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ACTION PLAN

FOR GREEN INFRASTRUCTURE

MUNICIPALITY OF KUMANOVO

2027–2031



ЦЕНТАР ЗА РАЗВОЈ
НА СЕВЕРОИСТОЧЕН ПЛАНСКИ РЕГИОН

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1. Purpose and scope

The action plan for green infrastructure of the Municipality of Kumanovo for the period 2027-2031 is an operational document for the implementation of the Joint Strategy for Green Infrastructure (2026-2036) for the North-East Planning Region and the Municipality of Kyustendil. The plan translates regional strategic objectives into local, spatially focused and time-bound activities for Kumanovo.

The plan establishes:

- spatial and thematic priorities for the development of green and blue-green infrastructure;
- the measures and project activities that should be prepared and implemented in the period 2027-2031;
- the stages and implementation schedule;
- the lead organisations, partners and coordination mechanisms;
- indicators for monitoring progress;
- indicative budget categories and possible funding sources.

The Action Plan does not replace the need for urban planning, design, technical and environmental documentation. Appropriate studies, detailed designs, cost estimates, permits and assessments will be prepared for each capital intervention in accordance with the applicable regulations.

2. Strategic basis

The strategy recognizes Kumanovo as the largest urban and economic center in the North-East Planning Region, with the most pronounced need for urban greenery due to the concentration of population, traffic, built space and urban activities. At the same time, Kumanovska Reka, Pcinja and smaller watercourses represent key blue-green corridors with significance for biodiversity, microclimate, recreation and flood and erosion risk management.

Based on the Strategy, the local intervention framework is based on the following principles:

- to treat nature as infrastructure;
- existing parks, tree-lined avenues, public areas and river spaces to be connected in a functional network;
- priority to be given to nature-based solutions rather than excessive concreting;
- measures to provide multiple benefits at the same time – climate, environmental, social and economic;
- green spaces to be accessible, safe and inclusive;
- planning to be based on data, green cadastre and regular monitoring.

3. Vision for 2031

By 2031, Kumanovo will establish a basis for a connected, accessible and climate-resilient urban green network, in which parks, tree-lined avenues, school and public courtyards, Kumanovska Reka, suburban green belts and rural areas will function as interconnected elements.

The city will have a prepared green cadastre, priority projects for the revitalization of river corridors, expanded green and shaded pedestrian connections, pilot nature-based stormwater solutions and an established system for annual monitoring of green infrastructure.

4. Strategic objectives

Reference	Strategic objective	Expected change by 2031
SO1	Connecting urban green areas	A functional network of parks, tree-lined avenues, green streets and public spaces.
SO2	Revitalization of river and blue-green corridors	Improved river banks, public access, ecological function and reduced risk.
SO3	Climate adaptation and reduction of heat islands	More shade, woody vegetation, rain gardens and permeable surfaces.
SO4	Protection of suburban and rural green systems	Green belts, hedges, erosion control and better ecological connectivity.
SO5	Institutional governance and public participation	Green cadastre, regular monitoring, coordination and active local communities.

5. Methodology for prioritization of measures

The prioritization was carried out by multi-criteria analysis. Each proposed measure is evaluated according to nine criteria, with a predetermined maximum weight. For each criterion the measure receives a basic score from 1 to 5, where 1 indicates very low contribution or readiness and 5 indicates very high contribution or readiness. The weighted points are calculated according to the formula: basic score / 5 × maximum number of points for the criterion. The total score is the sum of all weighted points, with a maximum of 100 points.

5.1 Criteria and weighted scores

Code	Criterion	Max. points	Method of assessment
C1	Compliance with the Strategy and strategic objectives	15	Contribution to the vision, goals and priority areas.
C2	Climate resilience and risk reduction	20	Effect on floods, heat, drought, erosion and stormwater.
C3	Environmental and biodiversity benefits	15	Ecosystem restoration, connectivity, native vegetation and habitats.
C4	Social benefits and public accessibility	10	Number and vulnerability of beneficiaries, inclusiveness, health and recreation.
C5	Urgency and degree of degradation	10	Existing risk, degradation, insecurity or loss of function.
C6	Technical and institutional feasibility	10	Ownership, documentation, capacity, complexity and phasing.
C7	Multifunctionality and cost-effectiveness	10	Number of simultaneous environmental, climate, social and economic benefits.
C8	Potential for partnerships and funding	5	Eligibility for EU/national calls and possibility of partner implementation.
C9	Sustainability and maintainability	5	A realistic regime of maintenance, permanence and institutional responsibility.

5.2 Priority categories

Total points	Category	Interpretation
85–100	Highest priority	The measure should start or be prepared in the first two years.
70–84	High priority	The measure is planned in the current cycle, after providing prerequisites and funds.
55–69	Medium priority	The measure is implemented on a pilot basis or after the completion of measures with a higher rank.
Below 55	Low priority	The measure is retained as a long-term option or reassessed.

5.3 Evaluation Procedure

- Checking each measure’s alignment with the Joint Strategy and local needs.
- Expert assessment according to the nine criteria and available spatial, environmental and institutional information.
- Calculation of the weighted points and the total score.
- Checking the results against the implementation schedule, dependencies and prerequisites.
- Classification into a priority category and entry into the consolidated matrix.

- Revision of points in 2030 based on new data, prepared documentation and secured funding.

The assessment is a planning and expert assessment. Before adopting the annual programs, the results should be reviewed by the municipal working group and the relevant stakeholders. Budget and project readiness can change the order of initiation, but not the strategic importance of a measure.

6. Spatial and thematic priorities

6.1 Kumanovska Reka – main urban blue-green axis

Kumanovska Reka should be gradually transformed from a fragmented and underutilized river space into a public blue-green corridor. Interventions should be based on detailed hydrological, ecological and property rights research and avoid excessive concreting and narrowing of the bed.

Priority directions:

- inventory and mapping of the condition of the riverbed, banks, waste, erosion hotspots and flood-prone areas;
- preparation of conceptual and technical solution for phased revitalization;
- cleaning and waste control with continuous maintenance;
- protection and planting of indigenous riparian vegetation;
- bioengineering measures to stabilise degraded riverbanks;
- pedestrian and cycling connections, rest areas and educational points along suitable and safe sections.

6.2 Pcinja and smaller watercourses

Pcinja and its tributaries are important natural and rural corridors. Activities should preserve riparian vegetation, rehabilitate erosion points, reduce waste intake, and create controlled opportunities for recreation and eco-education.

Priority directions:

- mapping of sensitive sections and sources of pollution;
- remediation of local erosion points with nature-based solutions;
- establishment of riparian protection belts;
- pilot eco-paths and rest areas without disturbing the ecosystem;
- inter-municipal coordination with Staro Nagoricane and competent water management entities.

6.3 Central urban green network

Existing parks, squares, tree-lined avenues, pedestrian zones and public green spaces should be connected through green streets and shaded pedestrian corridors. The first phase will include mapping of network disruptions and the selection of streets and public spaces with the greatest heat stress and the highest frequency of users.

Priority measures:

- Restoration and extension of tree-lined avenues;
- protection of existing mature and healthy trees;
- shading of pedestrian routes, bus stops and rest areas;
- small green pockets of unused public spaces;
- connection to the bicycle and pedestrian infrastructure.

6.4 Neighborhood green spaces

In densely built neighborhoods, small, accessible and safe green spaces should be provided within a reasonable walking distance. The locations will be selected based on the lack of greenery, population density, heat stress and the possibility of using municipal land.

- arrangement of micro-parks and green pockets;
- additional planting of trees and shrubs;
- inclusive places to sit, play and rest;
- involvement of local communities in the selection, use and care of the space.

6.5 Green school and public courtyards

Schools, kindergartens, health facilities and administrative institutions are priority points for creating local green cores. The measures should provide shade, a better microclimate, environmental education and the opportunity to stay outdoors.

- inventory and selection of pilot facilities;
- planting climate-resilient species;
- shading and arrangement of accessible green zones;
- pilot rain gardens and rainwater harvesting where technically possible;
- outdoor classrooms and student eco-programs.

6.6 Green streets, tree-lined avenues and sustainable mobility

Green streets should provide connections between everyday destinations, public spaces and river corridors. Priority will be given to streets with high pedestrian intensity, limited shade, high summer temperatures and the possibility of safe planting without conflict with the underground infrastructure.

6.7 Rain gardens and permeable surfaces

Nature-based stormwater solutions should be piloted in public car parks, courtyards, squares and streets affected by local waterlogging. Soil, hydrological and infrastructure conditions will be checked before implementation.

6.8 Suburban and rural green belts

On the outskirts of the city and in the agricultural areas, the mosaic landscape should be preserved and hedges, protective tree-lined avenues, green field margins and agroforestry belts should be developed. These measures contribute to erosion reduction, wind protection, habitat connectivity and pollinator support.

6.9 Degraded and risky surfaces

Degraded areas, including the areas around the Krasta site, should first be subject to a detailed environmental and technical assessment. Greening can be carried out only after determining the safety, the mode of use, the risks of pollution and the necessary remedial measures.

6.10 Green cadastre and digital management

The green cadastre will provide a single database for trees, parks, tree-lined avenues, public green spaces, river corridors and pilot blue-green solutions. The database should contain location, type, state of health, ownership, maintenance regime and implemented interventions.

7. Implementation schedule 2027–2031

2027 – Data, institutional setting and preparation

- Formation of a municipal working group for green infrastructure.
- Establishment of methodology and initial phase of green cadastre.
- Mapping heat stress, lack of greenery and breaks in the green network.
- Inventory of Kumanovska Reka and selection of priority sections.
- A selection of pilot school/public yards and neighborhood green spaces.
- Preparation of a program for the protection and replacement of trees.

2028 – Pilot measures and project preparation

- Preparation of a concept design and detailed design for the first phase of Kumanovska Reka.
- Pilot development of school and public courtyards.
- Pilot micro-parks and green pockets.
- Pilot rain gardens and permeable surfaces.
- Launch of a programme for tree-lined avenues and shading of bus stops.
- "Green Kumanovo" campaign and volunteer actions.

2029 – Urban connectivity and river interventions

- Implementation of the first section of the urban blue-green corridor along Kumanovska Reka.
- Expansion of the network of green streets and tree-lined avenues.
- Development of new neighbourhood green spaces.
- Establishing waste control measures along watercourses.
- Pilot riparian protective belt and eco-path in the Pcinja basin.

- Beginning of the program for rural green belts.

2030 – Expansion and climate adaptation

- Expansion of the revitalization of Kumanovska Reka.
- Implementation of additional rain gardens and permeable surfaces.
- Expansion of green school and public courtyards.
- Shading of priority pedestrian routes and public spaces.
- Afforestation and erosion control in suitable peri-urban locations.
- Mid-term evaluation and update of priorities.

2031 – Consolidation and next investment cycle

- Completion of planned priority sections and pilot measures.
- Assessment of achieved indicators and benefits.
- Fully operational green cadastre and public review of results.
- Plan for maintenance and renewal of the implemented interventions.
- Preparation of a project portfolio for the period after 2031.
- Annual Report and Public Forum on Green Infrastructure.

8. Prioritisation scoring matrix

Measures 1–13

No.	Measure	C1	C2	C3	C4	C5	C6	C7	C8	C9	Total	Category
1	Establishing a green cadastre	15	8	8	6	8	10	8	5	5	73	High
2	Mapping heat stress and lack of green space	15	12	8	7	8	10	8	5	5	78	High
3	Inventory and design for Kumanovska Reka	15	18	12	7	10	8	8	5	4	87	Highest
4	Revitalization of a priority river section – phase I	15	20	15	9	10	6	9	5	4	93	Highest
5	Expansion of the river corridor – phase II	15	20	15	9	9	6	9	5	4	92	Highest
6	Control and removal of waste from watercourses	14	16	14	8	10	9	9	4	4	88	Highest
7	Riparian native vegetation and bio-engineering measures	15	19	15	7	9	7	9	5	5	91	Highest
8	Protection of Pcinja and smaller watercourses	15	19	15	7	9	7	9	5	5	91	Highest
9	Pilot eco-trail and educational points	12	8	10	9	6	8	8	4	4	69	Medium
10	Urban Green Corridors Program	15	18	14	10	9	8	10	5	4	93	Highest
11	Restoration and extension of tree-lined avenues	15	17	14	9	9	9	9	5	5	92	Highest
12	Shading pedestrian routes and bus stops	14	17	11	10	9	9	9	4	4	87	Highest
13	Neighborhood micro-parks and green pockets	14	15	12	10	8	9	9	5	5	87	Highest

C1 Strategic alignment
C2 Climate resilience
C3 Ecology
C4 Social benefit
C5 Urgency
C6 Feasibility
C7 Multifunctionality
C8 Funding
C9 Sustainability

8. Prioritisation scoring matrix – continued

Measures 14–26

No.	Measure	C1	C2	C3	C4	C5	C6	C7	C8	C9	Total	Category
14	Restoration of existing parks and public green spaces	15	15	13	10	8	8	9	5	5	88	Highest
15	Green schoolyards – pilot	14	14	11	10	8	10	9	5	5	86	Highest
16	Expansion of green school and public courtyards	14	14	11	10	7	9	9	5	5	84	High
17	Rain Gardens – Pilot	15	19	13	8	9	8	10	5	5	92	Highest
18	Permeable surfaces at public sites	15	19	12	8	9	7	9	5	5	89	Highest
19	Protection and inventory of mature trees	14	10	13	7	8	10	8	4	5	79	High
20	Program to replace diseased and unsafe trees	14	14	13	8	9	9	8	4	5	84	High
21	Suburban afforestation with native species	14	16	15	7	8	7	9	5	5	86	Highest
22	Rural green belts, hedgerows and green field margins	14	15	15	7	8	8	9	5	5	86	Highest
23	Assessment and plan for remediation of degraded areas	15	16	13	7	10	8	8	5	4	86	Highest
24	"Green Kumanovo" campaign	12	8	8	10	7	10	8	4	4	71	High
25	Annual report and public forum	14	8	8	7	8	10	8	5	5	73	High
26	Mid-term evaluation	15	8	8	6	7	10	8	5	5	72	High

The points are a planning expert assessment and are subject to confirmation and revision by the municipal working group and relevant stakeholders.

9. Consolidated matrix of measures, priorities and budgets

Measures 1–13

No.	Measure	Location	Period	Points	Priority	Indicator	Budget EUR	Lead/partners
1	Establishing a green cadastre	Entire municipality	2027–2029	73	High	Functional GIS database	150.000	Municipality / PE
2	Mapping heat stress and lack of green space	Urban area	2027	78	High	Created map and priorities	45.000	Municipality / experts
3	Inventory and design for Kumanovska Reka	Kumanovska Reka	2027–2028	87	Highest	Study and detailed design	180.000	Municipality / water management
4	Revitalization of a priority river section – phase I	Kumanovska Reka	2029–2030	93	Highest	m of developed blue-green corridor	1.900.000	Municipality / PE / MoEPP
5	Expansion of the river corridor – phase II	Kumanovska Reka	2030–2031	92	Highest	m of additionally developed riverbank	1.200.000	Municipality / PE / MoEPP
6	Control and removal of waste from watercourses	Kumanovska Reka and tributaries	2027–2031	88	Highest	t of waste removed; number of actions	180.000	PE / inspection
7	Riparian native vegetation and bioengineering measures	River banks	2029–2031	91	Highest	m stabilized/greened bank	420.000	Municipality / water management
8	Protection of Pcinja and smaller watercourses	Rural areas	2028–2031	91	Highest	m of protective belt; sites rehabilitated	750.000	Municipalities / water management
9	Pilot eco-trail and educational points	Pcinja basin	2029–2031	69	Medium	km trail; no. of points	200.000	Municipality / NGO
10	Urban Green Corridors Program	City of Kumanovo	2027–2031	93	Highest	km connected green routes	950.000	Municipality / PE
11	Restoration and extension of tree-lined avenues	Priority streets	2028–2031	92	Highest	Number of new/replaced trees	420.000	Municipality / PE
12	Shading pedestrian routes and bus stops	Urban area	2028–2031	87	Highest	Number of shaded locations	210.000	Municipality / operator
13	Neighborhood micro-parks and green pockets	Densely built settlements	2028–2031	87	Highest	Number of locations; m² of greenery	440.000	Municipality / local communities

9. Consolidated matrix – continued

Measures 14–26

No.	Measure	Location	Period	Points	Priority	Indicator	Budget EUR	Lead/partners
14	Restoration of existing parks and public green spaces	City of Kumanovo	2028–2031	88	Highest	m² of restored area	650.000	Municipality / PE
15	Green schoolyards – pilot	Selected schools	2028–2029	86	Highest	Number of courtyards; % shade	220.000	Municipality / schools
16	Expansion of green school and public courtyards	Public institutions	2029–2031	84	High	Number of facilities; new trees	375.000	Municipality / institutions
17	Rain Gardens – Pilot	Public courtyards/squares	2028–2029	92	Highest	Number of systems; m³ retained water	180.000	Municipality / PE
18	Permeable surfaces in public locations	Parking lots and public spaces	2028–2031	89	Highest	m² replaced area	600.000	Municipality / PE
19	Protection and inventory of mature trees	Urban area	2027–2028	79	High	Register; number of protected trees	45.000	Municipality / PE
20	Program to replace diseased and unsafe trees	Entire municipality	2028–2031	84	High	Number of trees replaced	350.000	PE / experts
21	Peri-urban reforestation with native species	Selected safe locations	2029–2031	86	Highest	ha of afforested area	480.000	Municipality / forestry
22	Rural green belts, hedgerows and green field margins	Agricultural landscapes	2029–2031	86	Highest	km established belts	350.000	Municipality / farmers
23	Assessment and plan for remediation of degraded areas	Krasta and other sites	2027–2029	86	Highest	Study and remediation plan	120.000	Municipality / MoEPP
24	"Green Kumanovo" campaign	Entire municipality	2028–2031	71	High	Number of events and participants	75.000	Municipality / NGO / schools
25	Annual report and public forum	Municipality of Kumanovo	2027–2031	73	High	1 report and 1 forum per year	50.000	Municipality / working group
26	Mid-term evaluation	Entire municipality	2030	72	High	Evaluation report adopted	35.000	Municipality / external experts

Total indicative value of all measures: 10.575.000 EUR excluding VAT. These estimates do not constitute a bill of quantities and cost estimate and should be confirmed through technical documentation and market research.

10. Key monitoring indicators

Indicator	Baseline value	Target by 2031	Source/Method
Area of public green infrastructure	It will be determined in 2027	Increase according to the cadastre	Green cadastre / GIS
Canopy coverage in priority zones	It will be determined in 2027	At least +10% in pilot zones	Satellite imagery / field surveys
New and replacement trees	0 as the programme baseline	At least 2.000, depending on technical conditions	Planting and establishment records
A revitalized river corridor	0 km within the framework of the Plan	At least 2 km prepared/implemented in phases	Project documentation / field
Neighborhood green spaces	It will be determined	At least 8 pilot or restored sites	Municipal records
Green school and public courtyards	It will be determined	At least 10 facilities	Minutes / field
Rain gardens and permeable surfaces	0 program locations	At least 5 pilot sites	Technical acceptance / monitoring
Rural and peri-urban green belts	It will be determined	At least 10 km or equivalent area	GIS / field surveys
Annual reports	0	5 reports	Municipality of Kumanovo
Public forums	0	At least 1 per year	Minutes and lists of participants

Note: the final numerical goals should be confirmed after determining the initial values in 2027 and after preparing the technical documentation for the capital interventions.

11. Management model

For coordinated implementation, it is proposed to form a Municipal working group for green infrastructure. Representatives of the departments of urban planning, environment, communal activities, local economic development, finance and education, as well as representatives of public enterprises and other relevant institutions should participate in it.

Stakeholder	Main role
Municipality of Kumanovo	Coordination, planning, budgeting, project preparation and reporting.
Public enterprises	Maintenance, operational realization, data and technical support.
Centre for Development of the North-East Planning Region	Regional coordination, project partnerships and resource mobilization.
MoEPP and competent state institutions	Permits, expert support, water, nature and financing.
Schools and public institutions	Pilot sites, education and regular maintenance.
Local communities and civil society organisations	Consultations, volunteer actions and citizen monitoring.
Academic and professional organizations	Analysis, design, monitoring and evaluation.
Private sector	Social responsibility, partnerships and support of local measures.

12. Budgetary logic and sources of financing

The Action Plan uses indicative budget categories, as the final cost of the measures will depend on their scope, property rights, technical solutions and market prices at the time of procurement.

- Low investment – cadastre, analysis, inventory, campaigns, small actions and monitoring.
- Medium investment – tree-lined avenues, green courtyards, micro-parks, eco-paths and pilot rain gardens.
- Medium-high investment – restoration of parks, permeable surfaces, rural green belts and bioengineering river measures.
- High investment – phased revitalization of Kumanovska Reka and larger urban green corridors.

Potential sources of funding:

- Budget of the Municipality of Kumanovo;
- national programs for environment, water, local development and climate adaptation;
- IPA and Interreg cross-border programs;
- EU programs and instruments, including LIFE, Horizon Europe and other relevant calls;
- Innovation Fund and other national instruments, where applicable;
- public-private partnerships and corporate social responsibility;
- donor and development programs.

13. Risk management

Risk	Level	Mitigation measure
Insufficient financial resources	High	Phased implementation, project portfolio and diversification of sources.
Unresolved property rights	High	Early verification of ownership and priority of municipal sites.
Conflict with underground infrastructure	Medium-high	Utility infrastructure register and coordination before planting and construction.
Insufficient maintenance	High	A maintenance plan, clear responsibilities and a guaranteed annual budget.
Drought and high seedling mortality	High	Appropriate species, planting season, irrigation and acceptance subject to establishment guarantees.
Flooding and extreme rainfall	High	Hydrological analyses, nature-based solutions and phased realization.
Insufficient public support	Medium	Early consultation, local communities and transparent reporting.
Contaminated degraded sites	High	Environmental assessment and remediation prior to landscaping or public use.

14. Communication and public participation

Communication should start at the site selection stage. The municipality will organize public consultations, thematic workshops, student activities, local actions for planting and cleaning, as well as an annual forum where the results and next priorities will be presented.

Key communication messages are: green infrastructure is public infrastructure; mature trees and river corridors are valuable natural resources; maintenance is as important as construction; and citizens, institutions and the business sector have a common responsibility for green Kumanovo.

15. Monitoring, reporting and review

The working group will prepare an annual report covering implemented activities, indicators, financial implementation, maintenance conditions, problems and recommendations. Green spaces and trees will be monitored through the green cadastre, field checks and, where possible, satellite and geospatial data.

A mid-term evaluation will be conducted in 2030. In 2031, a final assessment of the first implementation cycle and a portfolio of priority projects for the next period will be prepared.

16. Conclusion

The action plan creates a realistic and phased path for the development of green infrastructure in Kumanovo in the period 2027-2031. Its implementation should start with data, project preparation and pilot measures, and then gradually move to larger investments in urban green corridors, river spaces and climate adaptation.

Success will depend on stable institutional coordination, regular maintenance, active participation of citizens and timely provision of funds. The plan should be considered as a dynamic document that will be updated according to the monitoring results, available financial opportunities and new climatic and spatial conditions.

Annexes – project fiches