodologija, implementacija.

1.

2. INTRODUCTION

Cities are today faced with the major challenges in the field of social, economic and natural processes that are constantly becoming more complex and permanently affect the urban space. Urban transformations are taking place in accordance with the intensity of the processes, but their quality depends on the ability of urban society to deal with processes and to create effective mechanisms to manouver those processes toward the right direction in the long term. Responsible planning and management of socio-economic relations, environmental protection, and the protection of climate change on a local and global level, taking into account the spatial relationships, are the key of sustainable and resilient development of cities [1], [2]. One of the most important mechanisms on that path is the application of integrated urban planning. This approach is based in the integrity of the urban phenomenon that is complex, unique and indivisible. At the same time, urban phenomenon is dynamic, changeable and is a process, not a static form, in which a large number of influencing factors have mutual interaction [3].

Integrated planning is based on the theory, which has been adressed by many researchers [1], [4], [5], [6], [7], [8], etc. It is also supported by the umbrella documents of the UN-Habitat and the EU [9], [10] which define a platform for sustainable urban development as well as guidelines for integrated planning [11], [12]. Thus defined, integrated planning should be the basis for defining integrated planning methodology at the national level which should be defined by each country, in accordance with the specifics of their spatial and urban development, administrative and political organization, legislation, economic development, education, institutional and financial support plan etc. Very often, especially in countries in transition, the processes of urban transformation of the today's cities are not adequately understood character and the role of integrated planning in this process, which is, with limited financial capabilities, weak support for sustainable urban development [13].

The application of integrated planning at the local level is further limited by the insufficient capacity of local communities to manage the process of preparation, drafting and adoption of plans in a participatory manner, lack of strategic planning, funding problems, the education of participants, etc. In some EU cities, problems go beyond of local initiatives that strengthen participation and improve the quality of urban space by promoting informal instruments to strengthen official planning system [14]. The experiences of these cities can provide guidance to strengthen the practice of integrated planning in the cities of the Republic of Srpska. Banja Luka is the city which could promote that approach with improvement of the practice of integrated planning through the process of drawing new urban plan, which will deal with this work. After defining the theoretical bases of integrated planning, presentation planning practice in some European countries, some aspects of integrated planning in Republic of Srpska and present problems, paper will point out some of the possibilities for improving integrated planning of Banja Luka, through the guidelines for new urban plan. The results of this research will be useful in the practice of other cities in the Republic of Srpska, as well as at the entity level in order to create the preconditions for the improvement of national legislation and strengthening the capacities in the field of integrated planning.

3. INTEGRATED PLANNING-THEORETICAL REVIEW

Urban planning in the period of the twentieth century, in which the cities have experienced an intense phase of development at the global level, went through several approaches. The first was rational planning (early thirties) justified by the Athens Charter, which dealt primarily with physical planning of towns, with pronounced zoning and separate work of experts in different spheres of urban space. This access couldn't meet the needs of the complex phenomenon of urban space, where they were, due to focus on the urban economy growing profits, piling up many problems especially in the field of environmental protection, social equality, unemployment, traffic congestion, and so on. [1]. This has resulted in the need to improve urban planning in sixties through a comprehensive approach to planning, with the aim to consider both social and economic factors of development, and environmental protection (comprehensive planning). However, for a long time planning could not create adequate mechanisms for the acceptance of social processes in the planning process, nor a social development framework with its intellectual, political and organizational capacities could create the necessary conditions for integrated planning [15].

These questions had to be run through the planetary movement as well as the idea of sustainable development and sustainable urban development since the seventies of the twentieth century to the present ([16], [17], [18], [19], the World Summit on Sustainable Development Johannesburg, 2002; Rio + 10 2002 and the Rio + 20, 2012 etc. which basically have an integrated approach to the socio-economic processes and the environment, and planning for sustainable urban development. All this resulted in the New Athens Charter [20] which redefined guidelines for urban development of cities at the beginning of XXI century in accordance with the principles of sustainable and resilient city. General guidelines for integrated planning are defined by the documents through UN Habitat [11], [12].

The task of integral planning is to simulate complex urban phenomenon through the present conditions and vision for future development. It is based on the continuity of planning process in which the space should be seen through all levels of planning documents, from the strategic to detailed ones. Plans must be mutually agreed upon in a way that the lower level plans must be harmonized with higher level plans. Integrated urban planning is based on a unique methodology of planning that clearly defines the planning process from the preparatory phase of the plan to its implementation and monitoring, providing guidance to planners and stakeholders on how to behave and achieve a constructive role in the planning process. In this process comprehensive analysis of all relevant aspects of the urban space in the domain of spatial-physical, functional, and socio-economic characteristics of the environment is very important. [7], [3].

This is achieved by a multidisciplinary planning teams that interact with each other, applying participatory planning. The role of the planners in this approach is changed, from the experts to mediators between the stakeholders [7]. Integrated planning includes the improvement of the methodology of spatial zoning in order to create a planning mechanism for flexible and adaptable planning, which is especially important for post-socialist countries where the regulation plans are kept up to date, as the most common form of regulatory planning [3]. Zoning is recommended especially in non-urban and semi-urban zones, because it offers flexibility in defining the rules of construction, plots and conditionally authorized and prohibited land use. In this way, a dynamic urban

context, which is faced with uncertainty and unpredictability of future events, can be easier accepted through the planning process [21], [22].

Integrated planning is also very important in terms of climate change, the use of renewable energy, energy efficiency in buildings and the increasing need for planning urban areas which are resilient to changeable, not only natural, but also socio-economic processes. Usage of integrated planning in practice is very often not represented enough, or is limited in the sphere of socio-economic, educational and expert capacity, although it is significant mechanism for achieving sustainable and resilient urban development.

4. PLANNING PRACTICE IN EUROPEAN COUNTRIES

The European Union has no formal authority over urban policy, but due to its crisis, cities are becoming a new measure for implementation of urban policies. On the other hand, UN's New Urban Agenda is directly related to cities, both at the level of implementation and actors in urban processes: recognizing cities as development actors, creating livable cities, and achieving integral urban development. Cities are not only responsible for adopting new planning processes, but they also set qualitative standards for core planning goals, priorities for plans and projects in accordance with planning procedures. On the other hand, new city forms, which are dynamic and expanded in the territory, imply the necessity of introducing new approaches to urban planning and planning [23]. Innovative goals and strategies for urban development and planning are prevalent when local politics and administration show courage towards their own research as well as adopt new approaches that have been tested elsewhere. Therefore, the global UN and EU settings need to be tailored to the specific local conditions, and to seek the most appropriate approaches within them. Among many different examples, only a small reflection on the system of planning is here selected, as well as the practice in several European countries including Denmark, Switzerland and Germany.

The system of urban planning in Denmark starts from the statement that planning must equally create and preserve the quality of urban spaces and landscapes. It has to contend with the challenges of change and development, which means that planning regulation and techniques are subject of constant reviewing and updating. Decentralized system with participatory tradition is arranged so it is based on general guidelines, the local community is responsible for the integral implementation of local development and urban planning [24]. In this context, the Danish planning system is characterized by so-called "urbanism of entanglement" [25], which is fighting against unequal development and new urban / rural relations. This approach attempts to harmonize the development of "large Copenhagen" (a coherent area of housing and work that functions as a city centered along the traffic corridors leading to smaller cities, with particular reference to public transport services and common open green spaces that cross the boundaries of local areas) with other parts of the country. Urban design is re-conceived as a practice that mediates in the processes of continuous transformations by acting over the existing, as well as new conditions, ideas and practices. The new methodology is based on the agent-network theory that identifies all factors affecting site performance, geographic characteristics, infrastructure, nature, etc. - regardless of their metaphorical or immaterial status and which analyzes the essence rather than the appearance [25].

Large expert-oriented study on urban planning significantly influenced the change of the planning practice in Swiss cities [26] - Switzerland: An urban portrait, within the ETH Studio Basel University. In the light of population growth and strong territorial

transformation, this study has brought a critical reflection on the urban future [27]. It initiated all institutions from the planning process, which had the status of the holy subjects without being ready to change until then. The system of planning and planning practices has overcome the culture of rejection and prevention of density, height, mass, concentration, new opportunities and other characteristics that are desirable in the city. The result is a new look at Switzerland that questions existing images and explores urban potential through five typologies: urban areas, urban networks, peaceful areas, alpine and adjoining areas and resorts. It is a new urban topography that provokes the Swiss traditional model of social solidarity. While favoring metropolitanization that leads to stronger territorial hierarchical strategies and processes with the aim of spatial condensation of urban services and functions at certain sites, on the other hand, it insists on the well-known concept of the unique "Grande Ville". Further on, the territory of Switzerland is viewed as a continuous urban area or "Horizontal metropolis". Its key idea is the distribution and the increase of the advantages that metropolisation, carried out in accordance with the tradition of decentralization and horizontalism, can bring territory and its population.

This concept exploits different forms of housing and their relationship with infrastructure support. It considers the long-term construction of the "urban territory" as a renewable resource, which means reflection on new life cycles, capitalization of urban and territorial energy, and re-examination of an extensive and diffusive capital. This could be a valuable resource for adapting future urban growth to desirable forms, maintaining uneven spread as well as currently prevailing ideological, non-selective thickening and polarization [27].

German cities show that current challenges of urban development can be overcome with innovative approaches beyond everyday routines and traditional planning [28]. However, this example shows that projects for the development of central cities are still the key tasks of German planners with a special focus on public space, communication, new settlements [29] as well as on urban design and identity. In doing so, the planning process pays special attention to adapting these topics to local communities by introducing strategic planning tools, public participation, and respecting the quality standards of both processes and plans. Although the development of participation takes place due to the legitimacy of large speculative projects, a large number of new tools are being created. The integrative approach in interdisciplinary areas of work and informal planning is especially significant. Finally, this approach is visible in the urban design itself, moving away from the concept of 'car-friendly' city, raising the comfort of open public spaces and planning new urban settlements that relieve the central parts of cities and allow affordable housing for everyone. This commitment promotes the establishment of partnerships between all actors of urban life and then extensive long-term and phase urban regeneration projects in cities, focusing on energy efficiency, environmental protection, modernization and the environment quality [29].

5. SOME ASPECTS OF INTEGRATED PLANNING IN REPUBLIC OF SRPSKA AND PRESENT PROBLEMS

5.1. REGULATORY FRAMEWORK

Integrated planning is defined in the Law for spatial planning and construction [30] as one of the planning principle which accepted all significant development factors in parallel processes of analysing of dynamic needs and changes in space and resolving

conflict of interest in the space. Methodology framework for planning, defined in the bylaw regulation [31], states that the planning process must observe principle of harmonising natural values with human action through the use of renewable sources of energy, construction of energy efficient buildings, proper selection of a certain purpose by including bioclimatic factors, taking into account climate change and the protection of natural and technical disasters, etc. In generally, the principles of integrated planning are not sufficiently present in the legislation in the area of defining detail methodology and content of plans, multidisciplinary, participation and flexibility of the planning process, as well as energy efficiency and protection against climate change [32].

In that aim it is necessary to define a methodology with guidelines for the implementation of integrated urban planning and strengthen the education of all stakeholders in this process. The regulatory framework at the entity level is an important precondition for defining integrated planning, but it is not a limiting factor to the local level to develop mechanisms for its implementation and strengthening. They could be achieved, among other things, by using integrated strategic planning and participative and comprehensive urban planning.

5.2. PLANNING CONTINUITY - EXAMPLE OF BANJALUKA

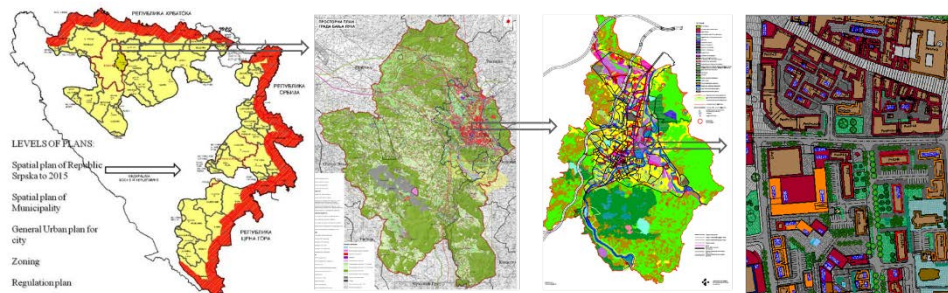


Figure 1. Levels of plans, from left to right: Spatial plan of Republic of Srpska, Spatial plan of Banjaluka Municipality, Urban plan (Draft from 2009-unadopted) and Regulation plan of centre of Banjaluka (Image by Milojevic, 2015)

The continuity of planning could be achieved by establishing a system of plans across all spatial levels in the same planning period. The Republic of Srpska has a Spatial plan, but many municipalities haven't yet adopted the municipal spatial plan and urban plans of cities that are strategic spatial planning documents. Regulation plans are very often made without previously defined strategic plan, while zoning is rarely present in practice.

Banjaluka has Spatial plan until 2025, but there is no updated urban plan (last was done for the planning period of 1975 to 1990), which has seriously affected the continuity of planning as an important aspect of integrated planning. The activities on the preparation of urban plan at this time are following development of the City Strategy which hasn't been adopted yet. The interaction and overlapping processes of making these two documents represent favorable circumstance in which preconditions for sustainable and resilient city can be created in the future, with the use of integrated and patricipative strategic and urban planning.

6. SOME POSSIBILITIES OF IMPROVEMENT OF INTEGRAL PLANNING OF BANJA LUKA

6.1. THE STRATEGY OF URBAN DEVELOPMENT OF BANJA LUKA

Integral planning in Banja Luka is not yet an established practice. Although this is a major backlog compared to planning practices in developed EU countries and the USA, on the other hand, it leaves the possibility to establish an integral planning system based on innovations [33], scientific research, and the best global practice experiences which need to be adapted to the specificities of the local context of the city and Bosnia and Herzegovina. It is therefore interesting to learn from the experiences of neighbouring countries, for example Slovenia, as the former socialist republic, which, comparing with other former Yugoslav republics, has gone relatively quickly and relatively successfully through the process of transition of socio-political, economic and cultural system.

The example of Ljubljana [34] shows that the development of local development strategy is important for the improvement of integral planning. It unites vision and city development strategy with a range of model options and scenarios through concrete projects and action plans. However, prior to the vision itself, it is important to understand that the vision should be result of a very complex process of creation. The process should provide a broad professional and public debate that brings together all interested actors, primarily a number of professionals from different profiles, representatives of citizens' associations, institutions, administrations, (...) and citizens. The process should foster mutual understanding and dialogue on the relationship between all participants, by applying innovative negotiation models, an intergenerational and cross-sectoral co-operation. An example of Ljubljana also shows importance that talks about the urban futures take place in an atmosphere close to the local mentality, to achieve the liberation of free and unrestrained creative thinking that is enriching and forming in interaction with all participants.

This approach to the process of creating a vision of development finally contributes to the citizens' feeling of being active visioners according to the specifics of local urban identity, which are transformed in desirable directions. Then, reaching a broad consensus about the same and finally forming the alienation of citizens who they are identifying with and which will work on its realization.

6.2. FLEXIBILITY AND ADAPTIVITY OF THE PLAN

Given that the city is a living organism [35], the design of urban plan needs to be understood as a process, open to change, flexible and adaptable. Leading the idea that "plan is nothing, and planning is everything" [36], the focus of the urban plan should be on the process rather than on the plan itself. This would mean that the urban planning is based on a real context and that it realizes communication with all the actors of city life, with all active processes and projects that are relevant to development processes. In this sense, urban planning should be open, flexible and adaptable process that accordingly achieves planning documents that are also open, flexible and adaptable, to such an extent that does not endanger the strategic goals set.

Given that flexibility is linked to the provision of policy modification options (including monitoring procedures) and that adaptability is the readiness to accept changes as well as adaptation of planning solutions to justified requirements [37], the urban plan acts as a

mechanism that monitors and directs the dynamics of changes and urban development in the function of strategic directions of development in the real-time.

It enables different types of modification, and subsequent spatial analysis in accordance with dynamic changes that occur almost daily in all segments of society and in all aspects of urban planning. The urban planning thus becomes a kind of open platform that is oriented towards the social capital of its citizens, their needs, different initiatives, ideas, actions, projects and real opportunities for sustainable development.

However, in order that this platform works, it is necessary to be defined structure of the lower plans order, which in the set hierarchy represents a mediator between different levels. In such a setting, zoning plans represent a tool that through a set of parameters allows maximum of flexibility within a strategically defined framework.

The process of integral urban planning in Banja Luka is faced with a few civic initiatives, actions and projects that will likely continue their ways and future trend. For that reason, urban planning should move towards small units, and multiple scenarios enhancing diversity of spatial relationships that those small [spatial] units bring together into the complex structure of city [23]. Those small-scale urban interventions help the community to get involved in the process of adopting a plan, as well as simulating alternative scenarios. Compared to traditional planning tools, small intervention projects also have the ability to adapt to dynamic and unstable contexts [39].

They mostly represent participatory projects close to art performance in the public space [40], which have the ability to visualize provocative alternative scenarios and engage local participants (citizens, workers, associations). This tool meets common project cooperation between planners and local units, which helps strengthen the social network and citizens in the process of strategic urban planning [41] and creates a solid planning base of city. Thus, small interventions require a deeper analysis of inherited urban rules and the establishment of an appropriate legal framework, otherwise they may be unsuccessful or lead to even greater chaos.

Considering the timeframe of the last two decades, small scale urban interventions in Banja Luka have been identified, which had a significant impact on space and community, involving a wide range of actors in the urban intervention process (with the emphasis on bottom-up processes) and innovations [23]. There are recognized few such organizations with different small scale urban projects, which urban planning should consider: Center for Spatial Research (Small SCALE, Delibašino Village, Rasprostor); Helsinki Citizens' Parliament Banja Luka ((O)živimo javne prostore); Naš prostor (Banjaluka naš grad, Građani grade građevinu, Građanska inicijativa Rekreativna zona Banja Luka); Gradske bašte Banjaluka; UAA (Pecha Kucha, FDW - Street Zine); Udruženje Prostor (Krov fest); Flaster (Grafiti) and Protok (a series of projects in the period in the period of 2006 to 2010).

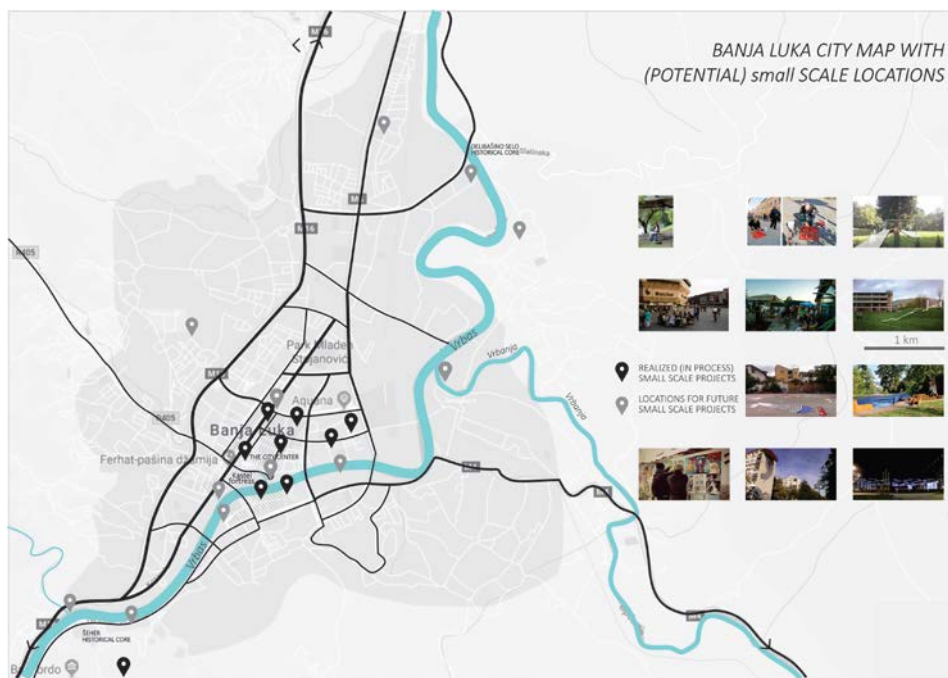


Figure 2. Banja Luka city map showing locations of realized small SCALE urban interventions as well as potential ones (Illustration by the authors, 2018)

Figure 3.



Figure 4. Collaborative and participatory approach in combination with interdisciplinarity leading to the place making and strengthening of community. Banjaluka's pier, small SCALE project of the Center for Spatial research Banja Luka (Photo by Kristine Tokvam Karlsen, 2017)

6.3. CREATIVE STRATEGIES

UN's Sustainable Development Agenda 2030 [42] recognizes the key role of cities in promoting sustainable development focusing on people, respecting human rights, and stresses that "cities should be inclusive, safe, flexible and sustainable" recognizing culture and creativity as one of the most important levers to act in this context. Although basic schemes and avant-garde urban design in the past were largely a product of economic growth of cities and states, it is now globally clear that a lot of creative work is necessary to develop mechanisms that will enable the realization of economic and many other goals.

On the other hand, it is primarily needed at the local level, where culture and creativity are practiced daily and thus encourage the cultural industries, support creation and participation in culture. It is simultaneously approaching the public sphere with a new perspective in which public administration, in cooperation with the private sector and civil society, can make a difference and support sustainable urban development appropriate to the real needs of the local population [43].

This way, culture and creativity are recognized as the drivers of development and become the basic features of urban policies that are changing rapidly. Because urbanism is not enough. And even good urbanism is not enough. It must be supported by cultural activities [44]. It requires the intensification of the theme of urban-cultural cities-landscapes through housing, education, health, labor, production, in a scale that has never been tempted before. It implies a continuous process of work on the education system on culture, space and space culture.

Creative strategies, based on inherited cultural diversity, represent an important opportunity to improve integral planning [45]. As a significant factor of contemporary society, they lead to the establishment of new forms of cultural life and represent a starting point for creative professional intervention in shaping urban spaces. Particular challenge is construction of a new research-oriented and innovative approach to urban design, starting from the recognition of intercultural dynamics and culturally sensitive values [33].

It is addressed both to traditional education of experts, which requires the development and inclusion of broad knowledge and skills as well as to the local administration from which openness to innovative and creative approaches and solutions is expected, even to citizens of the creative city. The Creative City represents a new method of strategic planning of urban space and analyzes the way people act, plan and think creatively [43]. They also emphasize the importance of social potential, because creative people are the focus of creative city who are encouraged to link their vision with local urban policies.

Contemporary ideas are, in that sense, moving towards the development of a new ideology that should explore ways of integrating urban design and strategically oriented urban planning. This strategically comprehensive, value-based, process and product-oriented approach to design is aimed to translating public policies that promote cultural integration into quality urban forms and the creation of a characteristic identity of the place, with the assumption that art and cultural strategies alone have the power to create, strengthen, and increase their belonging [45], [46], [47].

6.4. PARTICIPATION AND COLLABORATION

The current approach to sustainable urban development is based on city initiatives through various projects that promote new planning culture focusing on certain topics in urban areas (public spaces, urban culture, urban acupuncture, urban design, smart

transport, energy efficiency ...) processes and strategies of urban development, the participation of civil society in the creation of quality and standards of urban space, etc., which is also a desirable approach for further urban development of Banjaluca. At the same time, it is necessary to undertake activities on system solutions and stages of development that will overcome the present problems and define preconditions for a strategic approach to sustainable urban development.

On the other hand, implicit changes in the collective understanding of social justice are a challenge for civic practices in many European cities [48], and there is no doubt that the strategic planning of sustainable urban development necessarily involves the essential inclusion of citizens without whose contribution it is no longer possible to create or implement plans. In addition to a clear vision for planning sustainable urban development, a participatory and collaborative approach to the process is required, which becomes more important than the urban planning [47] itself. Emphasis is being placed on the process of providing creative milestones for the integration of development sectors and plural interests with significant opportunities in the function of providing a strategic development framework. An integral model of urban design process with an emphasis on rational and collaborative urban decision making becomes one of the basic instances of urban regeneration strategies.

However, participation and collaboration need to be properly coordinated and directed to ensure that the energy of these actions provides the appropriate results as part of a single system rather than individually isolated and eccentric cases without real, disproportionate effects in the process and in the urban space itself. In doing so, the simultaneous development of spatial ideas and organizations is necessary for the design and implementation of decisions, yet it is fundamentally dependent on political will, and then only on resources, whether human or financial. Thus, it is necessary to work on the creation of mechanisms and tools to make the ideas from below really affect the spatial policies of the city [49], [50]. Still, it is necessary to deal with very carefully because the stimulation of civic initiatives from above is often contrary to the basic principles of grassroots movement [51]. In this respect, zoning plans are imposed as a mechanism that can accept these demands.

Some of the previously recognized mechanisms in the examples of small spatial interventions in the city of Banja Luka represent a kind of a self- proactive actions, strategic networking in direction of transdisciplinary urbanism and scenarios planning.

Self-initiative is a mechanism through which a growing number of professionals decide to deal with the city through the kind of activist-projecting activity [52]. By recognizing the real problems, needs and potential of space, they experiment with the development of new ways of working in urban planning and design processes, applying the best experience from theory and practice globally, respecting the highest standards of quality as well as high professional and social responsibility towards the space [53]. At the same time, they follow the criteria of sustainable spatial development, intelligent and equitable resource allocation, professional ethical approach and equal participation of the public [23].

Transdisciplinary Urbanism [54] implies the concept of networking between different and especially new actors involved in complex processes of planning and construction. These are the order of government institutions at all levels (local communities, municipalities, cities, cantons, regions, entities), business entities, organizations, public companies and institutions, foundations, scientific and research institutions, associations, individuals, citizens and professional public etc. Such participation in processes

contributes to strengthening civic participation, establishing private-public partnerships, building modalities of public interest protection, launching a broad debate on public space issues and finally new concepts of urban development as the last component of the system.

Scenario planning enables exploration of potential outcomes before implementing the plan itself, helping private investors to play an important role in creating cities alive, sustainable and diverse. Scenario planning [55] helps investigate the impact of important and uncertain driving forces on cities. Built into the strategic urban planning process, scenarios planning helps investigate the impacts of important and uncertain driving forces is a form of participative brainstorming that elaborates inputs for SWOT analysis to create alternative scenarios [55]. Finally, all this mechanisms, seen as a unique group, should be set in a system of spatial and urban planning, in which particularly zoning plans are imposed as a tool that can accept all their demand.



Figure 5. Urban café Banja Luka ... 2030 ... 2040 ... organised by the Faculty of Architecture, Civil Engineering and Geodesy Banja Luka, the City of Banja Luka and the Center for Spatial Research, based on the World café methodology. Banja Luka, March 2018 (Photo by Stamenko Mijatović)

7. CONCLUSION REMARKS

Based on the analysis of legislative in the field of spatial planning and construction in Republic of Srpska, it is clear that it does not provide adequate regulatory framework for integral planning in order of comprehensively considering the relevant aspects of natural and created spatial values, nor their methodological-consequential connection is defined at all stages of planning. There is also a lack of strategic, flexible and participative planning as well as professional capacities. In this sense, it is necessary to define the methodology of integral planning which will equally serve to all participants in planning process. It implies expert-oriented approach supported by researches, experimental projects, innovative methods and techniques that are subject of constant reviews and rethinking cities in relation to the entire territory.

Significant prerequisite for integral urban planning is a strategic planning based on a strategic vision and urban identity, achieved through the process of creation with the

alliance of citizens. Therefore, it is necessary to define the strategic aspects of sustainable development at both local (leading to the integrative approach with new creative tools and urban regeneration projects that improve the life of existing urban structures and create new ones) and a higher level of governance which is not often the case.

Nevertheless, local communities can significantly improve the situation by developing their own mechanisms for integrated strategic and urban planning through enhancing participation, using flexible planning tools, strengthening partner relationships with stakeholders, raising staff capacities, enhancing education, applying for EU grants, etc., which are recognized elements of action in the contemporary context. These are also experiences of planning systems in European countries that show that the EU and UN recommendations with global trends geared to sustainable spatial development have to be adapted to specific local conditions, requiring constant revision and updating.

The process of creating Banjaluca's urban plan for the planning horizon by 2030 represents the city's ability and challenge to improve the situation in the field of implementation of integrated planning. They are reflected in the adequate linking of urban plan with strategic development defined in the City Development Strategy. Urban plan should promote flexible, adaptable and participatory planning with emphasis on vision-oriented processes, a range of model options, and scenarios through concrete projects and action plans. The development of the urban plan of Banja Luka is an opportunity to improve the planning methodology by introducing flexibility, participatory and comprehensive planning process, as a multidisciplinary practice which in the processes of continuous transformation strives to harmonize the relationship between all dimensions, scales and characteristics of the space. Efficiency of the preparation, designing and realization of plan is based on stimulating creative strategies, participative and collaborative approaches that contribute to the transdisciplinary approach with various mechanisms such as small scale actions and spatial interventions, networking of actors, and scenarios planning.

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