



# *Water, landscape and citizenship in the face of global change*

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MONTENEGRO

MINISTRY OF SUSTAINABLE DEVELOPMENT  
AND TOURISM



# MONTENEGRO ID



- area: 13,812 km<sup>2</sup>
- population: 620,145
- capital: Podgorica
- national currency: Euro
- number of sunny days in a year: 180
- climate: Mediterranean and continental

Montenegro has 21 municipalities

- arable land - 37%
- forests - 45%
- urban and rural settlements, roads and waters - 18%

## regions

- coastal region – 1,591 km<sup>2</sup>
- central region – 4,917 km<sup>2</sup>
- northern region – 7,304 km<sup>2</sup>

## population

- coastal region – 23.78 %
- central region – 45.85 %
- northern region – 30.37 %

# Montenegrin coast

- Total length – 336.62 km
- Length of beaches – 73 km
- Municipalities - Herceg Novi, Kotor, Tivat, Budva, Bar, Ulcinj
- Ports - Zelenika, Kotor, Bar



# Montenegrin coast

- The Coastal region of Montenegro in general has all typical characteristics of the Mediterranean region. It is clearly separated from the inland by mountain massifs of Orjen (1895m), Lovćen (1749m), Sutorman (1175m) and Rumija (1595m). The area of the region is 1591 km<sup>2</sup> and includes the territories of six coastal municipalities: Herceg Novi 235 km<sup>2</sup>, Tivat 46 km<sup>2</sup>, Kotor 335 km<sup>2</sup>, Budva 122 km<sup>2</sup>, Bar 598 km<sup>2</sup>, Ulcinj 255 km<sup>2</sup>, where 24% of the Montenegrin population lives.
- The total length of the mainland coastline is 288.2 km, of which the coast of Boka Kotorska Bay is 106 km. There are 8 islands, 6 small rocky islands, 31 rocks in the sea with a total shoreline of 25.6 km. Among the rocky cliffs along the coastline there are 29 large and numerous smaller pocket beaches, of which 20 are proclaimed protected areas.





Boka Kotorska bay, a fjord-like bay at the northwestern part of the coast, is the most complex part of the coastal relief. The numerous settlements are built almost continuously along the bay coastline so that for the most part the coastline is characterised by small rocky beaches and many artificial concrete bathing areas, often different artificial capes, docks, or piers. The two inner bays, the Kotorsko-Risanski bay has been protected as UNESCO World Natural and Cultural Heritage since 1979 for its exceptional nature, culture and landscape of universal value.



13th Council of Europe Meeting of the Workshops for the implementation of the European Landscape Convention on “*The future of the territories, landscape identification and assessment: an exercise in democracy*” was organised by the Ministry of Sustainable Development and Tourism of Montenegro, in co-operation with the Council of Europe – Spatial Planning, Landscape and Cultural Heritage Division, Democratic Governance, Culture and Diversity Directorate.

**A study visit was organised, for the official delegates, visiting the Old Royal Capital Cetinje, the village Njeguši; Kotor – Old town; and Tivat – Porto Montenegro, by boat from Kotor.**



# IDENTIFY, ANALYSE, CHARACTERISE THE LANDSCAPE *TO ACT, IMPROVE THE KNOWLEDGE (LC COE)*

With the active participation of the interested parties, as stipulated in Article 5.c, and with a view to improving knowledge of its landscapes, each Party undertakes:

- a.
  - i to identify its own landscapes throughout its territory;
  - ii to analyse their characteristics and the forces and pressures transforming them;
  - iii to take note of changes;
- b. to assess the landscapes thus identified, taking into account the particular values assigned to them by the interested parties and the population concerned.

These identification and assessment procedures shall be guided by the exchanges of experience and methodology, organised between the Parties at European level, pursuant to Article 8.





**Implementation within Spatial plan of  
special purpose of COASTAL AREA**

**PROTECTED AND PROMOTED MONTENEGRIN LANDSCAPES**, CREATED THROUGH A UNIQUE COMBINATION OF NATURAL AND CULTURAL CONDITIONS, WHICH RETAINS ITS **ATTRACTIVENESS, UNIQUENESS AND CULTURAL IDENTITY**, IS ONE OF THE VISIONS OF THE LANDSCAPE AND SPATIAL PLANNING IN MONTENEGRO.

### **The purpose of the Manual**

- Implementation of the provisions of the European Landscape Convention;
- A description of the methodology of the Study and the Landscape Plan;
- Definition of clear objectives in landscape planning;
- Definition of the level of preparation of the Study and the Landscape Plan for different planning documents;
- Uniformity of planning documents.

### **For whom is the Manual intended?**

Planning companies, local governments and legislative authorities and citizens who are interested in planning issues. Landscape planning provides information base for spatial planning and environmental protection

**Harmonisation with the law** (Law on Spatial Planning and Construction of Buildings, Law on Environmental Protection, Law on Protection of Cultural heritage, Law on Strategic Environmental Impact Assessment, Forest Law, Law on Agricultural Land etc.)

# Landscape planning tools

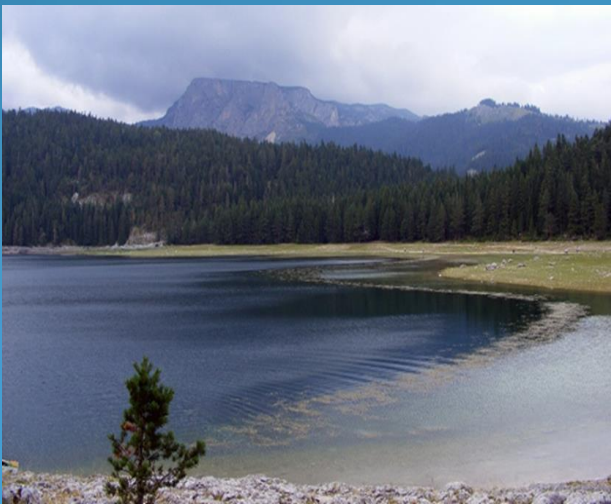
## Landscape study

### Landscape Character assessment

- define the scope of the work at the office, fieldwork, classification and description

Landscape identification and mapping refers to the identification of:

- **Landscape character types**
- **Landscape character areas**



## Landscape plan

- **Evaluation** of landscape
- **Vulnerability** analysis
- **Suitability and attractiveness** of landscape for different activities (tourism, recreation, agriculture, industry)
- **The concept** of landscape development
- **Landscape Protection** - principles and measures for the protection and development of natural and cultural landscape
- **Planning and management of landscape** and integral nature protection and landscape development for existing and intended land use



overlapping maps methodology

# NS IUOP CRNE GORE do 2030.g.

The National Strategy for Integrated Coastal Area Management has been adopted, with guidelines for PPPN OP:

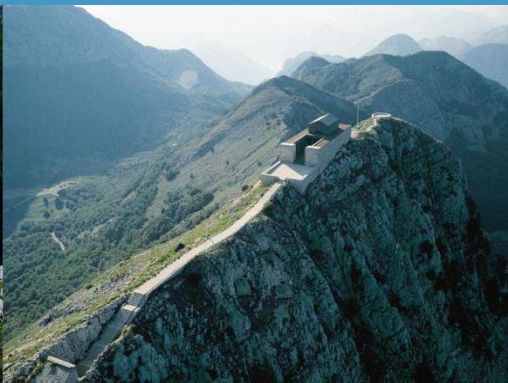
- Regulating excessive space consumption;
- Optimising the purpose of area - reducing conflicts of use and sensitivity of space to the smallest extent;
- Regulation of construction in the narrow coastal strip - Coastal distance;
- Preservation and development of rural areas.



# IDENTIFYING AND MAPPING THE LANDSCAPE OF MONTENEGRO



## COASTAL AREA SPATIAL PLAN



## KEY PROBLEMS AND RESTRICTIONS OF THE DEVELOPMENT OF ALL MUNICIPALITIES

- Noncritical urbanisation, disregard of the rules for settling settlements and the criteria for shaping the area, increasing floors and other urban parameters;
- Insufficient and inadequate tourist capacities;
- Low percentage or total lack of space for social services;
- Diversified capacities of residential areas and negative effects on tourism development;
- Traffic and overall infrastructure;
- The increase in the number of apartments in all municipalities;
- Unfulfilled inter-municipal co-operation;
- Insufficient beach capacity;
- Poor municipal equipment of urban centres ...



The coastal region is the most developed and most inhabited part of Montenegro and is recognised by its natural attractions and cultural heritage. As such, it is of special importance for the **development of tourism**. Furthermore, there are favourable conditions for development of the maritime economy, agriculture and fisheries. This region is also considered attractive for living, which has caused continuous migration within the country toward the coast. It is projected that by the 2020, the total number of inhabitants in the coastal region will be around 156 000, which is an increase of 4%. In general, the development and urban capacities are along the coastline, which represents the permanent investment pressure on the coast.





Coastal area is an important **biodiversity** center.

The current **protected areas** in the Coastal zone include:

- 33 natural monuments (20 beaches along the entire coast, a botanical garden near Risan and three town parks – in Herceg Novi, Tivat and Bar – Topolica);
- 3 areas with special natural characteristics (hill Spas above Budva, peninsula Ratac with Zukotrlica, and Old Ulcinj island);
- 1 area protected by municipal decisions (Kotor – Risan Bay with total surface of around 15,000 ha).
- 1 special natural reserve - wetland "Tivatska Solila", protected since 2008.





**Cultural heritage** in the Coastal zone is made of archeological, historical, artistic, building, ethnological and technical monuments. The historic old towns of coastal municipalities Ulicinj, Bar, Budva, Kotor, Perast and Herceg Novi are inscribed in the National registry of cultural monuments, with numerous individual historic and cultural monuments of exceptional value.





The **Coastal area** has a special **landscape value** and a considerable part of Montenegrin cultural heritage is in this region. The current share of protected areas in the coastal zone is rather low. The natural monuments and areas of special natural features cover an area of 900 ha.

Montenegro ratified the European Landscape Convention in 2008. The Measures for the protection of landscape values is an obligatory chapter of every Spatial Plan, as defined by article 21 and 22 of the Law on Spatial Development and Construction of Structures.

The 2010 Law on the protection of cultural heritage prescribes measures for protection of cultural heritage including development of management plans for certain landscapes.

For the area of Boka Kotorska, UNESCO World Heritage Site, a special management plan was adopted by the Government in 2011, in accordance with the requirements of the Convention for the protection of World cultural and natural heritage. The special Law for the protection of Boka Kotorska - the UNESCO World Heritage Site is currently being drafted in Montenegro.

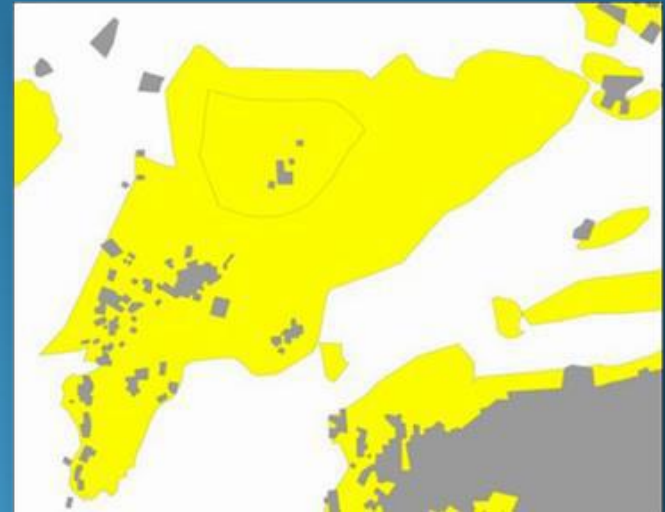
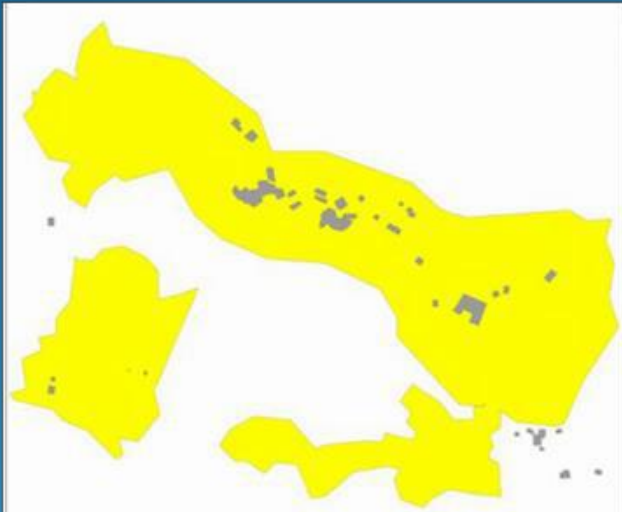


In the previous system of **land management** in Montenegro, the term "gradsko-gradjevinsko zemljište" (land for urban building) had a status of public asset. Agricultural land, outside town zones, was protected from being used for other purposes by special laws. The Constitution of 1992 "abolished" the character of public asset for "gradsko-gradjevinsko zemljište" (land for urban building) and completely liberalised the right to buy property, including apartments, all over Montenegro, both for local people and foreigners. The law that protected agricultural land was repealed during the 1990s.

The tax system does not de-stimulate building of "non-productive" buildings ("weekend houses and apartments"). The regulation on classification and categorisation of tourist buildings stipulates that villas, apartments and "holiday apartments" represent tourism facilities.

All this has considerably increased the building pressure on the attractive coastal area, which has resulted in excess building in many parts of apartment buildings on locations that were previously planned for tourist facilities or turning agricultural land into building land.

The extent of the oversized dimension of the **construction areas** is also indicated by the fact that the planned construction area that was not built on (19042 ha) is sufficient to accommodate housing facilities (according to the existing construction densities) in which another 600,000-800,000 inhabitants could live and tourist facilities for at least 270,000 new beds.



An example of the planning of construction areas is several times higher than required in the valid plans of the coastal municipalities, which represents irrational spending of non-renewable spatial resources. The **gray color** indicates the existing construction, and the **yellow** planned expansion of the construction area - these are parts outside urban urban zones. It is evident that the yellow zones (new construction areas) are more than 20 times the existing construction, which roughly contradicts the principles of sustainable settlement of settlements, which prescribes a maximum spread of 50% in urban zones, or exceptionally, three times in comparison with the existing construction in the case of rural settlements.

The planning of construction areas, which are several times higher than required, represents irrational spending of valuable and non-renewable spatial resources, but it also has numerous additional negative consequences that include:

- Dispersed (scattered) construction with significantly higher utility costs;
- Unnecessary consumption of other valuable resources, especially agricultural and forest land and areas of valuable biodiversity;
- Higher costs of energy supply and higher fuel consumption;
- Higher environmental pressure;
- Loss of traditional physiognomy of settlements and distortion of original landscape values.

In economic terms, in the long term, such a trend leads to a decline in the attractiveness of the tourist area, a decline in the destination rating and, ultimately, a decline in tourism revenues.

Reversed agricultural land not only damages agriculture, but other negative consequences are also generated, such as: land erosion, pollution of the environment, disturbance of cultural heritage, etc.

## Respecting the **principle of balance**

The territory is particularly valuable natural resource and national asset and therefore the conditions for its protection, development, use and management are provided by the spatial plans. The spatial planning system is based on the principle of the respect of the hierarchy of the spatial planning documents where spatial plans of lower level must be harmonised with the plans of the “higher rank”.

Spatial planning is based on the following principles: harmonisation of economic, social and cultural development of the country; sustainable development, rational use and the protection of nature and natural resources; protection of integral values of space and the protection and promotion of the environment condition; harmonisation with European rules and standards regarding spatial planning.

The Spatial Plan of Montenegro (2008) stipulates that in spatial and urban plans continuous construction along the coast and regional road network is to be avoided and the “green” corridors to the coast are to be provided as well. Also, building activity must be restricted to building zones – defined settlements.

## Objectives

An integral approach to understanding potentials and constraints for development.

- Introduction of unified principles for 6 municipalities;
- Harmonising developmental interests at the local level with the country's development strategy and policy;
- Stop the recognised unsustainable trends in further planning and spatial planning.



## Analysis – supported by PAP RAC CAMP

- Detailed inventory of the area and analysis of the current situation has been made
- A chart of construction based on an orthophotography was prepared
- An overview map of valid planning documents has been prepared
- New construction areas within the PPPN OP are defined



SECTORAL CHARACTERISATION

PROBLEMS

RESPONSE

THEMES

DESCRIPTION

SYNTHESIS

ENVIRONMENT

ENV. & HEALTH

BIODIVERSITY

SOIL/EROSION

SEISMICS (HAZARD)

SURFACE WATERS

GROUND WATERS

SEA

LANDSCAPE

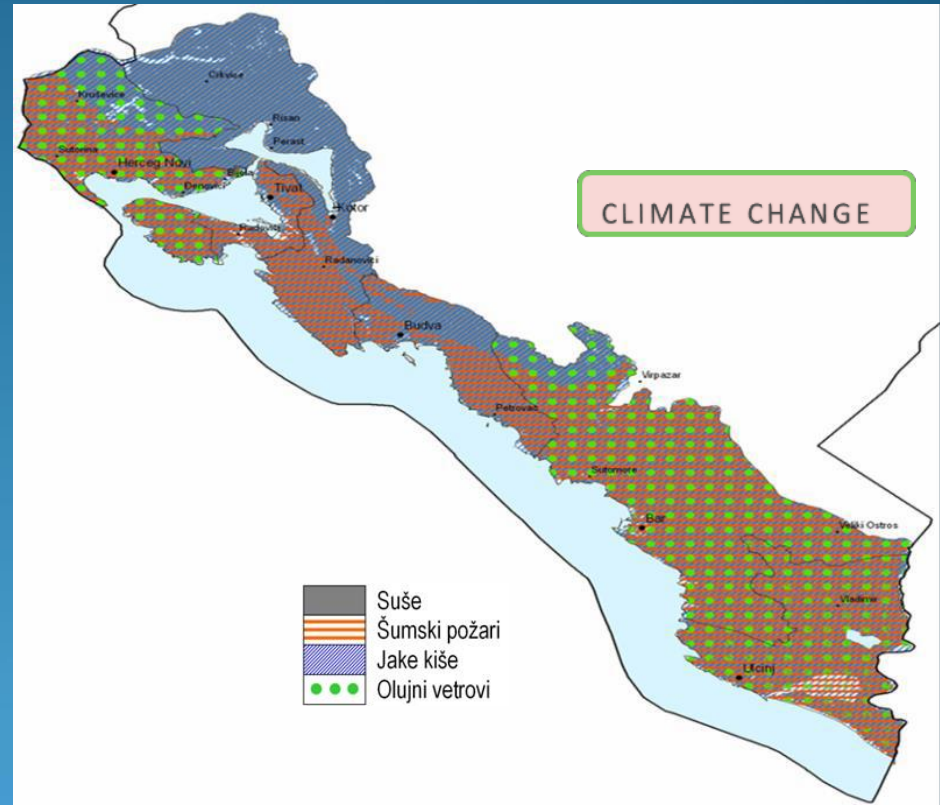
CLIMATE CHANGE

LAND USE

SOCIO-ECONOMICS

GOVERNANCE

CLIMATE CHANGE







## SECTORAL CHARACTERISATION

THEMES

DESCRIPTION

ENVIRONMENT

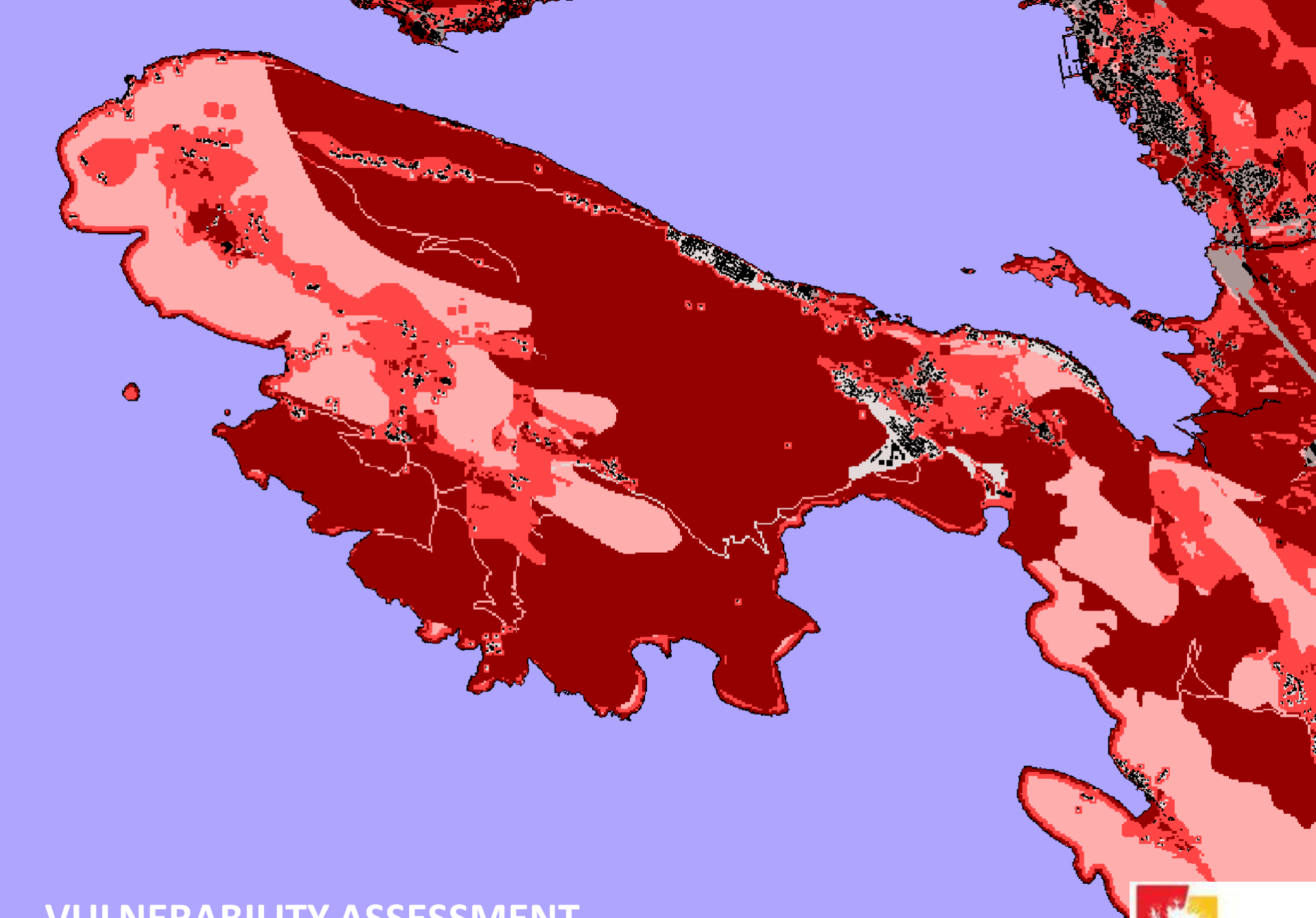
GENERAL VULNERABILITY  
ASSESSMENT (WITH  
POLLUTION)

DETAILED VULNERABILITY  
ASSESSMENT (NARROW  
COASTAL ZONE)

LAND USE

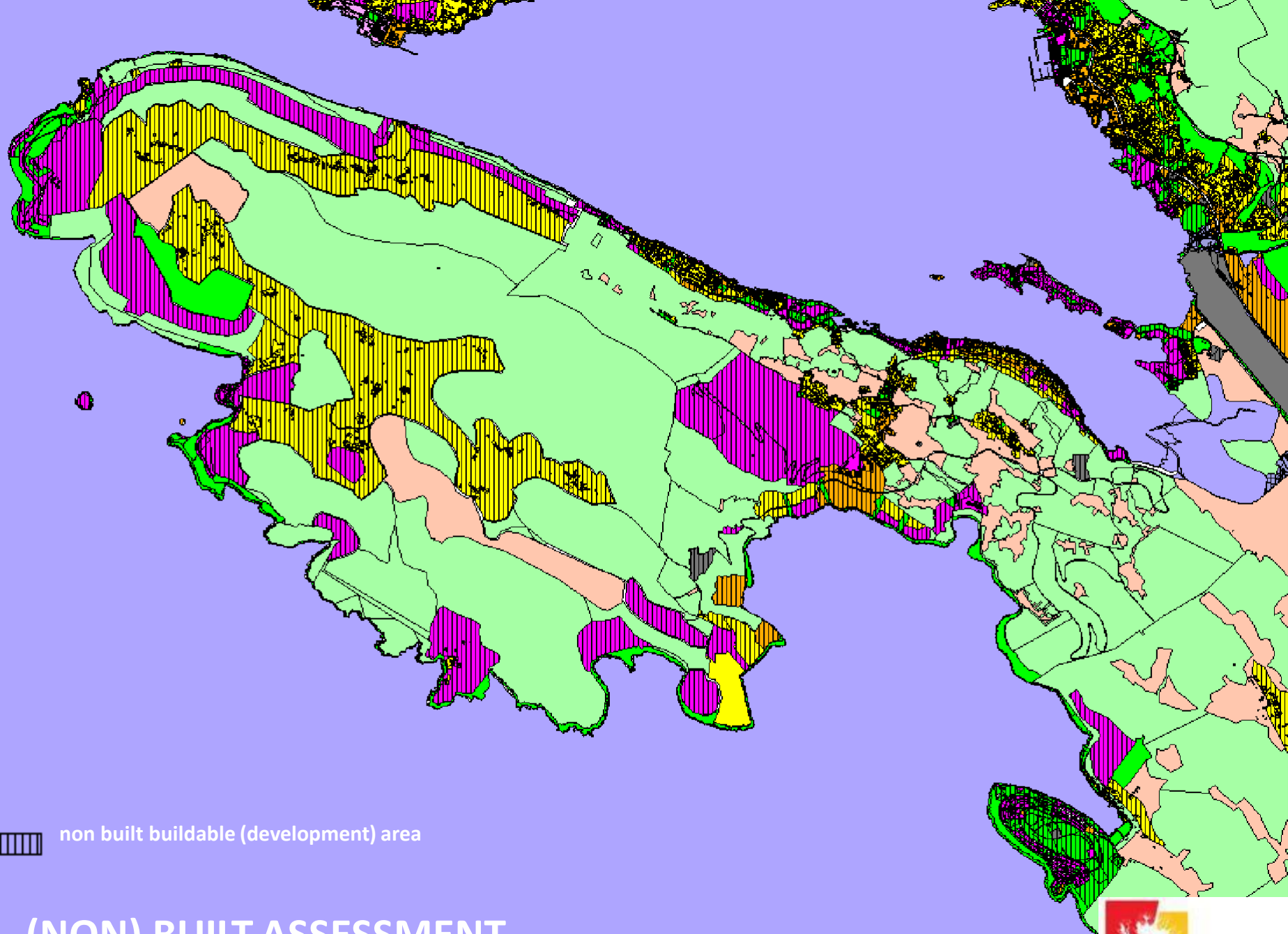
SOCIO-ECONOMICS

GOVERNANCE



# VULNERABILITY ASSESSMENT

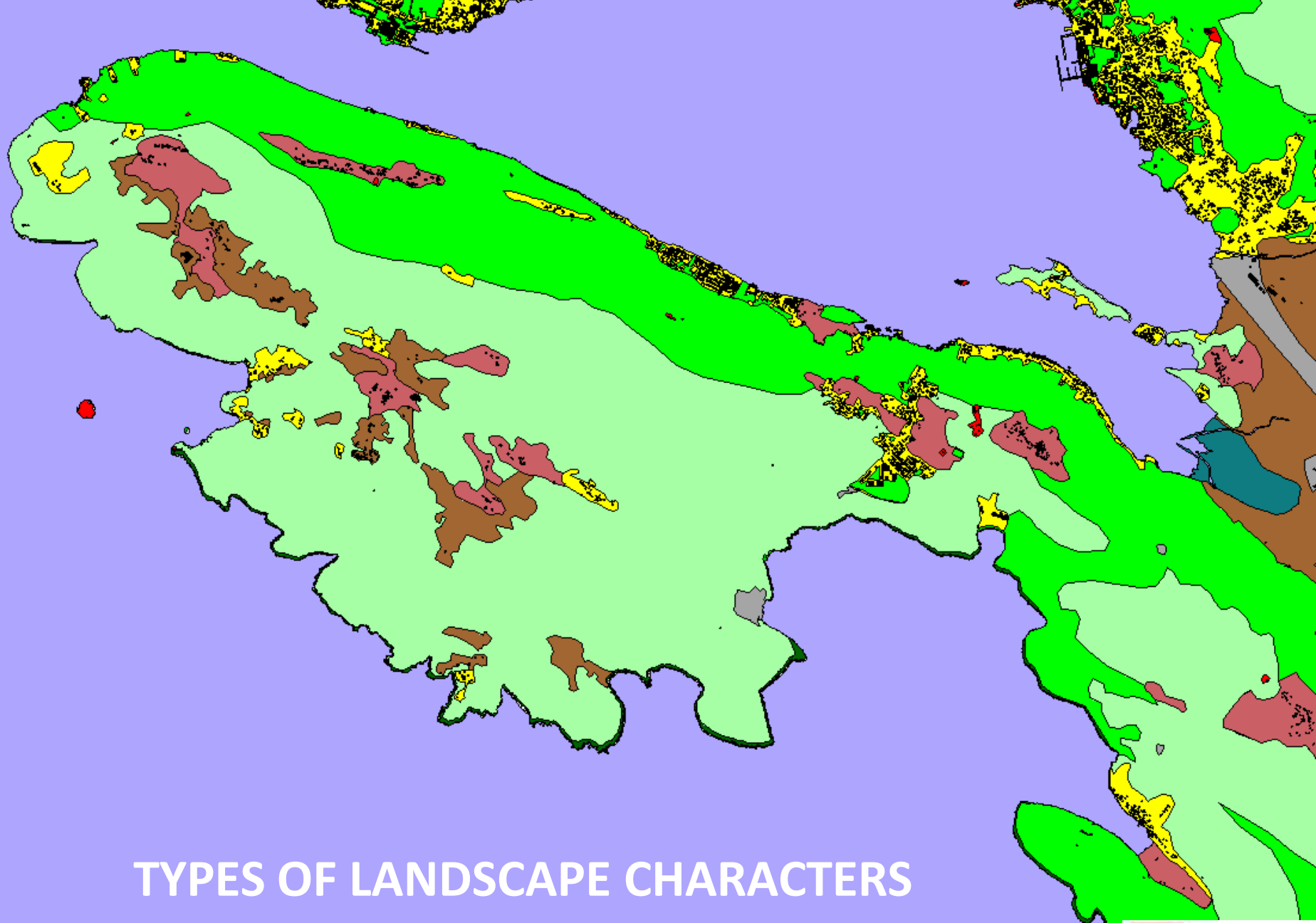




 non built buildable (development) area

# (NON) BUILT ASSESSMENT





## TYPES OF LANDSCAPE CHARACTERS

1. PROTECTED AREAS

2. OPEN SPACES  
a) natural areas  
b) rural areas

3. SETTLEMENTS

4. OTHER AREAS =  
a) buildable (development) areas out of settlements  
+ b) open areas

# OPEN SPACE CONCEPT



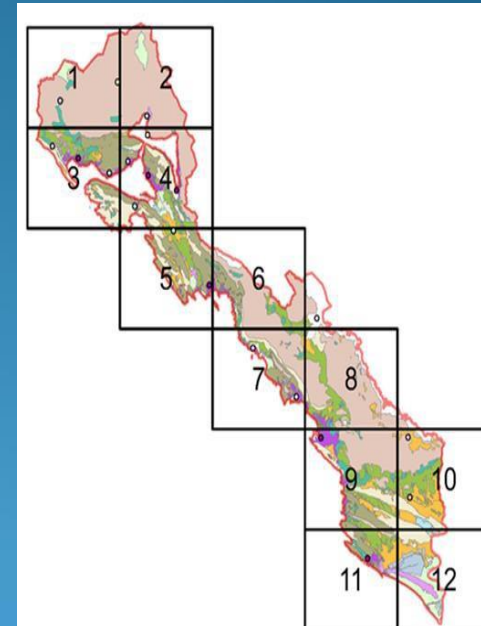
# Coastal area of Montenegro

## Landscape character assessment - Landscape Character areas



Landscape Character areas are individual and unique geographic areas - landscape units

Landscape character areas have their own individual character and identity

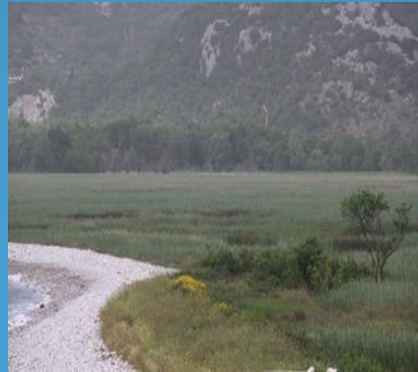
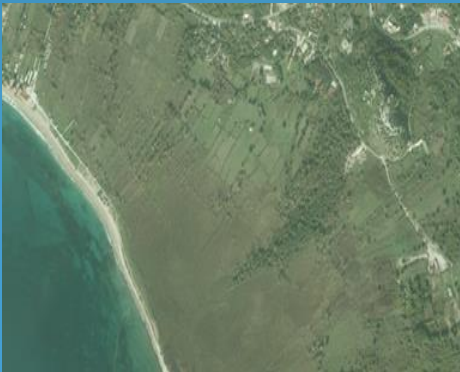
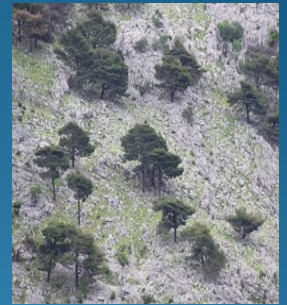


Sector number  
Broj lista

4

# Coastal area of Montenegro

Landscape character assessment – Landscape character types



# Coastal area of Montenegro

Landscape character assessment – Landscape character types





# The concept of spatial development of the Coastal region

The plan contains the following concepts:

- Planning the development of the settlement;
- Tourism development;
- Development of agriculture and forestry;
- Development of economy, maritime;
- Development of traffic;
- Other technical infrastructures;
- Protection of natural and cultural heritage;
- Protecting valuable landscapes;
- Environmental protection.





# SPACE USING REGIME

The plan provides space-use regimes for the preservation of valuable landscapes, ambient units, protected areas, valuable agricultural land and a narrow coastal belt.

**The plan defines the following regimes of the use of the area of the Coastal Area of Montenegro:**

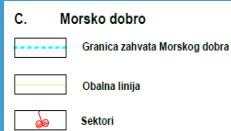
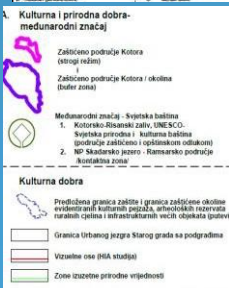
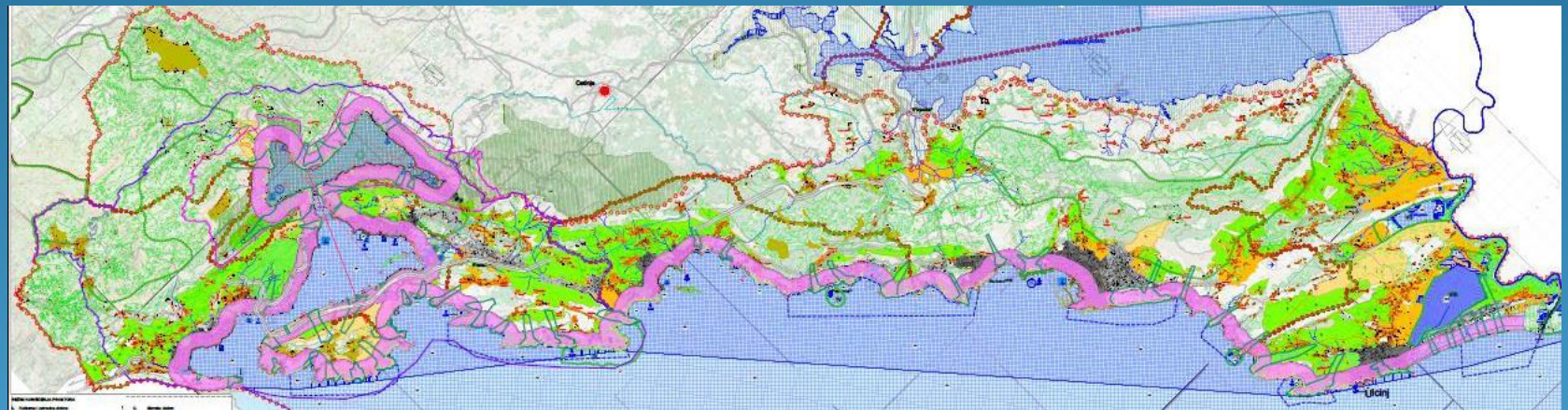
A. Cultural heritage;

B. Open rural areas;

C. Marine wells;

D. Coastal distance - Distance line 100 m (Distance from the line of construction from the sea);

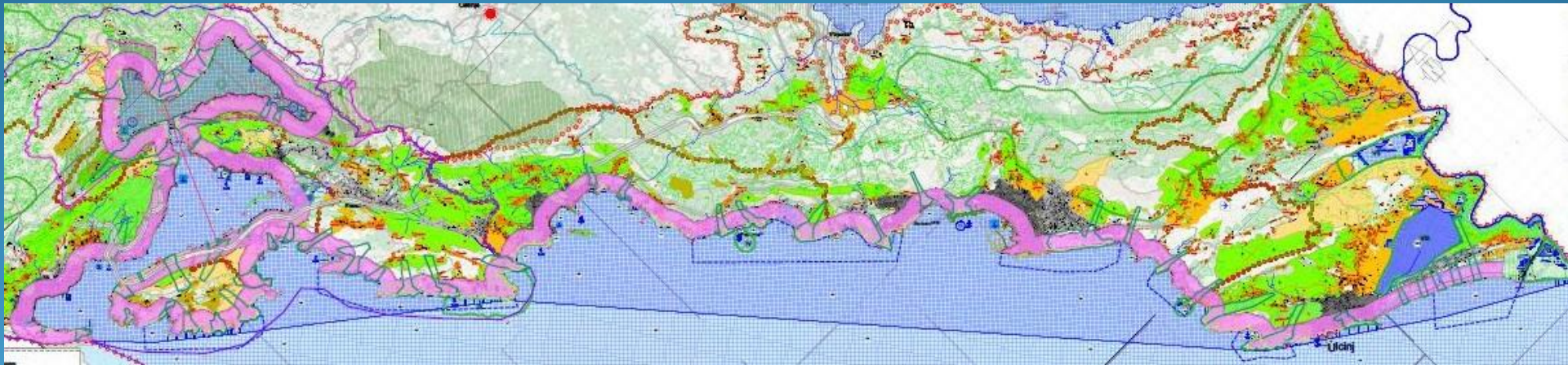
E. Coastal belt 1000 m. (100-1000m).



# COASTAL BELT = 1000 m

In the 1000 m strip from the coast (100-1000 m) in separate construction areas that are planned for tourist purposes according to the indicators given in tourism, no new housing apartment is planned.

Demands the preservation of natural, cultural, historical and traditional values - protection of land and sea.



**Green corridors (landscape belts) - have the function to provide a quality ambience and prevent continuous construction along the coast**

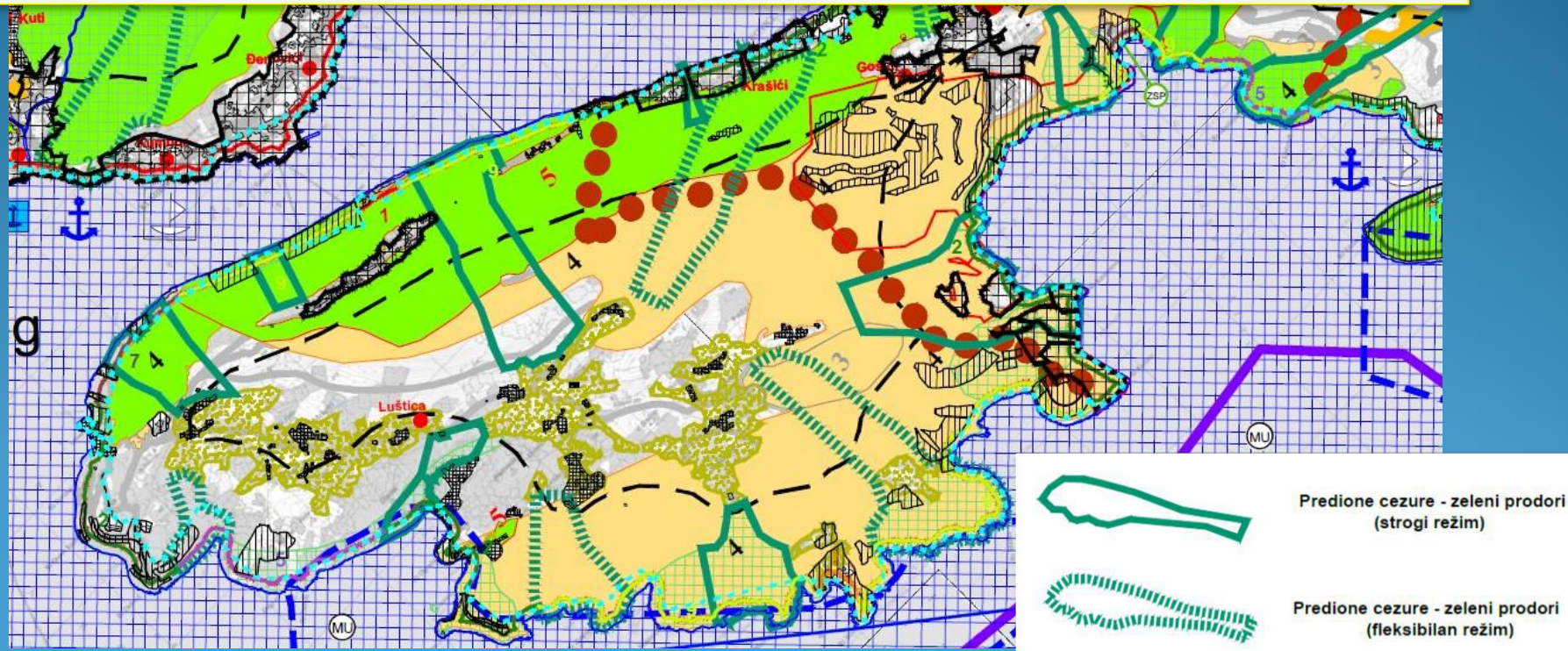
It is possible to connect the coast and the hinterland naturally and exclude linear construction in the narrow coastal belt.

In addition to the visual quality of the area, in this way the corridor for preserving biodiversity is enabled.

**The plan identified two types of green corridors:**

**Strict** - in the areas where no Building Areas in the Plan have been recorded. Construction in the areas of this type is forbidden.

**Flexible** - if within the landscape belts there are Construction Areas defined by the Plan or already constructed spaces. Low indexes of space construction.



# CONCEPT OF RURAL DEVELOPMENT

- Balanced development throughout the coastal area.
- Development of agriculture and rural tourism.
- Stopping depopulation and reducing the pressure on urban areas and narrowing the coastal belt.
- Manufacture of food and other renewable natural resources.
- Preserving biodiversity and natural ecosystems
- The landscape and cultural values that present culture and tradition and together with urban heritage in the narrow coastal part represent a tourist value.

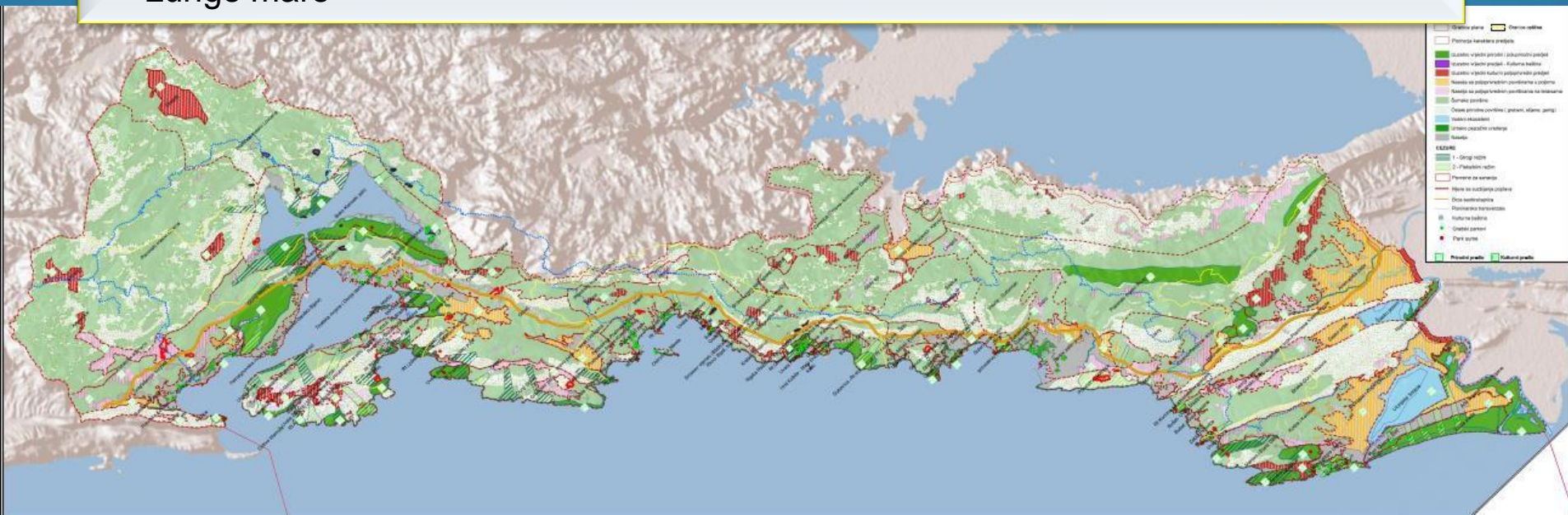


# LANDSCAPE PLAN - PROTECTION, PLANNING AND MANAGEMENT

Based on all preliminary analyses, the **landscape plan** has selected the following planned categories and given direction for their design in the future:

## Landscape Category:

- Extremely valuable natural and semi-natural landscapes
- Extremely valuable landscapes - Cultural heritage
- Extremely valuable agricultural landscape
- Urban landscaping
- Aquatic ecosystems
- Settlements
- Forest Park
- City parks
- Lungo mare



## The adopted PPPNOP provides:

- Reduction of the planned construction area and reduction to reasonable - sustainable frameworks (Reduces the construction area from 9 to 15%)
- Increasing the utilisation of planned construction areas, overcoming the problem "Pre-planned and undeveloped".
- Improvement of the quality of the built environment in accordance with the recommendations of the Coastal Zone Management Programme of Montenegro.
- Defining clear rules for the development of tourism in the narrow coastal strip and in the hinterland.
- The plan stipulates that in the wider 1,000-metre coastal zone, in new construction areas, housing construction is not allowed, but only construction for the purpose of tourism and economic activity.
- Regulation and control of construction in the narrower coastal area with the application of coastal relief measures (the first road is in the planning document that treats the coastal area a marked line of distances of 100 metres).
- The plan creates preconditions for the development of high quality tourism, in line with the Ministry's policy aimed at stimulating this type of tourist offer, creating conditions for new jobs and employment.
- The plan is affirmative to other types of quality tourism (rural tourism, family hotels, etc.).
- The Plan offers solutions for transport and communal infrastructure at the level of the entire region, which will relieve the present infrastructure load (Adriatic highway).
- Developing a rural area while preserving open rural areas.





**Thank you for your attention!**

