

# STRENGTHENING NATIONAL CAPACITIES FOR SUSTAINABLE HOUSING

9-10 November 2015 Belgrade

## Workshop Report

### DAY I

#### Opening session

**Mr. Djordje Milić** opened the seminar 'Strengthening national capacities for sustainable housing and urban development,' by greeting dignitaries and especially thanked the United Nations Economic Commission for Europe, UN Program for the Human Settlements and Habitat III Conference Secretariat for their support in organizing the Seminar. He said that the Ministry of Construction, Transport and Infrastructure, by organizing this seminar, continues with the implementation of the three-year UNDA Project, which is financed from the Development Account of the United Nations. He pointed out that in this seminar an Action Plan for sustainable housing and urban development in the Republic of Serbia will be considered, created in accordance with the conclusions of the first seminar held in 2014, and that thanks to the conclusions from this seminar it will be complemented by activities related to urban development and especially in the light of preparations for the Habitat III Conference which is going to take place in 2016 in Quito, Ecuador. He also stressed the importance of active participation of Serbia on the adoption of the Geneva Declaration of the United Nations for sustainable housing, within which it cooperated with over 50 Member States of the Committee on Housing and Land Management at numerous meetings where the text of the Charter was adjusted.

**Irena Vojácková-Sollorano**, UN Resident Coordinator in the Republic of Serbia, emphasized the growing challenges of Housing and Urban Development, recalling last year's floods, as well as the current migration crisis, as well as that UN endures in providing support to countries tackling challenging situations. Once again we heard about the importance of this workshop and implementation of the UNDA project, and how this could induce further actions and programmes contributing to housing and urban development in Serbia – such as preparations for the Habitat III Conference.

#### **Gulnara Roll**

#### **Session 1. GLOBAL AND NATIONAL HABITAT III PREPARATION**

On the first day of the seminar, in the framework of the National Urban dialogue, Session 1, participants were addressed by **Mr. Ilija Gubić** from the Habitat III Secretariat, who presented an overview of the global process one year to Habitat III Conference (on housing and sustainable urban development) to be held in October 2016 in Ecuador. Presenting the conference, he said that it will be attended by all UN Member States and relevant stakeholders, including non- governmental organizations, regional and local authorities, professionals and researchers, foundations, associations of women and youth, private sector, and organizations of the United Nations , and that the focus will be on the implementation of the New Urban Agenda following up on what the Member States pledged during the Habitat II Conference in Istanbul in 1996. Mr. Gubic explained the global

processes that lead to the Conference such as the regional and thematic meetings to adopt declarations that will directly affect the "Draft Zero" of New Urban Agenda. Part of the process are also documents "Issue Papers", 22 of them, jointly developed by 25 United Nations agencies, as well as 10 "Policy Papers" prepared by 200 experts from all regions of the world, so this also will contribute to the formulation of "Draft Zero" of New Urban Agenda. He pointed out that Serbia, in preparation for the Habitat III Conference, could also contribute to the preparation of the National Report and following of urban forums that will be held until then in the world, and through debates performed on the website of the Conference.

Following his address to the representatives of the Secretariat of Habitat, the word was taken by **Mr. Djordje Milić**, Deputy Minister of Construction, who introductorily presented the activities undertaken by the Republic of Serbia to join the process of preparation for the Habitat Conference, but he also expressed his readiness to start with creating a National Policy for Urban Development within the preparations, and that the maintenance of the National Urban dialogue is the first step towards that.

Following his presentation, **Božana Lukić**, advisor in the Ministry of Construction, Transport and Infrastructure presented the steps that were recommended by the Habitat III, noting that, although Serbia is in arrears with the preparation of the National Report in terms of contributing to the regional and global report leading to the definition of a New urban agenda, it would certainly be good to prepare a national report for the conference in Ecuador, because it will serve as a basis for defining guidelines for drafting National Policy of Urban Development. Within this presentation, document Guidelines and a format for the preparation of the national report were presented, noting that the revised and updated Action plan for sustainable housing and urban development will constitute a solid basis for the development of the Report, and urban development policy, which will be carried out after the seminars and summarizing the results and conclusions. In this complex process, what is highlighted is the importance of involving all relevant actors – government bodies, academic institutions, institutes, representatives of local self-governments and international organizations. What is also emphasized is the need to establish a National Council for preparation, which is proposed as one of the conclusions of the aforementioned Action Plan.

At the end of the first session, the meeting was addressed by Mrs. **Ljiljana Živkovic**, Advisor at the Ministry of Construction, Transport and Infrastructure, which has presented a national framework of implementation, monitoring and evaluation of spatial development in the Republic of Serbia. Within the presentation she covered the institutional and organizational development activities management concept in the Republic of Serbia, as well as a model for the implementation of Spatial Plan of the Republic of Serbia from 2010 to 2020 with the methodology of reporting on the achievement of the objectives of spatial development by following a set of social, economic and environmental indicators. Within this presentation she presented also the connection of indicators from the Spatial Plan of RS with the indicators that have been recommended in the document Guidelines and format for the preparation of the national report.

## **Conclusions of Session 1**

1. Serbia, by organizing the National Urban dialogue during the first day of the seminar on sustainable housing and urban development, expressed readiness to join the preparations

of Habitat III Conference, through the recommended steps and guidelines of the UN Habitat. The formation of the National Committee for the preparation of the National Report for the Habitat III Conference, could be the first step of the ministry responsible for housing and urban development within the process, with the involvement of all relevant stakeholders, both at central and local level, using existing capacities and network of local governments through the SCTM, and it would also be a proposal for an amendment of the Action Plan for sustainable housing and urban development from 2014;

2. Action Plan, in addition, should be amended especially by aspects related to urban development that should be based on relevant data - indicators, strategies and action plans, as well as good practices, which is also the basis for the elaboration of the report for Habitat III;
3. Initiated by preparations for a global conference Habitat III, Serbia should initiate other processes of preparation, such as the development of the National Policy of Urban Development, based on the Action Plan for sustainable housing and urban development and the National Report for the Habitat III Conference;
4. In addition to these documents, it is important to analyze the existing planning and strategic documents in order to recognize existing indicators from these documents that could respond to global indicators that are given through the document Guidelines and format for the preparation of national reports for Habitat III.

## **Session 2. SUSTAINABLE AND INTEGRATED URBAN DEVELOPMENT**

**Ratka Čolić** from GIZ/Ambero, presented the introduction of new instruments for improving the quality of urban development planning in Serbia. These are the strategies of integrated urban development, which are implemented under the project “Strengthening of Local Land Management in Serbia”. As key components of these strategic documents, she emphasized the importance of their spatial dimension as an additional quality of strategic urban development planning; integrated approach and coordination in terms of connecting various thematic areas, levels of government, financial and other resources to achieve the best effects of the strategy; participation of all relevant stakeholders, and the organization of their involvement in the strategic planning process. The component of spatial dimension she explained through examining the relationship of different priority areas of intervention, on the example of development of urban design for “Military Technical Institute” in Kragujevac. Special attention she devoted to the organization of citizens' participation and involvement of stakeholders in the various stages of the strategy elaboration process, through a combination of different methods and techniques of information, consultation and active participation - discussion group, citizen survey, round table of experts, workshops design, exhibition, a forum of citizens, web consultations, followed by various means of media advertising and information through the Internet. Strategies that are in this way made in the period 2012-2014 in Kragujevac, Uzice and Kraljevo, represent the first step in the implementation of new European instruments of planning an integrated urban development in Serbia. Results of the tested examples enabled the introduction of an integrated approach to the legal framework, and a new instrument has been included in the curriculum of future master engineers of urbanism. In future it is planned to technically assist the development of the National program of urban renewal, as well as developing the capacity of local partners for the implementation of these strategic documents.

**Žaklina Gligorijević** from the Planning Institute of Belgrade, in the case of the capital gave an overview of relations of development strategies and cities planning in the context of a growing number of challenges of urbanization, which require adaptation of planning systems and practice. She pointed to the strong planning tradition of Belgrade from 1721 to today, emphasizing that since the post-war period to the beginning of the 90s, housing policy was integrated into strategic, general urban plans on the basis of which new residential areas were planned in detail and build. A coordinated planning of residential areas and development of the city was consistent over a period of 1950s to the early 1980s of the twentieth century, when illegal construction was more pronounced, and particularly escalated in 90s, caused by large migrations. In order to overcome numerous economic, political and population challenges that the city and state were exposed to in the pre-transition and the beginning of the transition period of the nineties, there were changes in legislation and strategic planning after 2000, by the addition of operational measures to strategic plans. The planners were expected to follow the rapidly changing context, regulations, harmonize development goals, as well as provide at the same time the planning basis for investment, for new construction and legalization. One of the major challenges are frequent changes in the law on planning and construction, as well as compliance with new regulations on environmental protection. The result of regulation changes in 2009 is a very complex system of plans of Belgrade same for all local self-governments in Serbia to be adopted in two years. The system in the case of Belgrade consists of a Regional spatial plan for administrative area of 17 municipalities, new spatial plans for 7 marginal urban municipalities, Master Plan and the Plan of general regulation of the construction area of local self-governance unit of the City of Belgrade, for the territory of almost 10 municipalities in the narrow urban area. In this period, in the Town Planning Institute numerous studies for certain spatial or thematic units were more and more developed, and from 2005 the development a Strategy for spatial development of Belgrade adopted in 2011, began. In the process of developing the Strategy a report on the state of the sectors in all 17 municipalities of the City of Belgrade was drafted, many urban studies, all planning documents and projects were used, all sectors and stakeholders were surveyed, a long-term vision for the development of Belgrade was formed. The operational part of the Strategy is the list of projects with defined deadlines, source of financing and responsible body in the city administration, among which urban development projects, transport, sustainable transport projects, projects and strategies to protect the environment, tourism, energy, urban information system etc. are implemented or are in progress. The conclusion that was presented is that the city's development strategy is necessary and should be regularly innovated; that the laws should be the legal basis for compulsory professional activities, as well as to allow cities to develop following good practices of leading international cities, in accordance with the policies, strategies and national action plans, using various tools, techniques and activities, not just urban plans.

Ass. Professor **Uroš Radosavljević**, PhD, from the Faculty of Architecture, University of Belgrade, Department of Urban Development, presented the Urban Mobility in strategic projects in Eastern Serbia within the project "Authentic folk from Eastern Serbia for the sustainable development of rural tourism". The project was implemented from 2010-2012 in four municipalities in the lower Danube: Donji Milanovac, Golubac, Negotin and, with the support of GIZ and coordination of the Faculty of Architecture. Implementation required wide networking of key stakeholders at all levels: national (National Corporation for the development of tourism in Serbia, Ministry of Economy, Ministry of Agriculture), regional

(Regional Eastern Serbia Development Agency), local (municipal government and tourism organizations) and the private sector (businessmen, farms). The aim of the project was to use with as little investment maximum advantage of the opportunities for development of rural tourism in this area famous for its vineyards and wine production. Therefore, the focus was on measures of good governance and organization, primarily through improved communication and connectivity, and sustainable modes of transport, in terms of non-polluting means, as well as thematic pedestrian routes on the existing roads. The plan was to improve municipal web pages, maps and tourist information packets, mobile wineries and the like. Workshops and exhibitions of student work were organized through inclusion of local people. In conclusion, what was important for the good results was an integral approach to connect all stakeholders; the process of good governance and coordination of the project; as well as good prerequisites in terms of cooperation of opposing stakeholders, particularly in the public sector.

Presentation by **Aleksandar Marinković**, from the Standing Conference of Towns and Municipalities, refers to the strategic planning and program budgeting in the context of urban development. Strategic plans are increasingly being prepared at local level – in municipalities and cities in Serbia, so by 2015 there are 874 strategic plans. Although most municipalities consider the planning process successful, there are no reports on the level of implementation, so local governments still need support in process running and documents preparations, while plans are not included in local budgets and often are too ambitious. Serbia is currently transferring from linear to program budget, which would allow: prioritization of revenue and expenditure, better policy coordination, financial framework for medium-term plans, identifying the efficiency of spending and the need to increase funding for certain activities, the improvement of public administration and of price and quality, as well as increase of the transparency of budget understandable to the public. Program budgeting is based on a strategic documents and provides a tool by which to check the degree of goals achievement. The introduction of strategic planning and program budgeting is a challenge for local governments due to lack of capacity, while the particular challenge relates to the definition of indicators connected with national and global strategies. At this moment a law on planning system is being prepared, which will establish a common methodology for preparation, implementation and monitoring of public policies. Particularly important is the introduction of medium-term planning, as well as the visibility of budget process. Budget programming should be used to review and reorganize local governments, increase knowledge and raise the overall capacity of the LG.

## **Conclusions of Session 2**

1. In the planning system of Serbia, new instruments for planning and managing urban development should be empowered through an integrated approach and coordination in terms of connecting various thematic areas, levels of government, financial and other resources to achieve the best effects of planning, participation of all relevant stakeholders, and the organization of their involvement in the strategic planning process. In addition to introducing these policy documents (strategies of integrated urban development) in legal and planning system in Serbia, it is necessary to work on developing the capacity to implement these strategic documents at local level.
2. The existing development documents such as development strategies of cities in Serbia are documents that, in addition to urban plans, have an expressed operational

component, through defining lists of sectoral and other projects, sources of funding, the bodies responsible in the administration, etc., therefore this instrument should be further developed with innovation of existing ones in accordance with the policies, strategies and national action plans, using various tools, techniques and activities, together with the existing planning instruments and documents in the system of spatial and urban planning. To make it happen, the laws need to be a legal basis for mandatory occupational activity, and only then the profession can provide: updated strategies, rules and manuals, solutions for new challenges, continued education and knowledge sharing, learning through good practices and cooperation and finally, intelligent and efficient practice that allows the implementation of global and local sustainable development goals.

3. In order for an integrated approach in planning to have good results, it is essential to connect well all the stakeholders and establish a good system of management and coordination of projects, especially in terms of creating prerequisites for good cooperation of 'opposing' stakeholders, particularly in the public sector.
4. Program budgeting, as a novelty in the system of financial planning should be used to review and reorganize the local government, increase knowledge and raise the overall capacity of JLC. Program budgeting can be used as a tool for checking the degree of achieving strategic goals. Linking of strategic planning and program budgeting will be a particular challenge for local governments due to lack of capacity, and a particular challenge will relate to the definition of indicators for connectivity with national and global strategies. This will also be contributed by the Law on planning system, which will establish a common methodology for the preparation, implementation and monitoring of public policies, and the introduction of medium-term planning, as well as the public budget process will be of particular importance for these processes.

### **Session 3. KEY CHALLENGES FOR URBAN DEVELOPMENT OF CITIES**

The first presentation was by **Pier Carlo Sandei**, coordinator of the United Nations Environment Program (UNEP) for the region of South-Eastern Europe, by which he resented an initiative of Remote energy delivery in the cities through potentiation of renewable energy sources and energy efficiency. Statistics indicate that 60% of global consumption in buildings is mainly based on fossil fuels, while 20% of global greenhouse gas emissions results from the heating of buildings. Remote energy delivery is economically profitable largely because the unified system of public energy supply leads to significantly lower costs than with individual systems, primarily for heating in households. Cities that have developed such a unified system of energy supply have provided multiple benefits in terms of various objectives, such as reaching the green economy and resistance, reduction of CO<sub>2</sub> emissions, the possibilities of using local and renewable energy sources, energy efficiency and lower cooling costs. Global initiation of remote energy delivery system is the initiative of Climate summit held in 2014. Today, this cities supply system of the necessary energy with the activation of renewable energy sources and energy efficiency is adopted by many world cities and companies as partners, which should, through the expertise, influence awareness raising, promotion and strengthening of local policies, in order to create an environment that attracts investment.

Associates of the Institute for Architecture and Urban Planning, **Tanja Bajić** and **Jasna Petrić**, PhD, with their presentation indicated the energy poverty and the perception in terms of quality of life and environment on the example of Belgrade suburb Kaludjerica. Kaludjerica is

a unique example of the wild settlement on the territory of Belgrade, whose formation is caused by social and demographic circumstances in the nineties. The authors have conducted a survey in terms of housing priorities and heating poverty in Kaludjerica, in a period of several months, and on a number of subjects. Key findings of the first inquiry were the motives for settling in Kaludjerica, satisfaction in terms of the neighborhood, and the variability of the suburban residential preferences, while the second question was the average expenditure per household, the overall energy performance of buildings, the perception of thermal comfort. The study further included more detailed reasons in regard to the motives for settling in different areas of the settlement, and the age structure of respondents and the length of residence. What was also given was an overview of the respondents' perception regarding housing and environmental quality, where it was pointed to the key issues such as the negative perception of environmental quality and level of purity. As the key problems of pollution respondents pointed incomplete and insufficiently developed sewage network in the settlement; inadequate waste disposal (unregulated waste disposal, insufficient number of containers, waste incineration); and pollution and the proximity of the landfill in Vinca. In conclusion, it was emphasized that unlike western countries where the rich people withdraw from cities to suburbs, in Belgrade this phenomenon is expressed primarily through the intention to afford a house in a private property near a major city, provided that more than 60% of respondents want to move into the urban part of Belgrade. It is also pointed out in conclusion that, despite many infrastructural deficiencies, quality of life is seen as "better than before" and the as the key insights of resorts quality public transport system, convenient location of the settlement and good neighbors were singled out; while the main disadvantages of living in this settlement are reflected in the absence of adequate levels of hygiene and quality of the environment. The authors point out the key factors of energy poverty in Kaludjerica such as high energy prices relative to disposable income, high consumption of automotive fuels, inefficient heating system and low level of energy efficiency of residential buildings.

The problem of adapting to climate changes and environmental protection program and the possible impact on urban development of the city of Belgrade was presented by **Snježana Glumac** from the Secretariat of Environment of Belgrade. Considering that the Law on Environmental Protection stipulates the obligation of local governments to adopt a program of environmental protection in their territories, as well as local action and rehabilitation plans, in accordance with the National Environmental Protection Program, the city of Belgrade has developed environmental protection program for a period of ten years, which includes the territory of 17 municipalities, with the purpose of obtaining a strategic document in the field of protection, improvement and environmental management, which determines the situation in this field, identifies trends, defines objectives and ensures compliance of management policy and environmental protection with other sectoral policies. Development of the Program was started by identifying the key problems in the environmental field on the basis of available information and data, and the objectives of environmental policy were defined. On the basis of stated objectives and tasks an action plan is created which sets out the activities, measures and projects, deadlines, stakeholders and partners in its implementation and possible sources of funding. The specific objective of the Program in the field of climate and climate change is: the implementation of preventive measures, adaptation measure and measure to mitigate climate change. Assessment of future risks and opportunities includes analysis of climate data for the city of Belgrade in the current time period, as well as the analysis of future risks and opportunities of climate

change impacts for the city of Belgrade. The action plan includes a list of measures and activities that will be undertaken in order to adapt to changing climatic conditions, including the responsibility for taking measures and activities, the time frame (definition of short-term measures and activities to 2017, medium-term measures and activities by 2020 and long-term measures and activities by 2025, and the definition of priorities.

At the end of the third and final session during the first day of the Conference, the project "Resistant cities: disaster risk management at the local level" on the example of Obrenovac, was presented by **Marija Maruna**, PhD, an associate professor in the Department of Urban Planning, Faculty of Architecture, University of Belgrade. This project is the result of collaboration between the Faculty of Architecture at Belgrade University - Department of Urban Development, GIZ AMBERO ICON project "Improvement of land management at the local level in Serbia," the city municipality of Obrenovac and master program "Urban management" of the Technical University in Berlin, and was realized within the master study program "Integrated planning". The aim of this cooperation is reflected in the implementation of joint activities that enable the implementation of the results of GIZ-AMBERO project in teaching and research activities of the Faculty of Architecture, in the field of sustainable urban development through the introduction of new planning instruments in the curricula of educational institutions. The reason for the project was the disastrous floods that occurred in Serbia, especially the municipality of Obrenovac in the spring of 2014, and as a framework for work on the project "Resistant cities - disaster risk management at the local level" the report of the UN Office for Disaster Risk Reduction of 2012, "How to make cities more resistant to natural disasters" is taken. As a result of joint work during the semester and a ten-day workshop held in Belgrade, the recommendations for disaster risk management stemmed, including: strategic and institutional framework, resistant housing, resistant infrastructure, vital resistant functions and resistant areas for protection.

### **Conclusions of Session 3**

1. The system that supplies the necessary energy to cities with the activation of renewable energy sources and energy efficiency, as well as global initiatives to establish a system of remote energy delivery, of the Climate Summit held in 2014, was adopted by a number of world cities and companies as partners, and is a topic that primarily could contribute to the strengthening of local policies, raising awareness about the green economy and resilience, reducing CO<sub>2</sub> emissions, etc., and as the ultimate purpose create a favorable environment for attracting investments, could be one of the challenges in planning urban development of cities in Serbia;
2. Energy poverty and perceptions regarding the quality of housing in suburban areas in Serbia reflected through factors such as high energy prices relative to disposable income, high consumption of automotive fuels, inefficient heating system and low level of energy efficiency of housing and quality of life environment, can be considered one of the key challenges for urban development of cities in Serbia. Surveys conducted by academic institutions that recognize the problems of urban development in Serbia can largely contribute to defining the guidelines of a future national urban policy;
3. Environmental protection programs, as the obligations of local self-government units established by the Law on Environmental Protection are good examples of strategic documents in the field of protection, improvement and environmental management, which determines the situation in this field, identifies trends, defines objectives and



ensures compliance of management policy and environmental protection with other sectoral policies. Therefore, in defining the policy of urban development one should take into account these and other documents and local action and rehabilitation plans, in the environmental field;

4. Results and experience with projects carried out by academic institutions as part of their teaching and research activities can greatly contribute to defining strategic and institutional frameworks for disaster risk management at the local level, and within that, defined recommendations for: proof housing, resistant infrastructure, vital functions and resistant areas for protection.

## DAY II

### Session 4. NATIONAL ACTION PLAN, CURRENT ACTIVITIES

The session was opened by **Svetlana Ristic**, Head of the Housing Department, by a report on the implementation of the National action plan for sustainable housing and urban development, comparing the planned and implemented activities sorted by areas of key issues of housing policy in accordance with the areas that were established in accordance with the recommendations of the UNECE Study of housing sector in Serbia. The greatest progress has been made in improving the legal framework, as the draft of the Law on Housing and building maintenance has been made. This law is comprehensive and regulates issues from three existing laws. The implementation of activities of the development of a system for increasing energy efficiency in construction (Cataloguing of buildings from the point of energy performance and Central Registry of energy passports), as well as on improving housing conditions in substandard Roma settlements is in progress. The law that is being drafted provides the basis for further implementation of a large number of the Action Plans in the future. This is primarily related to the adoption of a comprehensive National Housing Strategy and Action Plan for the reform of the sector of maintenance, which are the activities on the development of housing policy. Given that the draft law provides for the strengthening of non-profit housing organizations and the establishment of new institutions and financial mechanisms for housing and activities related to implementation of the new law will intensify in that area next year, which is in line with the dynamics envisaged by the Action Plan.

**Dušan Janković** presented MCTI activities in front of the Department for Energy Efficiency and Building Materials. His presentation showed establishment of the Central Registry of Energy Passports (CREP) which provides publicly available functionality and additional functionality for registered and validated users. In addition to this CREP provides information useful for decision-makers. This register is managed by MCTI and used for data exchange with the RGA, Engineers Chamber and the Faculty of Architecture, and on certain occasions with the Ministry of Energy and Mining, licensed engineers, authorized organizations, local governments, public companies and interested public. Publicly available functionalities include news overview, notifications on scheduled activities, search and inspection of authorized organizations and licensed engineers, as well as access to issued passports for certain buildings. Additional functionalities include maintenance of user accounts, and depending on the users – creation of energy passports, access, control and confirmation of energy passports, overview of issued passports and reporting on selected criteria by local government units. Specific functionality are for relevant ministries.

**Lazar Divjak** from the OSCE presented the results of the "European support for Roma people Inclusion" project, which represents the support to municipalities to improve the situation of Roma people in the Republic of Serbia. Housing component of this project involves the establishment of GIS to monitor the situation in sub-standard Roma settlements (GISRN) in the territory of the Republic of Serbia, as well as the development of urban plans and technical documentation for projects to improve infrastructure and housing in settlements in 20 local self-government units, which will be financed from IPA in 2013. The establishment of GISRN at MGSI, which will be used to create long-term strategies of improving the housing conditions of Roma and develop future projects is in progress. Activities on preparation of urban development plans in 11 cities for a total of 13 settlements are ongoing, and a

company that produces technical documentation for projects of: infrastructure (water, sewage, roads), for flood protection (embankments, defense against ground water, drainage), as well as for the construction of craft or housing facilities in 15 municipalities was selected.

#### **Conclusions of Session 4**

1. The first year of implementation of the Action Plan for sustainable housing and urban development has shown the need for changes and amendments by the new important activities of the Ministry of Construction, Transport and Infrastructure implemented. This primarily relates to the preparation of the new Law on Housing and Maintenance of buildings, establishing new instruments - National Housing Strategy, the Chamber of nonprofit housing organizations, Budget fund to finance housing support, funds of financial resources and housing at the local level, as well as the obligation to establish residential communities and managers in residential buildings owned by several persons.
2. Activities in the Action Plan should be specified in accordance with the needs to support the implementation of the new Law on Housing and Maintenance of buildings and establish the necessary means for their implementation and the necessary technical assistance that would facilitate the enforcement of the law after its adoption.
3. Activities related to energy efficiency in buildings - Central registry of energy passports and Cataloging of building from the point of view of energetic properties, are being successfully implemented and continued in the future. The Action Plan is necessary to be amended by the proposals of projects in the field of energy efficiency in buildings, which are planned for next year
4. Activities under the establishment of spatial database for monitoring of substandard Roma settlements and preparation of documents for their improvement are being successfully completed. To continue the construction activities and the preparation of new projects funds from IPA 2013 are planned, and this activity should be continually monitored in order to exchange experiences with other countries in the ECE region that are facing a similar problem.

#### **Session 5. INSTITUTIONAL DEVELOPMENT AND CAPACITY BUILDING FOR AFFORDABLE HOUSING**

After the presentation of the facts essential to the housing sector **Inger Vold Zapffe** presented Norway's housing policy, which aims at: ensuring the proper functioning of the housing market; increasing the supply for vulnerable population groups; and improving the standards, in terms of increasing the "green" building and standards of universal design. Basic characteristics of housing are the division of responsibilities between public and private partners, high level of ownership of apartments and deregulated housing market. The state does not build housing or any property, but helps municipalities, and private constructors, cooperatives, lenders and NGOs to fulfill their role in social housing. In this sense, there is the following division of responsibilities: The state determines the policy, legal framework, provides funding, establishes public institutions and initiates investigations; municipalities deal with the planning and construction procedures, regulations for land use, provision of land for housing and housing of persons with disabilities; private sector finances, builds, manages, owns and operates real estate. The political goal is good housing

for all, which is achieved by financial resources - loans, grants and subsidies, as well as knowledge, cooperation and dialogue. She also presented Norway Housing Bank (Agency under the Ministry of Local Development and modernization), which was established in 1946 and in the first 35 years was focused on increasing the housing stock. This bank is a decentralized institution with six regional offices with a total of 350 employees. Today, when the market is fully liberalized, this institution is primarily involved in various forms of financial support: cheap loans without subsidies, assistance with the purchase of an apartment, start-up loans, grants for special housing solutions, grants for research, development and information. Interest paid by customers reflects the rate of government borrowing and a certain margin and in 2015 it amounts to 2.08 for floating rate, or from 1.88 to 2.67 for a flat rate depending on the maturity of the loan. Norway Housing Bank primarily focuses on the elimination of irregularities of housing market, environmental protection and care about the quality of the construction sector, as well as inclusion and universal design ("beneficial to all, necessary for certain"). New challenges are huge influx of refugees from 2014, as well as the government's objectives relating to environmental protection and energy efficiency. Norway Housing Bank is working towards achieving the energy targets 2020 through pilot projects, research, international cooperation, improvement of standards.

**Mr. Andres Jaadla** from the organization 'Accommodation of Europe', gave an overview of managing multi-storey buildings in Estonia. About 71% of the population lives in apartments in apartment buildings, more than 10,000 apartments are in buildings in shared ownership. The privatization of apartments began in 1991-1994 through the provision of individual vouchers, depending on years of service. Further housing reform continued by mandatory formation of housing cooperatives and associations (1994-1999). The period 1999-2003 is characterized by the establishment of majority private ownership of apartments, which now amounts to 98%. The difference in comparison to other countries of Central and Eastern Europe is precisely the mandatory formation of housing cooperatives or associations, so today around 60% of the population lives in buildings owned by cooperatives or in shared ownership where there are associations of owners. In buildings of shared ownership there are at least two owners and each of them has the right to participate in decision-making. Cooperative ownership means that the cooperative owns the whole building, while tenants have the right to use which is stronger than the usual tenancy agreements: these tenants are involved in making decisions about managing as members of cooperatives. By 2000, the bank did not provide loan funds to associations and cooperatives without guarantees, while today the cash flows of housing cooperatives are taken as a guarantee. In 2003, Estonia started the programs of 10% grants for works to improve the energy performance and 50% grants for reports on the technical evaluation and / or energy auditing. In the period 2009-2013 about 600 cooperatives and associations were renovated, while for 2015-2020 around 1000 buildings, with 100 million euros in aid were planned. The biggest problems in buildings are indoor air quality, heating and cooling systems, building characteristics and energy efficiency, and renovation projects mainly related to solving these problems. Since 1996, the Union of cooperatives and housing associations-EKYL has been formed, organizing training programs for the population on leadership and communication skills, basic construction and technical aspects, and management, in terms of acquiring knowledge of the law, accounting and the like. EKYL is an independent voluntary organization, which unites over 1,400 cooperatives and associations. It represents its members at the local, national and international level and is a partner with state institutions, municipalities, private companies and NGOs. EKYL has its own training center, which holds 160-hour courses, based on which

the Ministry of Education issued a license for a new profession - manager of the housing cooperative. In addition, the organization participates in 15 international projects. Then what followed was the presentation of several case studies of housing and reconstruction projects to improve energy efficiency implemented in Estonia.

**Suzana Jovičević**, Secretary General of the Association of housing cooperatives of Serbia talked about the role and possibilities of housing cooperatives in strengthening the capacity for sustainable housing. The cooperative is a legal entity whose property and legal status is regulated by the Constitution, the Law on Cooperatives and the General Rules of housing cooperatives. Housing cooperatives appear as investors and builders, and they are mainly engaged in maintenance works in objects that they built themselves. The specificity of these operations is that they do not share profits among the membership, but invest it in the core business. She presented the history of the development of cooperatives in Serbia since 1870 and pointed out that Serbia was one of the founders of the International Cooperative Alliance in 1895. By 1990 there were about 1,600 cooperatives, which had tax incentives for the purchase of construction materials, procured land by direct deal and had access to affordable loans. Since 1995 a crisis of housing cooperatives has occurred, which is still ongoing. Today there are around 180 registered cooperatives that have no benefits and operate as a company. They are no longer engaged in the construction of individual buildings, that about 80% of co-operatives in the past were dealing with. In several major cities housing cooperatives are engaged in construction of residential buildings. The causes of the crisis of housing cooperatives are inconsistent application of constitutional principles and laws on cooperatives, economic crisis that has caused a decline in living standards, as well as unfavorable and changeable conditions of lending. Additional problems in the cooperatives are that cooperative property is not protected, and until recently was not recorded in the Cadastre as cooperative, but as state or community, there is a need for a new Law on Cooperatives which has been prepared for 15 years, incompatibility of other laws with the category of cooperatives, as well as the fact that local governments do not support cooperatives although by law it is one of the responsibilities of local governments. The European Union, as well as numerous international organizations recognize the importance of co-operative organization, which gives good results in times of crisis. Housing cooperatives in Serbia in development so far yielded greatest contribution in addressing the housing needs of households with limited incomes, in the urbanization of settlements, as well as preventing illegal construction. Having presented examples of good practice 3 housing cooperatives members of the Alliance, she gave a series of measures for the reaffirmation and encouraging of the development of these cooperatives: a new law on cooperatives and strategy to support housing cooperatives; in accordance with the law and the strategy to perform reaffirmation and reintegration of housing cooperatives in the system of non-profit housing through incentive measures and benefits in the area of land, credit and tax policies; as well as to establish harsh penalties for misuse of cooperative principles. The role and possibilities of housing cooperatives in the coming period is seen in: the construction of housing and other buildings, especially residential facilities with the personal work of members; the construction of housing units for rental to socially vulnerable groups, with the possibility of purchasing these apartments; maintenance of housing and other facilities (kindergartens, schools, etc.).

**Djordje Mojovic** reviewed the development of institutions of public support in housing in the periods: 1990-2000, which was characterized by a radical shift from the social welfare

state to liberal economy; 2000-2009, when the democratization and decentralization of society and housing reforms started; and 2009-2015, as the period when a new framework for public intervention - the social housing system was established. In the first period, housing policy is characterized by the complete privatization of social housing, leaving of housing construction to market, as well as delayed and incomplete regulation of maintenance of privatized housing. In the public sector there are public housing companies and funds of solidarity housing construction. The second period is characterized by an attempt to formulate national housing policy; termination of obligation of allocation in FSSI; the introduction of mortgage lending; the promotion of residential property; the distribution of housing by regulations on the purchase and lease of apartments for public employees; piloting of construction of a system of instruments of public support (social housing); and further atomizing of housing support to sectoral policy. In public sector there are public housing companies, funds of solidarity housing construction, the Building Directorate of Serbia (1999), the National Corporation for Housing Loan Insurance (2004), as well as municipal and city housing agencies (which are formed of 2003). City / Municipal Housing Agencies are specialized non-profit housing organizations that form the local government and in the period by 2015 18 of these organizations were established. They are primarily engaged in the preparation and implementation of projects of construction of apartments for lease or for non-profit sale. In the period from 2007, housing agencies have built about 2000 apartments, excluding public housing construction in Belgrade, which has not formed an agency. These apartments are distributed by leasing or non-profit sale at tenders, to housing vulnerable households with low incomes. In 2009 the Association of Housing Agencies was formed, as an association of housing agencies. In the third period from 2009 to 2015, housing policy was characterized by the adoption of the Law on Social Housing (2009), which set up a system of basic instruments of public intervention, the National Strategy for Social Housing (2012), but also the ongoing fragmentation of housing policy by sectors. In addition to the already existing institutions from the previous period, in 2011 the Republic Housing Agency was formed, which was supposed to become a leading program-finance institution in the housing sector. The new law provides for the further development of institutions of housing support, as well as financial and property funds at the local level.

## **Conclusions of Session 5**

1. The Norwegian experience in developing housing policies and the role of Norway Housing Bank shows that the building of institutions for the implementation of housing policies is a long process that requires continuity. Preserving and improving the capacity of existing institutions is a prerequisite for successful adaptation to all the changes and challenges faced by countries. For durability of institutions, transparency and high efficiency of their work are very important in order to maintain the trust of citizens and ensure the continuity which is essential for long-term financing of housing.
2. Estonian example showing that changes in the law that enabled the privatization of housing and transfer of responsibility of managing and maintaining buildings to the former tenants, must be accompanied by the necessary training processes in order for the law to be successfully implemented. In this sense EKYL which has its own training center for the management of residential buildings is an example of good practice. Strengthening capacities through the development of such institutions opens the additional opportunities for research and development in this area, and what is especially

significant is the experience of this institution through participation in international projects to improve energy efficiency. Cooperation with this institution would be very helpful for the development of the necessary capacity in Serbia, especially in the light of implementation of the new law that is being prepared.

3. Union of housing cooperatives stressed the contribution of housing cooperatives to sustainable housing in Serbia. This is: adopting a new law on cooperatives and the strategies to support housing legislation; in accordance with the law and the strategy it is necessary to reaffirm and reintegrate housing cooperatives in the system of non-profit housing; it is necessary to define the incentive measures and benefits in the area of land, credit and tax policies so that the cooperatives could provide their contribution in providing affordable accessible housing; at the same time, severe sanctions for abuses of cooperative principles should be established.
4. Overview of the development of institutions of public intervention in Serbia has shown that there is no continuity in this regard and that the increase in the number of these institutions does not mean the increase in overall capacity, but its weakening. This atomizing of institutions is partly caused by a lag in the development of the legal framework in adapting to reality, but also by inconsistent application or inaccuracy of new legal framework - Law on social housing. The new law on housing and building maintenance provides an opportunity to establish new programming and financial institutions, but is a key condition for the survival of these institutions, providing funds for their functioning. In addition, it is equally important to strengthen their capacities through training and the establishment of a better system of their licensing and control of their work.

## **Session 6. HOUSING STANDARDS AND DESIGN**

European standards for existing and new buildings was presented by **Dan Staniaszek**, a senior advisor at the Buildings Performance Institute Europe (BPIE) in Brussels. The presentation referred to the review of European legislation in this area and the energy performance of existing and new buildings, as well as facilities with approximately zero energy consumption. BPIE acts not only in the area of research of building standards, but also in the field of application of the relevant European regulations and the design and construction. Today in Europe there is great diversity within the housing fund, what is influenced by different geographical characteristics and traditions in terms of housing and construction. The EU long term policy framework traces a path for achieving low-carbon economy until 2050, under which the housing and service sectors should reduce greenhouse gas emission between 88-91% compared to the levels of 1990. Buildings influence 42% of the final energy consumption, 35% of the CO<sub>2</sub> emissions, >50% of all extracted materials and 30% of water consumption. .

The European Union has a complex policy framework for the energy performance of buildings – directives on renewable energy (2009/28), product ecological design (2009/125), energy labeling (2010/30), Energy Performance of Buildings (2010/31) and energy efficiency (2012/27). Member States are obliged to develop a long term strategy for the renovation of the existing building fund, but the approach taken in different Member States differs methodologically (e.g. in UK and Flanders when renting property, in France within maintenance works, in Italy in cases of building extension or upgrading, etc.). This was

followed with presentation of new tendencies towards the nearly zero energy consumption buildings, with two countries – France and Austria – already achieving this standard for new buildings. However, the ambition of this goal varies significantly between Member States regarding the definition of zero energy. In conclusion, Mr. Staniaszek singled out the proposals of BPIE in order to achieve this ambitious goal, which include long-term strategic planning and implementation of plans to the relevant political levels, adjusting regulations to new and existing buildings, programs of support for the market, more information on projects, exchange of good practice and the question of quality and consistent application of regulation.

Alternative materials and the obstacles to their use in residential construction were pointed out with his presentation by **Radojko Obradović**, PhD, special adviser at the Ministry of Construction, Transport and Infrastructure. Raising the question of whether modern construction practice means the application of alternative materials, the author cited practical and economical reasons for the use of alternative materials in modern residential building, emphasizing the aesthetic, structural and energy characteristics of these materials. The fact that by the use of materials such as straw and mud it is possible to build each year 100,000 houses of an area of 150m<sup>2</sup>, shows that this building is not only economically viable, but that it is possible to quickly and efficiently build using natural materials. To make this kind of construction represented in our construction practice, a necessary requirement would have to be the existence of specific legislation to regulate the use of alternative materials in housing construction. The presentation gives an overview of the European Council Directive 305/2011 / EC which stipulates that products intended for the construction industry in the European Union must meet the requirements divided into six categories, such as mechanical strength and stability; fire protection; hygiene, health and environmental protection; security service; protection against noise, energy saving and thermal protection. In order for the alternative materials that are practically free and made of renewable resources that do not pollute the environment to find the application in domestic building practice, the author has stressed the need to bring some development strategies, particularly in the construction and housing policy. A simple way of building and stimulus for the economy are also key aspects in favor of the use of alternative materials.

Student initiative "New models of housing for vulnerable to floods," was presented by **Ana Dusmanovic** and **Ana Zoric**, who as students of Faculty of Architecture participated in the organization and implementation of workshops, initiated by the students after the floods that have affected Serbia in the spring of 2014, in order to explore and propose different models of housing units for vulnerable households. The workshops were accompanied by professional gatherings in the form of thirteen lectures on planning, designing and constructing of settlements vulnerable to flooding. The lectures were accompanied by workshops under the mentorship of twenty professors and assistant professors at the Faculty of Architecture with the participation of 130 students of architecture. The workshops lasted for four days and within this period twenty conceptual designs of residential buildings, eight conceptual designs of kiosks in the public health system were proposed and elaborated, a study of typology of housing in emergency situations was developed and three ideas for possible projects were suggested. In this action, more than two hundred professionals and future experts in the field of architectural design showed their motivation, desire and energy to help those affected by floods by joint efforts. Students' initiative was aimed at engaging representatives of the architectural profession to contribute to



overcoming this problem, and to encourage long-term thinking on the contribution of the profession in such situations. The successful outcome of this initiative was followed by a series of other actions and projects, as well as continuation of education of students of Faculty of Architecture through courses and workshops, such as the course at the master studies "Integral Urbanism" and the like.

**Vesna Mila Čolić Damjanović** at first looked back on the challenges of sustainable urban development of social housing in Serbia, among which highlighted the unfavorable demographic trends, dominant private ownership, qualitative housing shortage and lack of affordable housing, as well as the high share of informal rental housing. She gave an overview of different housing options that already exist in Serbia within the framework of social housing and the housing market. Čolić Damjanović also presented planned locations for social housing in Belgrade based on Belgrade General Urban Plan from 2003, by which 58 such sites was planned. In addition to these locations, GUP defined the possibility of construction on existing locations in case of construction of over 250 apartments, 5-8% of which would be for social housing. In further steps, there was presented the summary of realized housing programs and projects through public sector or donor funds in the period from 1990 to the present, as well as their spatial distribution by type and location, as well as by the type of program – rental or non-profit social housing. She explained in details the project in Kamendin and difficulties that have raised up in this settlement. The conclusion is that from all the criteria for the selection of site, the one mainly used is land availability, while other criteria are not equally included, so that social housing in Belgrade and Serbia has no clearly defined criteria of (strategic) planning, design, implementation, monitoring and evaluation. Therefore she considers that introduction of specific criteria and indicators of sustainability should contribute to better, more efficient, more transparent and more responsible assess of existing programs and projects of social housing, as well as to the planning and design of future social housing. In this sense, she presented elaboration of various criteria and specific indicators of social, economic and environmental sustainability, as well as an example of evaluation of indicators depending on the type of construction. Further development of proposed sustainability criteria, as an auxiliary mechanism for assessing capacity and quality, can contribute to the creation of new successful programs and projects of social housing and to define further steps in the improvement of social housing in Serbia towards sustainability. Beside these aspects of sustainability Čolić Damjanović underlined the importance of organizational sustainability for the development of the whole system of social housing.

## **Conclusions of Session 6**

1. Last session has shown that there is a wide range of challenges in the practical application of sustainable standards in housing, such as increasing resource efficiency, more accessible and affordable quality housing, greater resistance to the effects of climate changes, as well as greater support for the improvement of the social aspects of sustainability.
2. The European Union has set ambitious targets for resource-efficient Europe by 2050, which are largely related to the housing sector. In building construction, a particular challenge is the development of strategies for the reconstruction of the existing fund, and progress towards buildings of approximately zero energy consumption. The harmonization of approaches in these aspects between the EU and Serbia is in progress,

so it is necessary for Serbia to strengthen its capacities in this field, in cooperation with the competent institutions of the EU and Member States, in particular through cooperation in the implementation of specific projects.

3. Given the low standard of the population in Serbia, as soon as possible adopt standards for the application of alternative materials in modern residential construction, which are widely available and affordable for most of the population. Since the family homes account for more than 65% of the housing fund, the use of straw as an alternative building material in new construction and reconstruction has great potentials to be explored.
4. It is also important to encourage innovative approaches for rapid adaptation to new challenges. Results of the project which was carried out by the students of the Faculty of Architecture, initiated by last year's floods, shows the mobilization of large creative capacities when faced with strong motives for action. This successfully implemented initiative points to the importance of research and the introduction of new topics in higher education concerning various aspects of sustainable housing. Therefore we must support these initiatives and encourage the networking of different actors, especially the academies and the economies, with the aim of wider application of innovation in practice.
5. To achieve greater sustainability of social housing, already in the planning phase of new construction, it is necessary to carefully weigh all aspects of sustainability - economic, social and environmental, and also take into account the organizational sustainability of the entire system.

## **FINAL CONCLUSIONS OF THE UNDA WORKSHOP AND RECOMMENDATIONS OF FUTURE ACTIVITIES:**

1. The second UNDA Workshop has demonstrated the need to update and amend the Action Plan for Strengthening Capacity for Sustainable Housing and Urban Development of the Republic of Serbia. This primarily refers to amend urban development activities, and to update the section of housing in accordance with priorities. Priority activities in the field of urban development relate to take active participation in the process of preparation for the Habitat III Conference, and in the field of housing it relates to implementation activities that will follow after the adoption of the new law on housing and building maintenance.
2. It is also necessary to define insufficient financial and other resources (technical, professional assistance, etc.) required for the realization of all activities, based on which it could be possible to search the support for the implementation.
3. Within the preparation of the Republic of Serbia for the Habitat III conference it is urgent to establish a National Committee to manage the participation in this process, as well as to start the preparation of National Report for the Habitat III Conference under the National Committee. The preparation of the National Report shall include all relevant stakeholders at both central and local levels by using existing capacities and networks of local governments of the Standing Conference of Towns and Municipalities.
4. Within the preparations for a global Habitat III Conference, it is necessary to initiate preparation of missing strategic documents for urban development, such as National Policy of Urban Development, based on the Action Plan for sustainable housing and urban development and the National Report for the Habitat III Conference.
5. Activities in the Action Plan in the housing section should be specified in accordance with the needs to support the implementation of the new Law on housing and maintenance of buildings, especially new instruments it introduces – the obligation to establish residential communities and managers in condominiums, National Housing Strategy, Chamber of non-profit housing organizations, establishment of budget fund to finance housing support, funds of financial resources and housing at the local level.
6. Regarding the obligation to establish residential communities and the establishment of Chamber of professional managers, it would have been beneficial the cooperation with the Association for training managers of residential buildings – EKYL from Estonia, given that they already have a lot of experience in this area as well as in the field of improving energy efficiency in housing.
7. It is especially important to update AP activities related to improving the capacity of non-profit housing organizations and their efficiency. The importance of this lies in the fact that complete social housing system (by existing laws) or housing support (by new laws) rest on these institutions acting on the local level. This is also an important issue for Serbia EU Accession Process, as it refers to the alignment of relevant new law's provisions with the Commission Decision (2012/21/EU) in relation to the conditions of granting state aid to service providers of general interest, so it would not disturb the market competition.
8. With regards to the establishment of Budget Fund to finance housing support, Norwegian experience acquired for a long period would be largely useful, as well as the experience of countries that have already established a public revolving funds for housing finance.

9. It is necessary to continue activities on improvement of energy efficiency in buildings, in cooperation with relevant institutions in EU and Member States, especially through cooperation on particular projects.
10. The activities on the use of alternative materials in modern residential construction shall be continued. To this end, standards should be adopted for the application of traditional building materials providing high energy efficiency performance, and at the same are price-affordable, such as straw and adobe. These standards define requirements in terms of building technologies that will meet all safety and healthy norms.
11. It is also important to encourage innovative solutions for rapid adaptation to new challenges of sustainable housing and urban development. In this regard, particular attention should be devoted to networking and exchange of experience acquired through practical examples (the project of Faculty of Architecture students, other examples of good practice for sustainable housing), as well as to promoting research and development in this area, regardless of the technological level achieved in their implementation.