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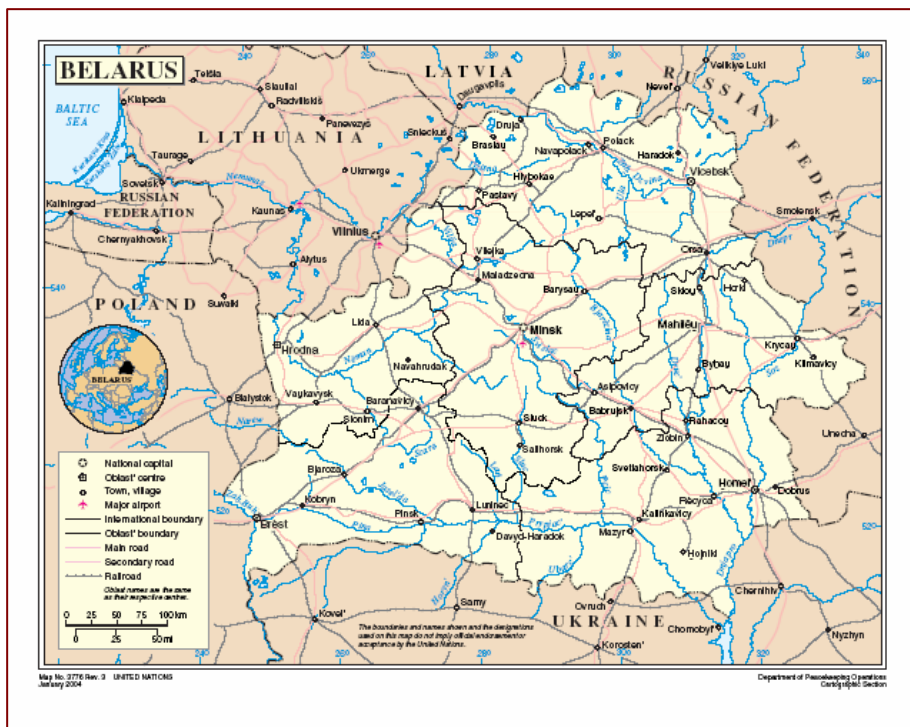
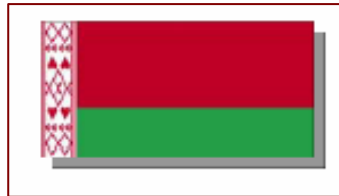
BSR INTERREG III B project

“Promoting Spatial Development by Creating COMon MINdscapes”



Republic of Belarus

II. Planning System of Belarus



Historically, the country was referred to in English as "White Russia" (translating the Latin Ruthenia Alba); the practice continues to this day in other languages.

The first known use of "White Russia" to refer to Belarus was in the late 16th century by Englishman Jerome Horsey. He used the term to describe the areas of Ivan the Terrible's empire.

During the 17th century the Russian tsars used "White Rus", asserting that they were trying to recapture their heritage from the Polish-Lithuanian Commonwealth. After the Commonwealth broke up, the lands that now make up Belarus were officially referred to as "Belarus" and "Belarusi", instead of the then-banned terms of "Litwa" and "Licwiny".

Nowadays, the Republic of Belarus is situated in the centre of Europe. The area of the country is 207,6 ths.km², population – 9,849 mln.inh. (01.01.2004). The population of the capital of Belarus - Minsk City is about one fifth of the country population.

The state languages are Belarusian and Russian.

II. Planning System of Belarus

1. Planning system in general

1.1 History of the planning system

Spatial and urban planning in Belarus was developed within the planning system of the USSR and existed in its central form until 1991. Integrated budget and centralized system of planning and distribution of financial and human resources were the peculiarities of that period. It had eliminated the independence and autonomy of local authorities and held them subordinated to executive bodies of Belarusian Republic and the Soviet Union. The procedure of public participation in urban planning process was quite formal. Generally, the decisions were made on the national level with priority for sectoral interests without concerns for local specificities.

Often making a decision on a very local issue such as the construction or service development in human settlement and its financial realization was not dependent on local government or local community but on the union or republican ministry. So, in practice national interests always prevailed.

After the collapse of the Soviet Union political and socio-economic conditions changed completely. Since its independence in 1991, Belarus embarked into a transition to a market economy and launched a process of decentralization and liberalization:

- the new Constitution confirmed the public and private forms of ownership;
- the development of national legislation was started;
- new types of land tenure were introduced;
- the process of capacity building of self and local governments started with the adaptation of the Law "On Local Governance and Self- Governance in the Republic of Belarus" (1991);
- local initiatives were encouraged and the role of civil society has been enhanced in the process of city planning and management;
- cross-border cooperation between Belarus and neighboring countries has been strengthened;
- a new vision on the role of cities in the global economy appeared.

However, since 1997 the role of the central government in planning and governance is being continuously strengthened. There is an ongoing process of centralization and national protectionism.

It should be noted, that in Belarusian spatial planning system the positive experience and traditions gained during the Soviet Union period is saved and at the same time they were enriched by new ideas, approaches and methodologies meeting the requirements of new role of the regions and cities in globalize world.

New approaches towards spatial planning in order to meet requirements of new times were developed in Belarus. They are based on the following principles:

- efficient use of territorial resources on the basis of their economic estimation;
- improvement and development of social, industrial, transport and engineering infrastructures;
- improvement of ecological conditions in cities located on the affected territories after Chernobyl disaster;
- protection and efficient use of natural resources, historical and cultural heritage.

These priorities were determined by social, economic and ecological trends observed in Belarus.

Social, economic and ecological trends in Belarus during last decade

Transition period is characterized by new dimensions that influence on the formation and balanced development of human settlements and territories. Some of the trends are similarly found in the majority of the countries in transition but some of these trends reflect only national development features.

The main demographic trends found in Belarus are:

- depopulation: increase of death rate and fall of birth rate;
- decline of migration;
- disruption in age distribution in economically active population (EAP): ratio of non-economically active aged population per EAP is dramatically increasing and reached the level 13:1 (UN prescribes 7:1 as the edge for balanced development).

The main economic trends are:

- employment redistribution: raise in the number of employed in the service sector;
- priority development of competitive and import-substituting enterprises. Efficient use of the economic potential of large and big cities;
- energy saving; natural resources management and encouragement of recycling;
- restructuring of agricultural sector. Diversification of land property types (private, leased, state and public lands).

The main ecological trends are:

- increasing air pollution due to growth in car ownership (70% is currently accountable to use of automobile);
- increase of underground water pollution as a result of poor hydrological protection of the water table in some parts of the country e.g. contaminated territories from Chernobyl disaster;
- increase of areas of biodiversity and landscape protection. The establishment of national ecological network;

- persisting effects of Chernobyl disaster on the development of human settlement system. At the same time, positive shifts are noted with the reduction of contaminated areas as a result of natural recovery and destruction of radio-elements.

In general spatial (territorial) planning in Belarus includes scientific, legislative, design, construction and administrative activity for environmental accomplishment and improvement through the development of settlement systems, location of industry, residential buildings, service centres, recreational zones as well as improvement of social, transport infrastructures, public utilities system taking into account requirements for environment optimization, cultural and natural heritage protection. Spatial planning is a form of planning which seeks to influence the future distribution and pattern of activities in terms of their locations. It is concerned with a territory and place. It emphasizes land-use and physical development and the connections between places. Spatial planning addresses conflicts about development and seeks to promote conditions conducive to economic development and cohesion while also conserving the environment. Spatial planning operates on the presumption that the conscious integration of (particularly public) investment in sectors such as transport, housing, water management etc. is likely to be more efficient and effective than uncoordinated programs in the different sectors. Spatial planning can make an important contribution towards sustainable development.

Nowadays the main role of the state in the planning of territorial development involves creation of the terms for competitive social and economic activity, preservation and protection of environment, realization of social justice and support of the local initiatives.

As experience shows the borders of the objects of territorial planning are adjusted to administrative and territorial borders.

Existing administrative division of the Republic of Belarus was formed during reforms implemented in 50s and 60s which were stipulated by the needs related to centralized economics improvement.

Despite the particularity of the reforms in administrative division in Belarus, the results met general trend that had place in postwar Europe – reduction of low-level administrative units and their integration.

Administrative and territorial arrangement and spatial borders of territorial planning of Belarus are specified by the Law of the Republic of Belarus "On the Administrative-territorial Division and Procedures for Resolving Issues of the Administrative-territorial Organization of the Republic of Belarus" (1998). Regional councils are in power to determinate and change administrative boundaries for the towns of district (raion) subordination and other urban settlements.

As it was mentioned before, in Belarus administrative and territorial units are defined as territories where the local councils, executive and administrative bodies are established and act according to the legislation. Administrative and territorial units are represented by regions (oblasts), districts (raions), rural councils, as well as cities and townships. Administrative district is a district defined for administrative purposes. City or municipal district is a district of a town or a city, e.g. administrative boundaries structured under the municipal area.

Planning of settlements development is implemented within the administrative and territorial units according to the legislation and considering social, economic, ecological, planning and other conditions.

1.2 Main principles

The main directions of the state policy in spatial development and urban planning aim to sustainable development of urban and rural settlements, transport system, engineering

and technical infrastructure, social amenities, recreation and health care system, preservation and efficient usage of historical, cultural and natural values.

Considering the historical difference of regions, urban and rural settlements, the tasks of spatial planning are based on the principles of varied approach to their development:

- stimulating of development of the settlements and territories with high competitive economic, scientific, technical, demographic and social potential;
- consolidated development, solution of a problem of stagnation in the settlements and on territories with a potential to growth, promoting self-development;
- state regulation of development in the settlements and on territories with crucial ecological, social, demographic, economic condition, protection for the territories with valuable historical and cultural heritage, natural and recreational potential;
- direct state administration for the development of zones with special state interests.

At present the implementation of state policy on sustainable development and urban planning plays important role as this activity enables to appreciate natural, economic, social conditions and develop different options for the most efficient territorial development, social and economic progress, preservation and protection of historical and cultural values. Apparently, unbalanced spatial planning can lead to enormous negative economic, social and ecological outcomes.

Planning hierarchy

There are three levels of spatial (territorial) planning in Belarus:

- National level covers the whole territory of Belarus or two and more regions;
- Regional level covers a territory of region or group of administrative districts;
- Local level covers a territory of single administrative district or settlement or its part (with or without suburban zone).

Objects and subjects of spatial planning

The main subjects of spatial planning are state authorities of a certain administrative and territorial level. For example, at the national level they are represented by the President of the Republic of Belarus, Council of Ministers of the Republic of Belarus, and the ministry that is responsible for territorial planning (Ministry of Architecture and Construction of the Republic of Belarus).

Regional representative and executive bodies are the subjects of spatial planning at the regional level.

Local level is represented by councils of deputies, executive committees of administrative districts and urban settlements.

Citizens who take part in territorial development process through public organizations, parties, territorial communities according to legislative procedures, belong to the subjects of spatial planning as well.

In Belarus the object of spatial planning at the national level is the whole territory of the country.

At the regional level the object of spatial planning includes region and group of administrative districts.

At the local level the object of spatial planning is represented by administrative district, settlement, territory as constellation of the plots of land.

There are four objective areas in spatial planning:

- Land-use planning and land-utilization;

- Planning of dissemination of the population, settlements development, allocation of industrial, social, engineering and technical infrastructure, communication;
- Planning of social and economic development;
- Planning of nature use and measures on nature protection.

1.3 Objectives and scope. Basic functions of planning

Building of market economy is one of the key principles of contemporary social and economic policy of the Republic of Belarus. On the one hand, spatial planning in new terms should aim at providing of market sustainability of the territories and determine different strategies for a territory with certain conditions for social and economic development. On the other hand, while market economy is developed, it is important to consider and protect public interests, to provide safe and sustainable environment for the population, to preserve and provide efficient use of natural resources, historical and cultural heritage that belongs to the population of the republic.

During the elaboration of state forecasts and programs of social and economic development of Belarus and its administrative and territorial units according to the legislation, the spatial planning requirements are to be considered. Spatial plans are corresponded and subordinated. Thereby the protective and coordinating role of planning comes out.

Physical planning, as planning in general, can be divided into the *directive and indicative*. Directive planning includes priority territories which have to be accomplished foremost. Indicative planning is a definition of stimulus and limits for development and usage of territories and plots of land in urban plan. The purpose of physical planning is to organize and develop certain areas (regions) according to the elementary facets of human existence, such as housing, work, education, supplies, leisure and transport, so as to ensure optimum social and economic conditions and sustain the natural foundations of life. The focus is on defining zone and site uses in structural plans and related measures. Physical planning, land use planning and territorial planning have broadly the same meaning. They describe government action to regulate development and land uses in pursuit of agreed objectives. The idea of physical/land use/territorial planning is generally what national, regional and local governments have in mind when they talk of spatial planning.

1.4 Main elements and main instruments of implementation

Characteristics and main elements of spatial system in Belarus

The area of the country is 208 thousand km². The population of Belarus is 9,8 million inhabitants. The capital is the City of Minsk that has a population of 1,766 million inhabitants (01.01.2005). Density of the population is 47 inh./1 km (1.01.2005).

Belarus shares borders with 5 countries, such as Poland, Latvia, Lithuania, Russia and the Ukraine. After enlargement of the European Union the total border with the EU-countries is more than 1000 km.

Two from ten trans-European transport-communication corridors N2 “Paris-Berlin-Warsaw-Minsk-Moscow-Bejgin” and 9B “Odessa-Kiev-Gomel-Minsk-Vilnius-Klaipeda” cross Belarus linking North-South and East –West parts of Europe and give access from Russia all the way to key western European city-regions.

The Republic of Belarus belongs to watershed of the Baltic and the Black Seas. Because of geographical location the country is an integral of the European ecological system with a very rich natural diversity. Forest and natural protected areas account to

36% of the total territory. However, 20% of its territory is contaminated by Chernobyl disaster of 1986. Consequences of this catastrophe has been negatively influencing safety, efficient and competitive land use, human settlement system development on the affected territories.

The territory of the country is divided into 6 regions (oblasts): Brest Region, Vitebsk Region, Gomel Region, Grodno Region, Minsk region and Mogilev region. The regions consist of 118 administrative districts (raions). There are also 23 cities regional subordination; 111 towns of districts subordinations; 97 townships (semiurban centers) and 1388 rural councils and 23973 rural settlements. (1.01.2005).

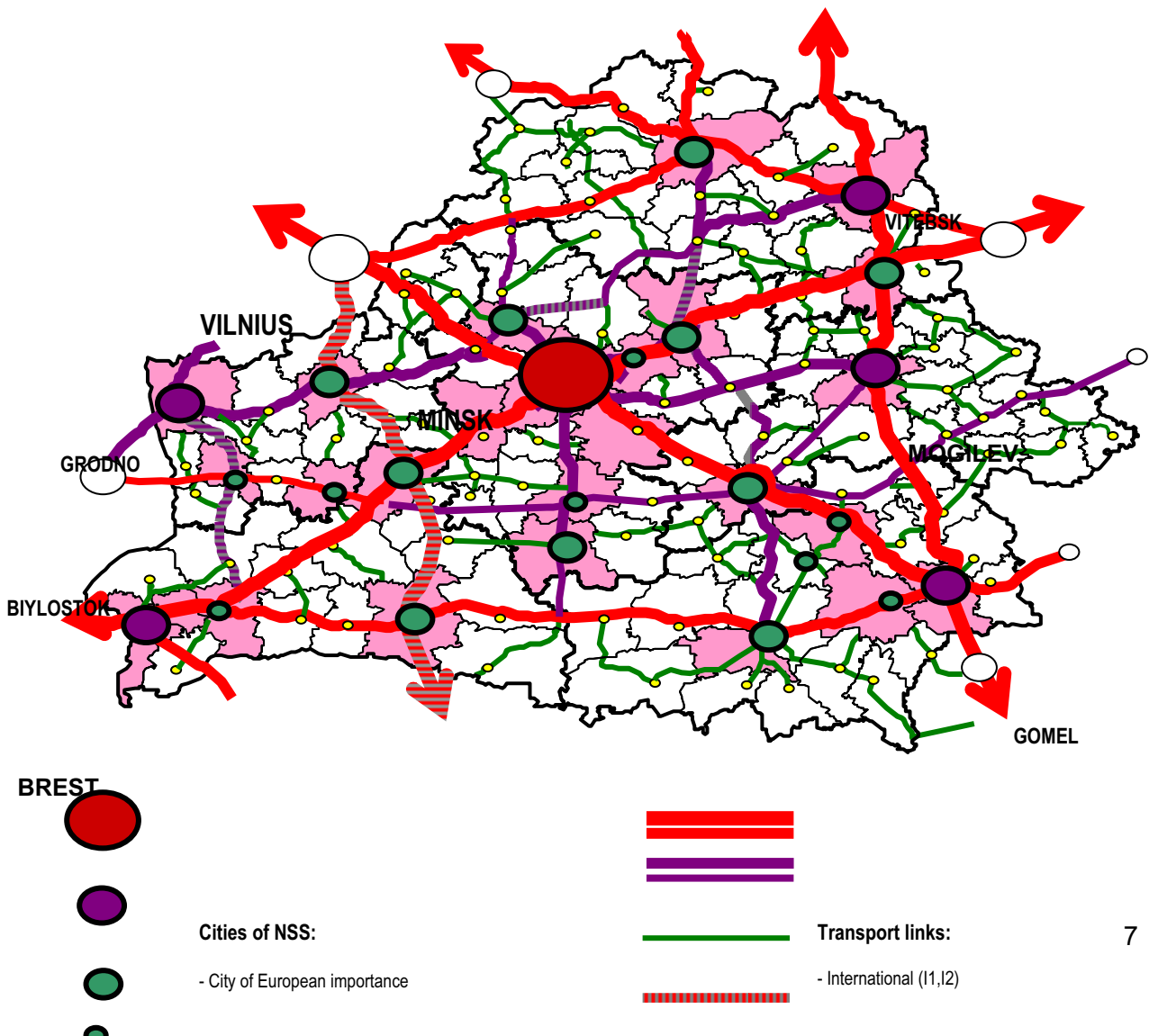
The human settlement network is quite developed and includes 209 urban and more than 24000 rural settlements with density of more than 120 settlements per 1000 km².

Basic elements of spatial system include:

- Key human settlements (cities);
- Main transport communication links;
- Administrative districts as local settlement systems.

Key cities and main transport-communicational links form a sustainable structure of the National Settlement System (NSS). In addition, national green network and consequences of Chernobyl disaster effect on planning structure formation too.

Figure 3. Spatial arrangement of the Republic of Belarus



Key human settlements

National Plan of Spatial Development of the Republic of Belarus (NPSD) introduces division of urban settlements according to the number of their population:

- largest cities with population more than 500 thousand inhabitants (City of Minsk);
- large cities with population 250- 500 thousand inhabitants;
- big cities with population 100-250 thousand inhabitants;
- medium-sized - cities with population 20-100 thousand inhabitants;
- small-sized towns and townships - urban settlements with population less than 20 thousand inhabitants.

According to their importance human settlements of the National Settlement System are divided into:

- urban settlements of European importance;
- urban settlements of national importance;
- urban settlements of regional importance;
- human settlements of local importance.

Urban settlements of European importance are multifunctional cities with developed industry, social and technical infrastructures and population with more than 500 thousand inhabitants. They play important role in the international development: context, particularly regarding the allocation of international trade and innovative enterprises, as well as international financial and high educational institutions. These cities are to attract the organization of international conferences, exhibitions, etc. The cities of European importance are elements of European planning structure. Minsk City belongs to this group.

Urban settlements of National importance are multi-functional and industrially developed. They are important economic centres where large national trade enterprises, high educational institutions, unique public health service institutions, centres of culture and art, informational-analytical and research organizations are allocated. These cities include 5 centres of regions with population 250–500 thousand inhabitants and other urban settlements with different number of population. They take an important place in trade, culture, education and health care for population from urban and rural areas of the surrounding region. All of them reflect national interests in the process of international integration. Such cities as Brest, Grodno, Vitebsk, Mogilev, Gomel belong to this group.

Urban settlements of Regional importance are industrial cities, centres of administrative districts with population less than 100 thousand inhabitants functioning as administrative, industrial, social cultural, education centres for the population of urban and rural areas in the surrounding region. Urban settlements with different number of population belong to this group. They are not necessarily to be the centres of administrative districts but they play important role in industry, infrastructure provision, trade, have reach historical and cultural heritage at the regional level.

Human settlements of local importance are industrial, cultural, tourist and recreational or nature protection urban (with population less than 20 thousand inhabitants) or rural (agrotown) settlements. They are centres of attraction for adjoining small-sized urban and rural settlements. The urban settlements of this group, having significant economic, social and cultural potential, tend to acquire more active role in settlement system of the republic.

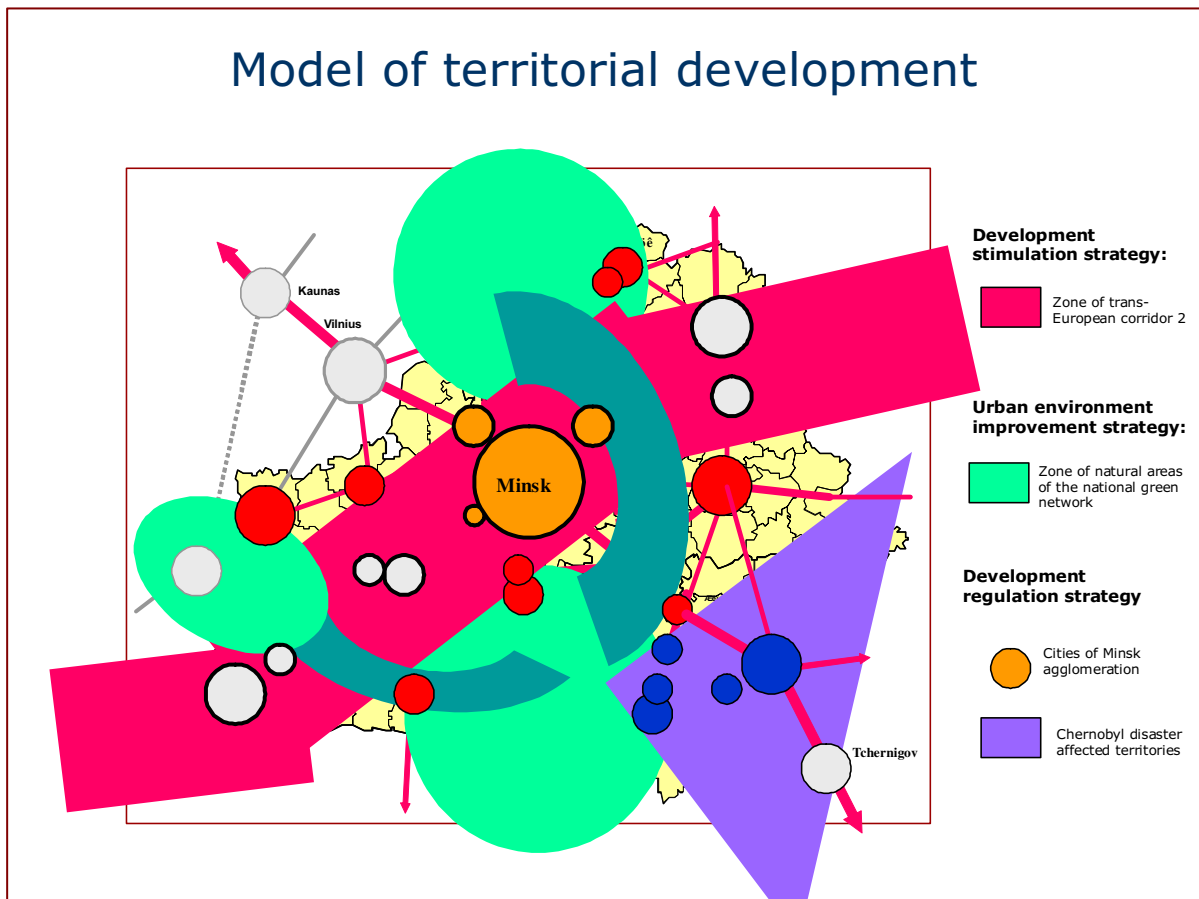
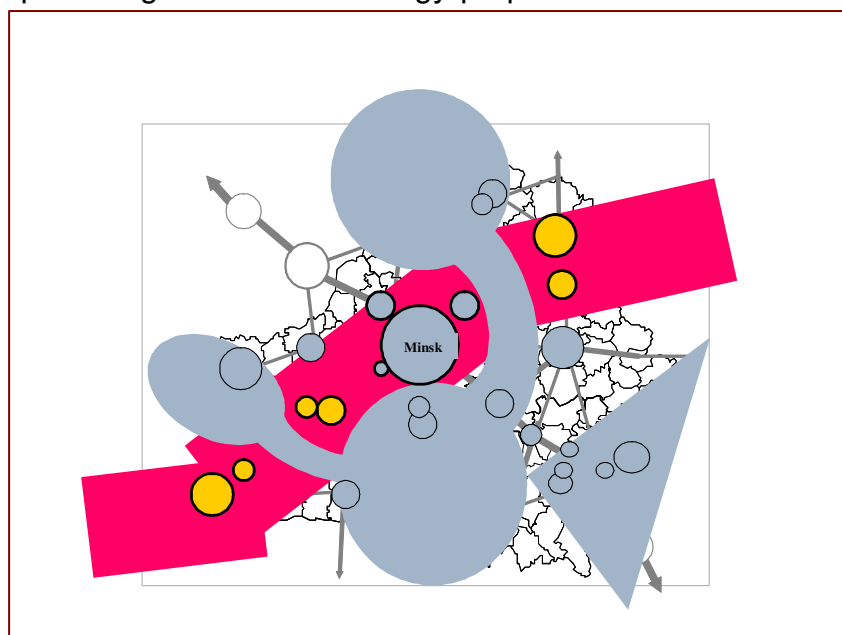


Figure 4. Model of territorial development

Strategies for the development of NSS cities

"Development stimulation" strategy (for Brest, Vitebsk, Baranovitchi, Orsha, Kobrin)

The strategy includes the measures for development stimulation of the settlements- "point of growth"/ The strategy proposes realisation of the important state investment project, development of settlements, on the basis of external advantages (advanced transport communication of the European level, linear urban system of the close located to each other big and large cities).

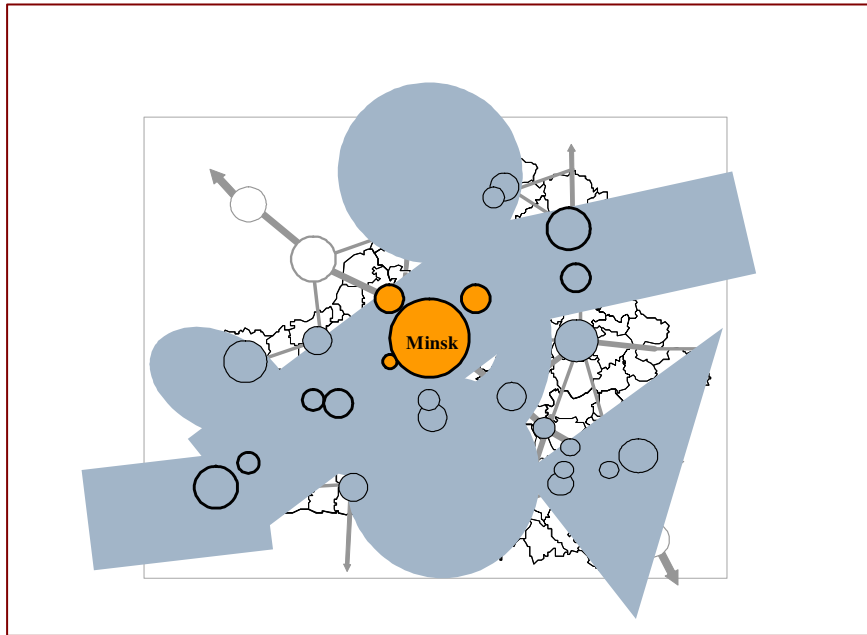


Industry orientation on the external market. Service and infrastructure development of the international level.

Figure 5. "Development stimulation" strategy

"Minsk agglomeration" strategy

The strategy includes the measures for Minsk city development regulation: restraint of territorial expansion in suburban areas (by a principle "of an oil stain"), inclusion of average and big size cities if the Minsk region (*Molodechno, Borisov, Zhodino*) in the policy of Minsk city development (industrial re-structuring and modernization, perfection of public service, realisation of housing policy, infrastructure development)



territorial expansion in suburban areas (by a principle "of an oil stain"), inclusion of average and big size cities if the Minsk region (*Molodechno, Borisov, Zhodino*) in the policy of Minsk city development (industrial re-structuring and modernization, perfection of public service, realisation of housing policy, infrastructure development)

Figure 6. Minsk agglomeration strategy

"Development regulation" strategy (for Gomel, Retchitsa, Zhlobin, Svetlogorsk)

The strategy involves the measures for the development regulation of the urban settlements, that are nearby the contaminated territories; limiting of the industrial development, transformation of existing enterprises for more effective, ecologically friendly and sustainable production; social infrastructure development (especially medical and sanitarily control); search for development the compact and clean but non-effective applied areas.

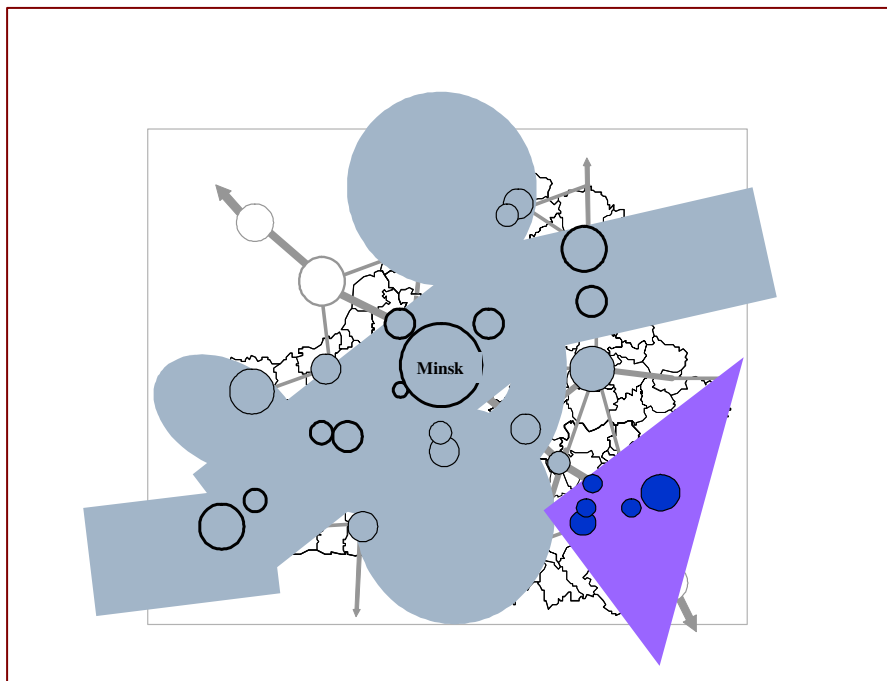


Figure 7. "Development regulation" strategy

"Urban environment improvement" strategy (for Grodno, Mogilev, Lida, Pinsk, Polotsk-Novopolotsk, Soligorsk, Bobruisk, Mozyr, Slutsk, Kalinkovitchi)

The strategy includes the measures for urban settlements, which is located outside the core of development. It includes the measures for improvement of urban environment, social infrastructure, and increase of city attractiveness and modernisation of the existing industry, without any large structural changes. It includes the measures for cities improvement promotion as serving centres for surrounding urban and rural areas.

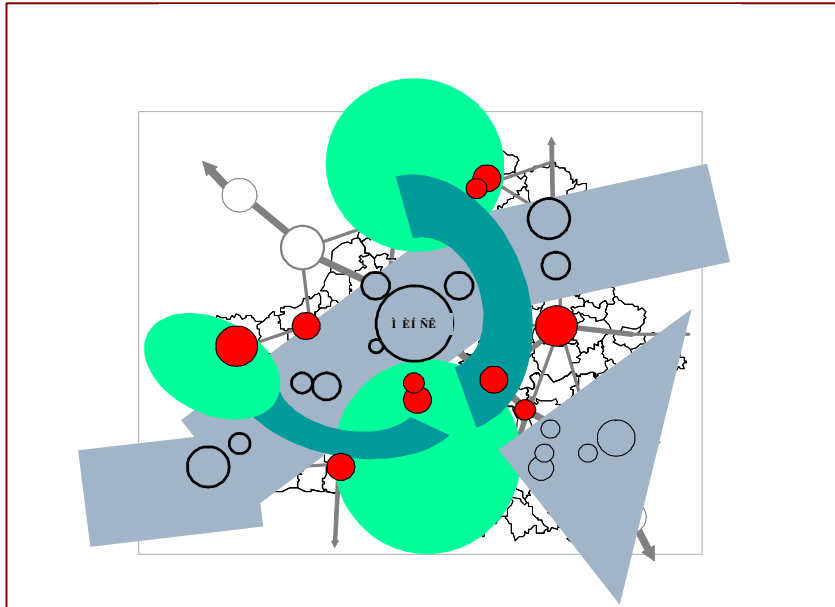


Figure 8. "Urban environment improvement" strategy

Main transport corridors

Main transport corridors are complex of roads, railways and systems of engineering communications.

Trans-European transport corridors (Helsinki corridors) have been set up by the Second Conference of European ministers, responsible for transport development to consolidate European market and to create an adequate integrated transport system for Western and Eastern Europe.

- # 2, direction "West-East" – Paris - Berlin - Warsaw - Minsk –Moscow- N.Novgorod;
- # 9, direction "North-South" – Helsinki - S. Petersburg - Vitebsk - Orsha - Gomel - Kiev – Lubashevka - Kishinev - Bucharest –Alexandrypolis;
- # 9A, direction Gomel - Minsk - Vilnius – Klaipeda.

Other international transport links including transport and communication corridors which are not in the system of trans-European communications but which provide international links for Belarus with Baltic countries, Poland, Ukraine, Russia as well as for these countries to each other. These links are very important for development of base-points in Belarus. These transport links influence on the development of NSS cities.

- South regions of Russia – Brjansk - Gomel - Mozyr – Pinsk – Brest - Warsaw;
- Moscow-Smolensk-Vitebsk - Polotsk - Daugavpils - Riga;
- Warsaw-Belostok – Grodno – Lida – Molodechno – Polotsk - St.Petersburg.

Development of the joint European international trans-European transport corridor #5 Triest-Lubliana – Budapesht-Uzhgorod-Lvov towards Lvov-Rovno-Sarny-Baranovichy is

foreseen in the National Plan of Spatial Development of the Republic of Belarus (connection to the 2-nd Cretan corridor and to the direction towards Vilnius through Lida).

National transport communication links connect Minsk City with urban settlements of national importance as well as resort, recreational, historical-cultural territories, transport objects of international and national importance and human settlements one to each other.

Regional transport communication links connect human settlements of national and regional importance one to each other, as well as with resort, recreational, historical-cultural territories, transport objects of national and regional importance, etc.

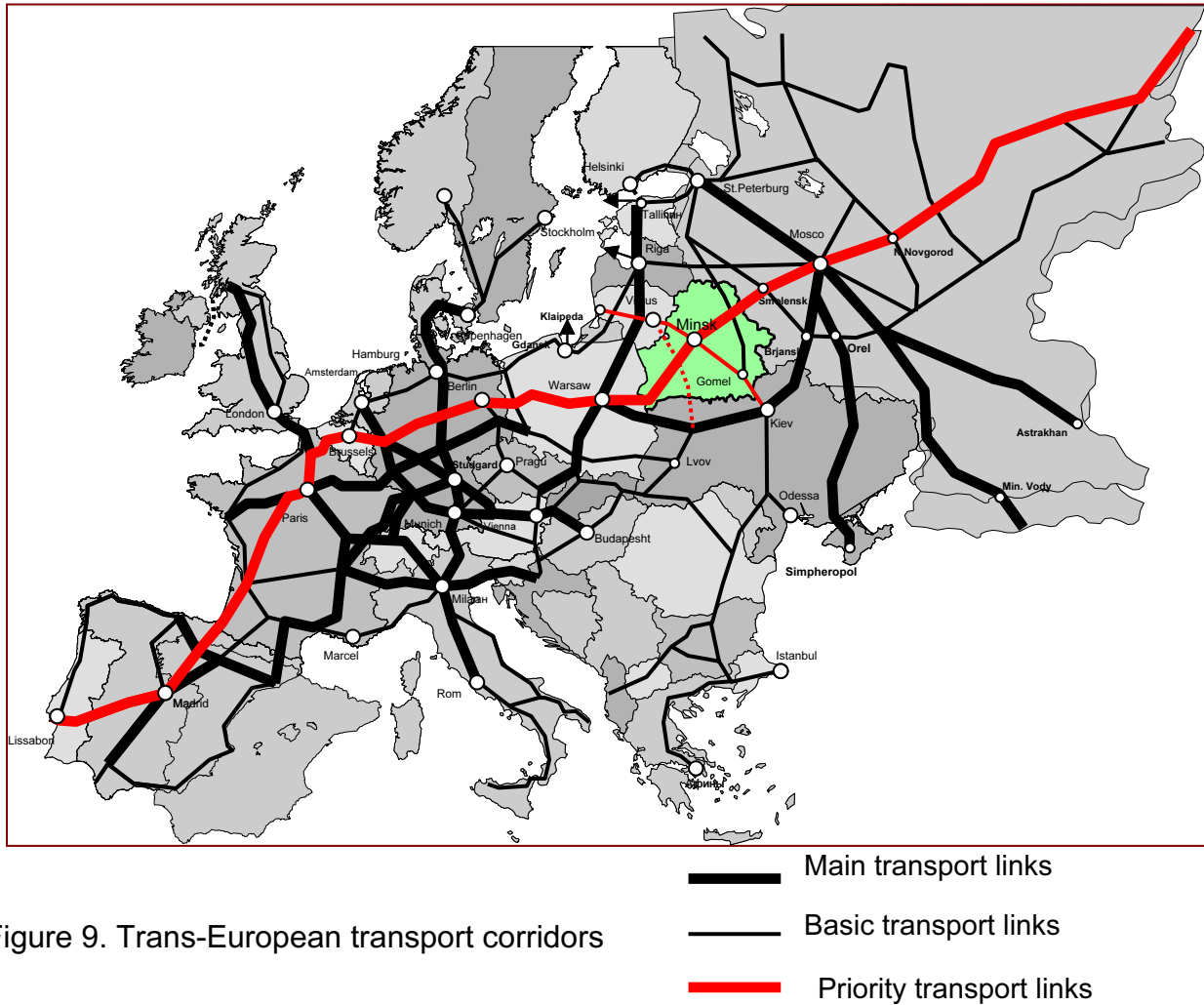


Figure 9. Trans-European transport corridors

The main directions of the spatial structure of Belarus improvement are:

- The urban processes concentration on the areas under the influence of the Trans-European corridor No 2, in the large and big cities, which have most developed infrastructure and less spatial conflicts with the natural protected areas.
- The transport network development at the all levels (transport, telecommunication) for improvement of the spatial accessibility.
- The engineering communications creation in the integrated transport corridors for effective territorial use.

Green network

Green network is totality of natural areas playing an important role in ecological balance and sustainable development of territories, biodiversity and landscape protection. Special regulations of nature use are established within such areas.

The elements of green network have a hierarchy and they are divided on elements (cores and network) of European, international, national, regional and local level.

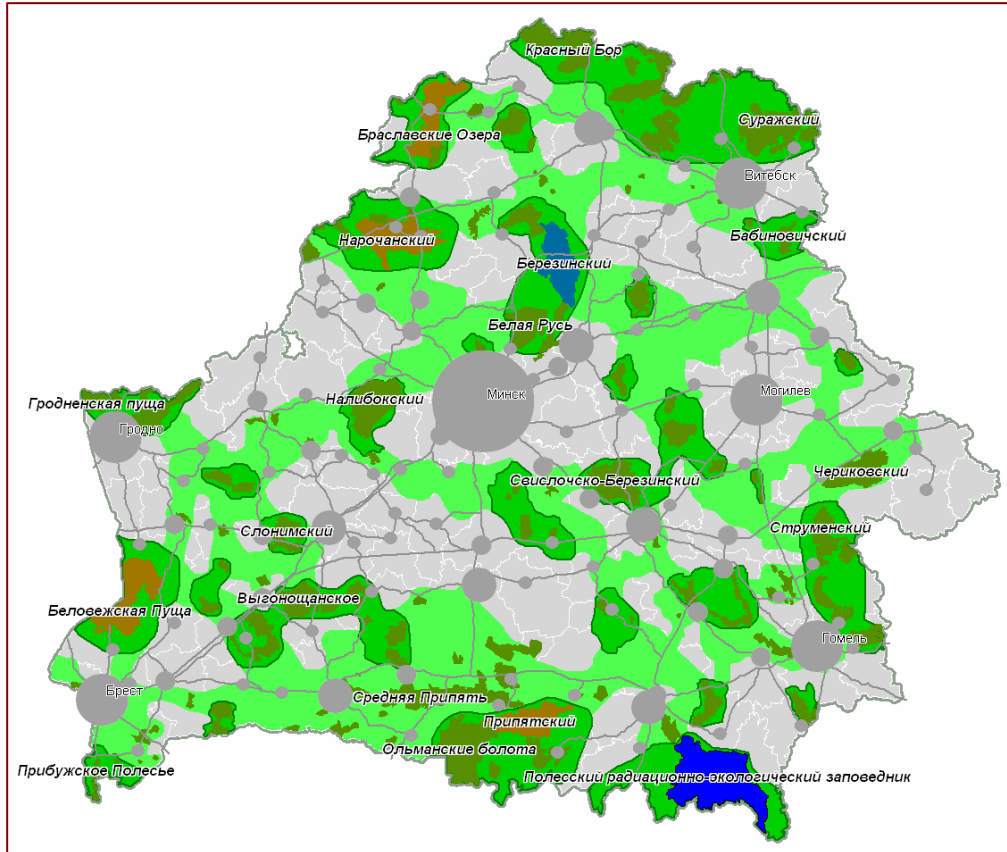


Figure 10. Ecological network

Elements of ecological network

- Cores of ecological network
- Channels of ecological network

Specially protected areas in cores of ecological network

- Biosphere reserve
- Reservation zone
- Radiation - ecological reserve
- National park

Key elements of green network at the European level are:

- Pripjatskoye Polessje with the Pripjat River's bottomland.
- Natural areas of Berezinsky biosphere reservation zone.
- Natural areas of "Belavezskaja Pushcha" National Park.

Key elements of green network at the international level are:

- The West Dvina River bottomland, Surazhsky forestry, north and central part of Polotskaya lowlands with natural areas of Rossonskaya and Oswejskaya groups of lakes; forest and backwater area of Elnja and Braslav bed.
- The Neman River bottomland with Nalibokskaja and Grodnenskaja Pushcha.

- The Dnepr River bottomland.
- The Viliya River bottomland with natural area of Narochanskaya group of lakes.

Key elements of green network at the national level are:

- The Berezina River lowlands with Svisloch-Berezina forestry;
- Minsk Hill with Lagoisk natural area.

Functional division

According to existing particularities, external conditions and potential of the territories as well as planning structure development, at the regional level administrative regions of the republic compose certain group of regions:

- Urbanized (Minsk region & Regions under the influence of the NSS cities)
- Agricultural
- Natural protection
- Recreational
- Special

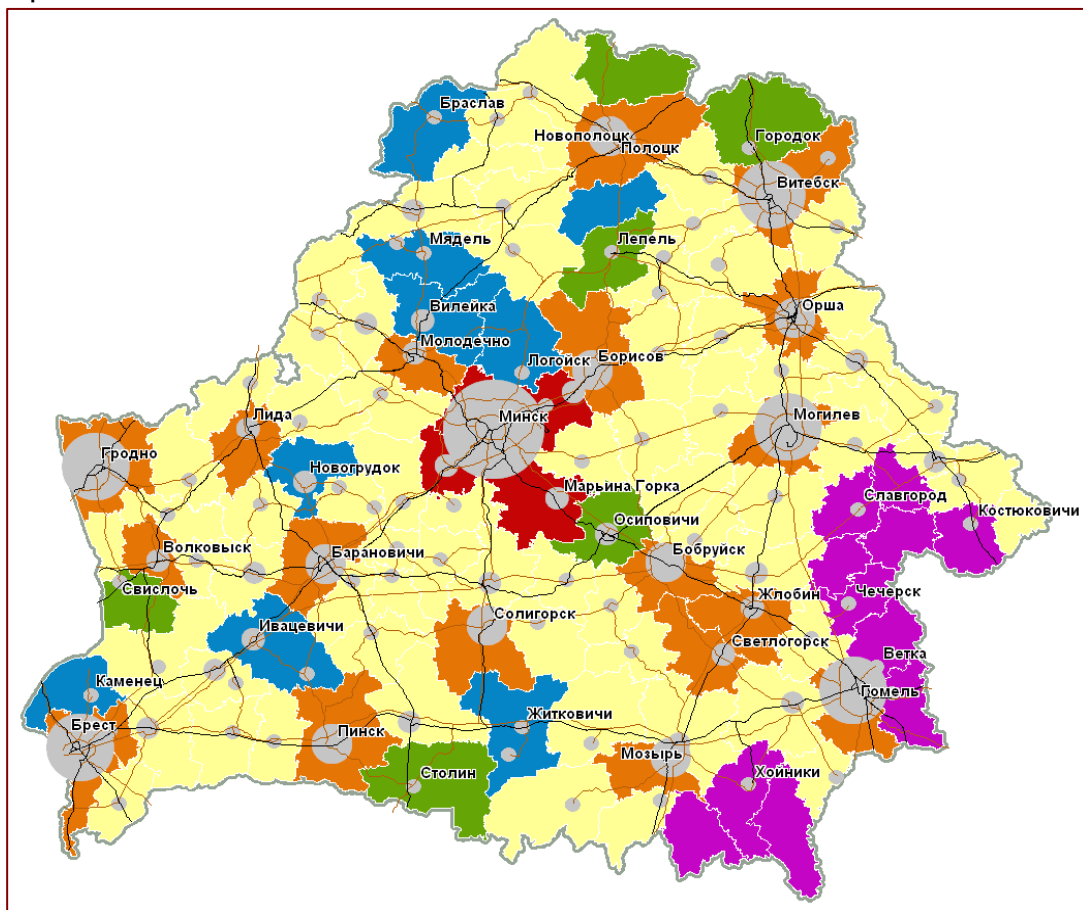


Figure 11. Functional division

Types of functional-planning units

- Urbanized (territories under the influence of Minsk)
- Urbanized (territories under the influence of NSS cities)
- Agricultural
- Natural protection
- Recreational
- Special

Functional units' arrangement establishes the functional type for administrative districts to specify the national priorities and demands (facilities, limits, prohibitions) for

territory use and development. It is done for ecological sustainability and efficient development of the economy.

Urbanised regions are established on the large, big and dynamically developing medium -sized NSS cities. Such regions are characterised by high density of the urban population and industry, intensive agricultural production, mobility of the population connected with business activity, social service, recreation and so on.

- *Minsk region*

Minsk region consists of the territories and settlements integrated into the process of development of Minsk City as economic as well as administrative centre. Minsk region includes following zones:

- zone of intensive development of agglomerative processes - «Big Minsk»;
- zone of active development of agglomerative processes – within Minsk agglomeration;
- zone of passive development of agglomerative processes – within Minsk region.

The aim of development points at providing the efficient processes of agglomerating with different intension of territory use considering ecological limitations and potential of development.

- *Regions under the influence of the NSS cities*

Such regions include territories which are in the zones of base-points' influence in the national settlement system. Social and economic potential of urban and rural settlements, perspectives of their development depend on potential and rate of development of a base-point that is a centre. These regions are characterized by active migration of the population related with jobs, social service, recreational activity, distance to residential districts. Agricultural potential has the biggest rate in the regions under the influence of the NSS cities.

The aims of development are:

- efficient use of existing potential of city-centre;
- improvement of technological level of industries;
- enhancement of social infrastructure that meets international standards and rising requirements of the population;
- environment preservation;
- efficient use of territorial resources.

Agricultural regions are characterised by agricultural land domination and high rate of the rural population. The main specialization of such regions is agricultural production and processing. Agricultural regions are divided into the regions with high and low agricultural potential:

- *Agricultural regions with high agricultural potential*

These regions are located in western part of the Republic of Belarus beyond zones of base-point's influence. Their agricultural potential's index is not less than 0,96. This index is characterized by high quality of agricultural lands, labor, fixed and current capital.

The aims of development are:

- efficient use of social, natural and material resources of the territories;
- intensification of agricultural production.

- *Agricultural regions with low agricultural potential*

These regions are located in eastern part of the Republic of Belarus beyond zones of base-points' influence. Their agricultural potential's index 0,95 and less. This index is characterized by low quality of agricultural lands, labor, fixed and current capital. The main part of these regions are depressive regions with low demographic potential.

The aim of development is creation of the conditions to prevent the processes of desolating of territories and to attract the population and capital to this regions.

Natural regions are characterized by the areas with natural landscape domination. Natural regions form the regions of large natural areas and regions with high tourist-recreation potential.

- *Regions with large natural complexes*

The main functions of the natural regions are biological and landscape protection, recreation, and forestry production. These regions include territories which form the cores of national environmental network. They are characterized by large and unique nature complexes, valuable and rare natural landscapes which are predominant within administrative districts.

The aim of development is creation of conditions for preserving valuable natural complexes which are very important in providing ecological balance in the republic and in Europe in general.

Recreational regions have territories with high tourist and recreational potential. These regions have high capacity to organize recuperative activity, sport, cultural, educational and ecological tourism and resorts.

The aim of development is creation of conditions for tourists and recreational activity in these regions.

Special region are characterized by agricultural and forest territories domination that were contaminated by Chernobyl ecological disaster. They have an average density of radioactive contamination of 5 Ku/sq.km and more. According to the legislation these regions include territories with the right for resettling and off-zones.

The aims of development are:

- creation of conditions for safe functioning of the territories;
- limitation for the population migration to the territories which are dangerous for the people's health;
- creation of adequate conditions for the population that made decision to leave these territories.

1.5. Significance of transnational and trans-border aspects

The Republic of Belarus borders with Poland, Lithuania, Latvia, Russian Federation, and the Ukraine.

One of the priorities of bilateral relationships of Belarus-Poland, Belarus-Lithuania, Belarus-Latvia, Belarus-Ukraine is specifying of a strategy for balanced development of bordering territories, elaboration of joint programs and projects at the international, regional and local levels of territorial arrangement of neighbor countries. There are bilateral commissions on trade and economic co-operation with all above mentioned countries.

According to the decision of bilateral Belarusian-Lithuanian commission on trade and economic co-operation the Conception of trans-border spatial development of Belarus and Lithuania was worked out. This document concludes validated proposals for state authorities of regional and local level. The proposals point at efficient and coordinated development of engineering and technical, custom, transport, social, tourists and recreational infrastructures with neighboring countries.

The outcome of co-operation between Belarus and Poland is development and

approval of "Forecast of spatial development of bordering regions of Belarus and Poland until the year 2015" as well as particular projects which have mutual interest. The same works are carrying out within the framework of co-operation with Ukraine.

Trans-border aspects are considered when planning documentation is developed.

2. Planning legislation and jurisdiction

2.1 Legal framework of planning

Spatial planning or physical planning, being a type of public activity, is in a system legislative and technical regulation.

In Belarus legislative regulation of spatial and urban planning is implemented through the laws, decrees and ordinances of the President, acts of Council of the Ministers.

Technical regulation of spatial and urban planning is implemented through the buildings norms, standards, rules, regulations, guidance. There are more than 40 different by-laws in spatial planning sphere in Belarus. The documents of technical regulation are approved by state authorities.

The main legal document in the sphere of spatial and urban planning is the Law "On Architectural, Urban Planning and Building Activity in the Republic of Belarus" (2005).

The law prescribes the terms of reference of different levels of governance in the sphere of spatial planning and development. The law defines the rights and responsibilities for the actors of architectural, urban planning and building activity. Contains of statements related to state regulations and management in architectural, urban planning and building activity, statements on spatial planning and territorial development, zoning and building-up of territories, spatial planning and building documentation development, state supervision for architectural and urban planning, state building control, customer and developer technical control, authorial control of a building process. The law also defines principles, content and order for urban planning cadastre that is main informational data base for development of the documentation for territorial planning and management.

The law specifies citizens' rights for healthy environment including the requirements:

- for preserving the environment and providing the territories with safety;
- for saving real estate and historical and cultural values and preservation of special protection areas;
- for creation and development of engineering infrastructure and accomplishment of the territories;
- for providing and development of transport infrastructure;
- for allocation of the recreational objects and resorts;
- for creation and providing adequate environment for physically handicapped.

The Law "On the Administrative-territorial Division and Procedures for Resolving Issues of the Administrative-territorial Organization of the Republic of Belarus" regulates issues related to administrative and territorial arrangement of the country.

Particular statements, which are important for spatial planning process, are defined by Civil and Land Codes of the Republic of Belarus, the Law "On historical and cultural heritage protection". National ecological legislation also contains a number of regulations and standards related to spatial planning. They form a legal base regarding nature protection and include Forest Code of the Republic of Belarus, Water Code of the Republic of Belarus, Code on Internal Mineral Resources of the Republic of Belarus, laws "On special protection areas" and "On nature protection".

2.2 Legislation and jurisdiction on different levels

The order for elaboration, coordination, supervision and approving of spatial plans is set by the legislation of the republic of Belarus.

The competence and responsibilities of the state bodies of different levels is specified by the law "On Architectural, Urban Planning and Building Activity in the Republic of Belarus".

The competence of the President of the Republic of Belarus includes:

- approval of the main directions of the national spatial planning policy of the Republic of Belarus;
- approval of the National plan of spatial development of the Republic of Belarus;
- approval of regional plans of spatial development (schemes of territorial arrangement of the regions);
- approval of the master plans for Minsk City and regional centres.

The Government - Council of Ministers of the Republic of Belarus within its competence:

- makes decision on elaboration of national plan of spatial development of the republic of Belarus and represents it to the President of Belarus for approving. The Council of Ministers of the Republic of Belarus implements main states of the national plan of spatial development of the Republic of Belarus;
- considering proposals of regional and Minsk City's executive committees, the Council of Ministers represents the master plans of Minsk City and regional centres to the President of the Republic of Belarus for approving;
- approves master plans of the urban settlements of regional subordination excluding regional centres, planning documentation for the territories of special state regulation, schemes and projects of social, industrial, transport, engineering infrastructure development in the republic.

Law local authorities within their competence:

- provide elaboration of the schemes of territorial arrangement for administrative and territorial units, master plans of urban and rural settlements;
- approves master plans of urban settlements of district subordination and detailed plans.

2.3 Binding character

Comprehensive and detailed plans are binding for all public bodies and institutions of relevant administrative-territorial unit.

This planning documentation include:

- National plan of spatial development of the Republic of Belarus;
- Plans (schemes) of spatial development of regions and other administrative and territorial units;
- Master plans of urban and other settlements;
- Detailed plans.

2.4 Possibilities of complaining and filing of lawsuits

While planning documentation is under development it is possible for individuals or legal entities to submit any suggestions to administrative body to be considered. However, There is no opportunity for public to challenge the plan after the plan is formally adopted. Theoretically, decisions suggested by plans can be challenged by legal entities which interests are affected in court. Nevertheless, have not been any precedents so far

It is possible to challenge the plan when the process of plan's revision and correction is started (after 5-7 years of implementation)

2.5 Planning necessity and voluntariness

Plans are implemented by the executive local body - Executive committee of region/district/ city, etc. after the respective Council of Deputies approved the plan. The legislation does not establish the order of appeal submission on the approved plan. The plan, not approved in the appropriate order, has no any legal status.

Approval of a spatial plan is the final stage in the process its elaboration. It is to be done according to the procedure specified in the "Order on approval of planning documents". Alteration of the approved earlier plan or project can be made under the decision of the body which has endorsed the document. Justification for alteration is to be submitted by the local architectural-planning body co-jointly with project/plan developer.

Alterations/ changes of enforced plans

It is possible to challenge the plan when the process of plan's revision and correction is started (after 5-7 years of implementation)

The decision on change of enforced plans are accepted

- By Council of the Ministers for the National plan, plans for the special state regulation zones,
- By Regional Councils of Deputies or under their assignment by the Executive Committees for the regional plans and spatial plans of administrative districts and cities of oblast subordination,
- By the Council of Deputies of the Minsk City or under their assignment by the Executive Committee of the Minsk City for the master and detailed plans of Minsk city,
- By Councils of the Deputies of a local level or under their assignment by the Executive Committees for the master and detailed plans.

The justification for change of the plan is:

- Non- concordance of the enforced plan to the current tendencies of territory or human settlement's development,
- Plan implementation of higher or adjacent levels touching interests of the given territory or a settlement,
- The requirement about plan's development is contained in the State programs of economic and social development of Belarus and its administrative - territorial units or higher level plans.
- The end of the plan target date forecast.

Validity of plans

Horizons of spatial planning is a period of a spatial plan validity with definition of the first stage of realization for subsequent revision and update. Time frameworks are set for every type of spatial plans.

On the practice the following horizons for planning are set up:

- short-term stage - 5 years;
- middle-term stage - 10-15 years;
- long-term stage - 30 years.

Thus, period of validity for the national plan is 20 years with assigning the first stage - 5 years.

Period of validity for the regional plan is 20 years with assigning the first stage - 7-10 years.

Period of validity for the master plan - 15-20 years with assigning the first stage 7-10 years.

3. Planning levels and specific aspects

There are three planning levels:

- National
- Regional
- Local

Planning in the Republic of Belarus is divided into:

- Comprehensive planning;
- Specialized planning;
- Detailed planning.

Comprehensive planning is creating policies along with goals and objectives, based on statistic data, maps and other information to guide the economic, physical and social development of the territory. Comprehensive planning sets priorities and articulates main directions for development strategy. It forms settlement structure, outlines territory usage and stipulates limitations for territory usage, specifies development of social, industrial, transport and engineering infrastructures.

Spatial plans of comprehensive planning include:

- national plan of spatial development of the republic of Belarus;
- schemes of spatial development of the regions and other administrative and territorial units (regional plans and administrative districts spatial plan of development);
- master plans of urban settlements and other types of settlements.

These plans have binding character.

Specialized planning is spatial planning when the order of development and approval of spatial plan as well as its content and the borders of planning object, are not set by the legislative act but are specified by architectural body who is an initiator of development of that plan.

At the national level specialized schemes and projects are presented by schemes, forecasts and programs of:

- spatial development of bordering regions;
- development of the territories along international and main national communications;
- territorial development of contaminated zones;
- territorial development of special protection areas;
- territorial development of energy and communication systems, transport communications and other features of infrastructure;]
- development of other territories according to the legislation.

At the local level specialized schemes and projects can be presented by:

- detailed plans for particular territories;
- plans of borders of suburban zones;
- plans and schemes of social, industrial, transport, engineering infrastructure;
- plans and schemes of spatial arrangement for special protection areas; spatial schemes of nature protection;

The customers of specialized schemes and projects can be national and local authorities or territorial architectural and urban planning bodies empowered by them.

Specialized schemes and projects define special terms and requirements for comprehensive and detailed plans.

Detailed planning is a planning that is implemented at the local level. It is developed for build-up or undeveloped territories and its particular parts (residential areas, microrraions, other elements of planning structure).

Detailed plan is a legal document assigns character of use and boundaries of territory and its segments according to function defined. Detailed plan, basing on the approved master plan, specifies decisions on territory arrangement and sets red lines and building line; urban planning orders, etc. Detailed plan is developed for the part of the city, urban or rural settlement; for housing, manufacturing, landscape-recreation and other functional zones and territories. The aim of detailed plan is regularization of investment process on the territory in terms of requirements prescribed towards territory usage and subsequent development. It is elaborated for areas where it is expected fulfillment of big investment projects (for example, new housing construction) or for developing areas where local authorities are interested in strict control (for example, inner city, historical areas).

Detailed plans are developed for:

- the parts of urban and rural settlements,
- residential, industrial, recreational and other functional zones,
- territories adjoined to the planning nodes, streets,
- territories for prospective investment activity.

3.1 Planning Institution(s), their scope and binding character of planning

In Belarus there are several institutions which deal with spatial planning issues. Planning of land-use and land-utilization are under responsibility of the state Committee on Property.

Planning of the dispersal of the population, development of construction areas, industrial and social infrastructure and allocation of communications is implemented by the Ministry of Architecture and Construction. Planning of social and economic development is under the competence of the Ministry of Economy.

Planning of nature use and measures on nature protection is implemented by the Ministry of Natural Resources and Environment Protection.

The main developer of spatial planning documentation as comprehensive plans as well as specialized ones is the Institute for Regional and Urban Planning (IRUP) which is the leading research and design public organization in the field of spatial development, regional and urban planning in Belarus. Institute "Minskgrado" is responsible for elaboration of the master plan of Minsk City.

Comprehensive spatial plan development is initiated by state authority of certain administrative-territorial level. The decision on National plan development is taken by the Government. Ministry of Architecture and Construction of the Republic of Belarus is a customer of the National plan. Its elaboration is covered by the national budget.

Local executive and administrative bodies are customers of spatial plans of comprehensive planning. Their development is covered by local budgets.

Comprehensive plans is subject to approve by Ministry of Natural Resources and Environment Protection, Ministry on Emergency, Ministry of Health Care, Ministry of defense, Ministry of Internal Affairs, Committee of State Security (KGB) and others in order set up by legislation.

Co-ordination of spatial plan of comprehensive planning is implemented by a customer, justification of plans is implemented by a developer.

3.2. Planning process

Process of comprehensive spatial planning is regulated by the law "On Architectural, Urban Planning and Building Activity in the Republic of Belarus" and can be divided into four stages:

- initiation of spatial plan's development;
- development of spatial plan;
- co-ordination, public hearings and supervision of spatial plan;
- approval and registration of spatial plan.

As it was mentioned above local authority of certain administrative and territorial level initiate the development of spatial plan.

The justification to start the work is:

- absence of comprehensive plan for certain spatial object;
- implementation of comprehensive plan of higher level, where the interests of spatial object of lower level are touched upon;
- requirement for comprehensive plan elaboration for certain spatial object. This requirement is included into state programs of social and economic development of the Republic of Belarus, its administrative and territorial units in spatial plans of higher level;
- contradictions within the decisions included into approved spatial planning documentation and existing trends in spatial object's development;
- expiry of the date of comprehensive plan.

State authorities are obliged to inform the population through mass media about beginning of development of spatial plan, as well as its aims and limitations. This is done to consider ideas and proposal at the early stage and to pay attention to the problems which are supposed to be solved within the plan implementation.

For complicated spatial objects planning process can include two phases – concept and spatial plan itself. Concept (feasibility study) is developed to specify parameters and directions for spatial object's further development or concept is like as "vision of future" of spatial object.

Process of planning of spatial object consists of four stages.

First stage includes collection and evaluation of the materials and information necessary for planning which includes:

- Statistic data;
- Information on subject cadastres;
- Cartographical information such as plans and schemes;
- Norms, laws, guidelines of sectoral ministries and institutions;
- Approved social, economic and sectoral forecasts and programs.

Second stage is basic in the process of justification of the plans. It includes forecast and spatial modeling on the following issues:

- Social and economic forecast (demographic and social processes, employment labor market, sectoral priorities, etc.);
- Creating of planning structure, planning division and functional zoning;
- Environmental zoning (modeling of ecological process: anthropogenic impact, natural landscapes zoning according to value and sustainability; historical and cultural zoning of landscapes according to historical and aesthetic value);
- Infrastructure and resources modeling (modeling of supply and demand of water, energy, spatial accessibility; creation of transport, engineering and social infrastructures);
- Compositional and spatial modeling (for different levels of documentation it assumes different approaches to express structure and diversity of planning space and it's aesthetical originality);

- Legal and property zoning (definition of the territories of public interest and territories eligible for privatization).

Third stage represents the output of research such as graphic plans (schemes) and explanatory comment. Their structure have to correspond to the requirements of the national building norms. Analysis of different planning solutions is the crucial step in completing a plan. Negotiations, public hearings and supervision of the plan are conducted afterwards.

On the **fourth stage** evaluation of different projects' solutions is implemented.

3.3. Participation

3.3.1. Adoption, public hearing and supervision of spatial plan

Spatial plan is binding for co-ordination with ministries, regional or local authorities according to the subordinate level as well as with state bodies of adjoining territories covered by the plan, also with other state institutions listed by the Ministry of Architecture and Construction.

Adoption of a plan is a process when forming the common opinion (consensus) among developers of planning documentation, authorities, and other stakeholders is implicated in the process of plan consideration. The list of the state bodies to be engaged in examination for particular types of planning projects is defined by the legislation. Enumeration of other organizations to be involved obligatory in co-ordination is defined by the "assignment for designing" - official paper issued by local authority, where the main planning, architectural, normative and technical requirements are introduced. The summarized protocol of motivated disagreements is worked out after receiving all necessary adjustments.

Public hearings are to be organized by the relevant regional or local authority during the plan's elaboration. In this way, opinions, attitudes and views of individuals and groups of the population can be taken into account.

State supervision of a spatial plan is one of the mechanisms to control its correspondence to the national legislation, as well as to the requirements of state programs of social and economic development of the republic and its administrative and territorial units and decisions of higher level state bodies. State supervision is implemented by special department at the Ministry of Architecture and Construction and its regional branches.

Approval and state registration of spatial plan

After all agreements and public hearings are done, spatial plan is approved by the authority that initiated its development according to conclusion of state supervision. After approval spatial plan is obligatory for implementation.

Decision on spatial plan approval is registered in State spatial planning cadastre at the Ministry of architecture and construction of the Republic of Belarus.

3.4. Plans

3.4.1. At national level

According to existing legislative base the main planning document that specifies territorial arrangement of the Republic of Belarus at the national level is National plan of spatial development of the Republic of Belarus (NPSD).

Before the National plan was developed there were number of works on territorial arrangement of the country which had comprehensive aims. They are:

- “Scheme of allocation and development of urban and rural settlements of BSSR until 2000” was approved by the government of BSSR in 1982.

- In the period of 1984 to 1987 number of research and planning projects were completed. These projects defined the title for subsequent project “Comprehensive scheme of territorial arrangement of BSSR”. New approaches to planning arrangements of the republic were based in the scheme. It also submitted the realization of radical administrative and territorial reform.

Later, Chernobyl nuclear disaster in 1986 and as a result - contamination of more than 20% of the territory of the republic, large scale migration of population from contaminated region required for additional researches and proposals for country development. However, these works were stopped after the USSR collapse. Above mentioned works had common idea of industrialization of the country and equal distribution of economic potential within the republic.

However, in new market economy the most important task is creation of basic conditions for competitive development of certain territories and settlements of the republic. In 2000 the National plan of spatial development of the Republic of Belarus (NPSD) was worked out. It introduces the concept of spatial development different from previous one. New concept presents polarization of urbanized and natural landscapes, activation of economic development on certain territories, so called “points of growth”. To facilitate this task NPSD suggests classification of regions and settlements with proposals for elimination or reduction of the differences in between compared regions and settlements.

The main goals of NPSD are:

- to estimate conditions and potential for sustainable spatial development of the country;
- to outline a vision and strategy of spatial development till 2015 and farther perspective;
- to define spatial development strategy for regions, main urban settlements with taking into account common parameters, specialty and demands;
- to settle the order for functional zones arrangement which is binding for national programs and regional plans to be performed;
- to determinate national sectoral programs and national plan of action on sustainable and competitive development of human settlements and territories of Belarus.

NPSD plays regulative, directive and informative roles.

Regulative role implicates a modification of current legislation and development of new laws; elaboration of the plan of perspective territorial zones development, which harmonize approaches to territorial development at the regional level of planning; setting up regimes of economic activity; development of the territories within zones of special state regulation.

Directive role implies an elaboration of national plan of action (through sectoral and cross-sectoral programs, territorial pilot-projects implementation) addressed to the stimulation of human settlement and territories development.

Informative role assumes a preparation of the information about current and perspective territorial development for investment activity planning. This work is done on the base of analytic data and assessment of territorial development.

Social and economic forecast for regions, administrative districts and cities of NSS for the years 2005 and 2015 was done within NPSD. The following control indicators are used in NPSD and for elaboration of sectoral programs and projects, regional and local spatial documentation:

- Number of population;
- Age structure of population;
- Urbanization rate of population;

- Employment;
- Demand of jobs;
- Sectoral structure of industries;
- Gross domestic product;
- Housing provision;
- Provision with social service;
- Demand of energy resources;
- Rate of telephones' installation;
- Density of drive-way system;
- Rate of automobilization.

To reach the aim of sustainable development the strategies for national system of communications, drive-way and railway network, air transport system, custom infrastructure, telecommunications system were introduced in NPSD. Reconstruction and renewal of drive-way system of the country includes creation of additional roads beyond settlements, improvement of technical state of drive-ways.

At present NPSD is the only forecasting and analytical document of national level where the data on economic, social, demographic, ecological and other aspects of spatial planning were done.

Transition to sustainable development of human settlements, establishment of market economy involves active participation in territorial development of all stake-holders which are located on these territories or plan their activity. To consider and to involve their initiatives and proposals into general strategy of spatial development of settlements and territories of the republic as well as to distribute responsibilities and power of national and local authorities, the NPSD provides to realize so called formula "3 D":

- Decentralization;
- Democratization;
- Delegation.

All the elements of this formula aim at the improvement of the system of administration. It is supposed to strengthen the role and responsibility of local authorities as since they are closer to the needs and initiatives of the population and economic units.

3.4.2. At regional level

Spatial planning at the regional level has important coordinating meaning. Main planning document is regional plan of spatial development (Scheme of complex territorial arrangement of oblast). It can be completed for a region or a group of administrative districts.

In Belarus the state authorities of 142 territorial units including 118 districts (raions), 23 cities of regional subordination, Minsk City elaborate their spatial plans which have to be coordinated within themselves as well as with the interests of the country. At national level spatial planning covers the whole country and can not cover and consider all particularities of local level. Therefore the problems of coordination of national interests and local initiatives are resolved at the regional level. This specifies peculiar role of regional plans.

The tasks of regional plan are:

- definition of goals and strategies of development for spatial unit of regional level,
- creation of optimal settlement system and prospective territory use,
- development of regional system of public services, transport and engineering and technical infrastructures,
- adjustment of national tasks and initiatives of local authorities in spatial development considering regional particularities,

- creation of conditions to form adequate living environment for the population of the whole region.

In regional plan national tasks are tackled through setting up zones of special state regulation as well as specification and amendment of adopted planning decisions related to settlement system, spatial zoning, infrastructure development at the international and national levels.

Zones of special state regulation include:

- zones of disasters and ecological distress removal;
- resort and recreational nature protection areas;
- territories of historical, cultural and architectural monuments;
- territories which are under the Ministry of Defense control;
- free economic zones;
- territories of prospective urban development;
- territories of prospective development for engineering infrastructure that has national and international importance.

Local interests are realized by local authorities through the procedures of consideration, decisions of master plans which allow to include them into regional plan; approval and consideration of planning materials at the key stages of regional plan development by local authorities.

According to building regulations regional plan is developed for 20 years and more, with first stage of planning for 7-10 years.

Regional plan is developed during two stages: concept of regional plan and regional plan itself. Regional plan consists of two parts: approved and justifying.

Approved part of plan includes:

- Regional plan – main draw;
- Main statements of regional plan.

Justifying part consists of:

- Scheme of allocation of a region on the territory of the country;
- Plan of existing situation;
- Scheme of integrated evaluation of the territories;
- Scheme of engineering infrastructure;
- Scheme of transport infrastructure;
- Scheme of forecast for environment;
- Explanatory note.

Regional plan is implemented on topographical draft on scale 1:50000; 1:100000 (for groups of districts); scale 1:100000; 1:300000 (for regions) with definition:

- Existing and designed borders of administrative and territorial units;
- Boundaries of zones of special state regulation;
- Suburban and other zones;
- Zones and objects of advanced territory use (urban and rural settlements, industrial and agricultural objects, forests, landscapes, recreations, zones of special assignment, etc.);
- Transport and engineering communications of international, national and regional importance;
- Nature monuments, historical and cultural heritage which are located beyond the settlements.

Approved regional plan is the basement for development of master plans, plans for other settlements and territories, specialized and sectoral schemes and programs, land use schemes.

3.4.3. At sub-regional / local level

At local level there are two types of spatial plan: comprehensive and detailed planning:

- Master plan;
- Detailed plan.

These documents differ in goals, content, boundaries of planning and detailing of elaboration.

Master plan

Master plan is developed for cities and other types of settlements, for administrative districts, territories subordinated to rural councils and for other local territorial objects such as national parks.

The aim of master plan is:

- definition of goals and strategies for spatial unit development,
- creation of optimal planning structure,
- development of service system, transport, engineering and technical infrastructure;
- definition of the principles for environment protection and historical and cultural heritage preservation. Such definition should be done on the base of social and economic forecast.

As a rule, master plan is developed during two stages: concept of master plan and master plan itself. Development in one stage is possible for small-sized and middle-sized urban settlements.

The following points are defined in the master plan:

- existent and designed borders of settlement and main land use units;
- territories of perspective transformation;
- existent and planning trunks and roads, railways, transport and main engineering buildings;
- architectural, landscape and archaeological heritage;
- sanitary - protective and conservation zones.

The main provisions of the document include key indicators, regimes of territory use, main measures towards environment protection, suggestions on social, transport and engineering infrastructures development, proposals on the first stage of plan implementation.

In accordance with new methodology the estimation of individual resources of city is made to inspire the possibilities for "self-development". At the same time the topical territorial problems of the city which require to be resolved urgently are determined.

Master plan consists of two parts: approved and justifying.

Approved part of plan includes:

- Master plan – main draw;
- Main statements of a project.

Justifying part of a project includes:

- Strategic plan;
- Scheme of streets and roads, scheme of transport;

- Engineering schemes, schemes of engineering preparation of the territories;
- Schemes of planning limits, existing environment and engineering and geological division;
- Forecast scheme for environment;
- Explanatory note.

Master plan is developed for period of 15 - 20 years, with assigning the first phase of planning for 5 years. According to the Building Code the following scale is used for master plans: 1:5000, 1:10000, 1:25000. Planning development and territory use is reserved for further 30-40 years within master plan.

Basic historical and architectural plan is implemented for settlements which have historical and architectural heritage.

Detailed plan

Unlike master plan, detailed plan is developed for separate part of urban or rural settlement, for residential, industrial, recreational and landscape and other functional zones, territories adjoining to planning nodes, streets, etc.

Detailed plan is a legal document assigning character of use and boundaries of territory and its segments according to function defined.

The aim of detailed plan is regularization of investment process on the territory in terms of requirements prescribed towards territory usage and subsequent development.

It is elaborated for areas where it is expected fulfillment of big investment projects (for example, new housing construction) or for developing areas where local authorities are interested in strict control (for example, inner city, historical areas).

In detailed plans the following points are accented on:

- strengthening of civil society participation;
- efficient territorial use;
- natural and historical – cultural heritage protection;
- optimization of transport performance;
- engineering infrastructure provision;
- service improvement;
- living environment enhancement.

Detailed plan, basing on the approved master plan, specifies decisions on territory arrangement and sets:

- red lines of streets and roads;
- boundaries and sizes of plots of lands;
- spatial planning requirements;
- planning regulations for historical and cultural values protection and use;
- environment protection measures;
- order of territory development.

In detailed plan the following groups of planning requirements are set:

- functional use;
- building use;
- development of infrastructure;
- special requirements.

Detailed plan can include architectural and building documentation (detailed plan with architectural and building documentation) to specify share of developers in territory development and to provide building process with planning documentation.

Detailed plan with architectural and building documentation is recommended to elaborate for a territory less than 50 hectare. The plots of this territory will be developed by independent from each other developers.

Draws of detailed plan are developed in the following scales 1:500; 1:1000; 1:2000. As a rule, detailed plan is developed at one stage. Detailed plan is approved as a whole. Detailed plan consists of explanatory note and set of draws.

Detailed plan is main planning document that sets physical characteristics of development or change of real estate. Detailed plan is a basement for giving a developer the rights for development of a plot of land.

3.5 Sectoral planning

Sectoral plans are developed on the base of comprehensive plans by sectoral ministries or responsible organizations at all levels. Horizons of sectoral planning are agreed with horizons of appropriate comprehensive plans, with programs and forecasts of social-economic planning. Procedure of sectoral plans development is not legally fixed, however, they are significant to define state financing and to co-ordinate it with local financial capacities. Sectoral plans and projects focus on planning of the dispersal of the population, development of construction areas, industrial and social infrastructure and allocation of communications, objects on the relevant territory; etc.

4. Interdependencies

4.1 Hierarchy of planning levels

Comprehensive plans of lower level include and enlarge the statements of plans of higher level. Therefore problems of co-ordination of national and local initiatives are solved at the regional level. This specifies special sense and role of regional plans.

4.2 Harmonisation of different planning areas within the same level

According to legislation during spatial planning development the requirements of comprehensive plan of higher level should be considered.

The horizons of implementation of comprehensive plans have to be co-coordinated with the terms of implementation of national programs and forecasts of social and economic development of the Republic of Belarus and its administrative and territorial units.

In case when disagreement on issues of spatial development between local executive and administrative authorities of certain territorial units exists, conclusive decision is made by Council of Ministers of the Republic of Belarus according to Ministry of Architecture and Construction recommendations.

4.3 Harmonisation between multi-sectoral and sectoral planning

During elaboration of state forecasts and programs of social and economic development of the Republic of Belarus and its administrative and territorial units planning requirements are considered on the following issues:

- accordance of the measures listed in state forecasts and programs to main trends of state policy in sphere of architectural and spatial planning activity including social, industrial, transport and engineering infrastructure;
- accordance of sectoral economic development to territorial development including human settlements;
- protection of historical and cultural heritage, special protection nature areas;
- providing conditions for physically handicapped to social, industrial, transport and engineering infrastructures;

- providing certain territories, including human settlements, with spatial planning documentation;
- implementation of engineering research.

4.4 Consideration of planning approaches in neighbouring countries and on the European level in the different planning levels

Concepts and spatial development programs of EU, the Baltic and CIS – countries, as well as priorities of the VASAB 2010 initiative were taken into account when .

Some relevant pillars were incorporated into the National Plan, for instance:

- Baltic classification of the National Settlement System;
- vision of the Baltic Sea Region in terms of main transport links development;
- Baltic Sea Region common green network development and others.

Planning levels and specific aspects

aspect level	planning institution(s),	planning process	participation	planning documentations	sectoral planning A Transport and communications	sectoral planning B Engineering infrastructure	sectoral planning C Nature protection
national level	President	<ul style="list-style-type: none"> Approval of the main directions of the national spatial planning policy and certain planning documentation 		<ul style="list-style-type: none"> National plan of spatial development of Belarus (NPSD); Regional plans of spatial development; Master plan for Minsk City; Master plans of regional centres 			
	Council of Ministers	<ul style="list-style-type: none"> Making decision on elaboration of NPSD and represents it to the President of Belarus for approving; Implementation of the main states of NPSD; Representation of the master plans of Minsk City and regional centres to the President for approving; Approval of the master plans of the urban settlements of regional subordination, planning documentation for the territories of special state regulation, schemes and projects of social, industrial, transport, engineering infrastructure development in the republic; Setting the zones of special state regulation 		<ul style="list-style-type: none"> NPSD; Master plan of Minsk City; Master plans of regional centres; Master plans of the urban settlements of regional subordination; Schemes and projects of social, industrial, transport, engineering infrastructure development 	Approval of relevant sectoral programs	Approval of relevant sectoral programs	Approval of relevant sectoral programs

Ministry of Architecture and Construction	<ul style="list-style-type: none"> • Development of the main directions of the national spatial planning policy; • Customer of comprehensive planning documentation ; • Development of normative acts; • Development of spatial planning cadastre 	<ul style="list-style-type: none"> • Co-ordination with other responsible state bodies • proclamation of adopted national plan according to governmental information procedures (incl. mass media) and information dissemination among organizations and state bodies concerned 	Sectoral plans and projects: planning of the dispersal of the population, development of construction areas, industrial and social infrastructure and allocation of communications; etc.	Development of relevant sectoral plans	Development of relevant sectoral plans
Ministry of Economy	<ul style="list-style-type: none"> • Planning of social and economic development 	<ul style="list-style-type: none"> • Co-ordination with other responsible state bodies • proclamation of adopted sectoral plans and projects according to governmental information procedures 	Sectoral plans and projects	General programs of social and economic development	
Ministry of Natural Resources and Environment Protection	<ul style="list-style-type: none"> • Planning of nature use and measures on nature protection is implemented 	<ul style="list-style-type: none"> • Co-ordination with other responsible state bodies • proclamation of adopted sectoral plans and projects according to governmental information procedures 	Sectoral plans and projects		Development of relevant sectoral plans
State Committee on Property	<ul style="list-style-type: none"> • Regulation of land use and property management 	<ul style="list-style-type: none"> • Co-ordination with other responsible state bodies • proclamation of adopted sectoral plans and projects according to governmental information procedures 	Sectoral plans and projects, maps, land cadastre		

regional level	<ul style="list-style-type: none"> • Regional (oblast) Executive Committees • Minsk City Executive Committee 	<ul style="list-style-type: none"> • Initiation of development of spatial plan; • Participation in elaboration of spatial plans; • Financing of elaboration • Agreement of spatial plan 	<ul style="list-style-type: none"> • General information to the public. • Announcement of proposals for national binding provisions in organizations and state bodies, local authorities concerned 	<ul style="list-style-type: none"> • Regional plans of spatial development • Master Plan of Minsk City 	Schemes of transport and communication development	Schemes of engineering infrastructure development	Schemes of nature protection, tourism development
local level	<ul style="list-style-type: none"> • Administrative District (raion) Executive Committees • Cities Executive Committees 	<ul style="list-style-type: none"> • Initiation of development of spatial plan; • Participation in elaboration of spatial plan for administrative and territorial units, master plans of urban and rural settlements; • Financing of elaboration • Approval of spatial plan 	<ul style="list-style-type: none"> • General information to the public. • Announcement of proposals for national binding provisions in organizations and state bodies, local authorities concerned • Public hearings during detailed plan elaboration 	<ul style="list-style-type: none"> • Plan of spatial development (Scheme of territorial arrangement) of administrative and territorial units • Master plans of urban settlements of district subordination • Detailed plans 	Schemes of transport and communication development	Schemes of engineering infrastructure development	Schemes of nature protection, tourism development