



CROATIAN PHYSICAL PLANNING SYSTEM

27th May, 2021

Physical planning system

- the **legal framework for implementing spatial planning** as a multidisciplinary profession

The system basically relies on:

- essential principles / settings / rules of **spatial planning**
- over 60 years of **planning experience**
- promotion of the vertical: **spatial plan** → **design** → **construction**
- **integrative approach** as basic principle
- commitment to **sustainable spatial development** (economical-social-environmental)
- overall **national legal framework**
 - territorial-political organization
 - horizontal and vertical cooperation system
- **EU acquis**
 - commitments from EU legislation (directives, protocols...); all of which are incorporated into Physical Planning Act and other acts and regulations

Existing spatial plans have **already incorporated most of the themes and requirements of MSP** arising from the Directive 2014/89/EU (MSP), Directive 2008/56/EC (MSFD) and **ICZM Protocol**

EU

< 1991

spatial planning
system in terms of
social planning

1994

Physical Planning Act

1998

Ordinance on Spatial
Plans

2004

Regulation on the
Protected Coastal Area

2007

Physical Planning
and Constructing Act

2013

Physical Planning Act

2014

Regulation on
Determining the
Significance of
Interventions and Areas

2015

Ordinance on SPSD*
Regulation on PPIS**

*SPSD - State Plan for Spatial Development
**PPIS - Physical Planning Information System

The **Physical Planning Act** [OG 153/2013, 65/2017, 114/2018, 39/2019, 98/2019] regulates physical planning activities in the Republic of Croatia

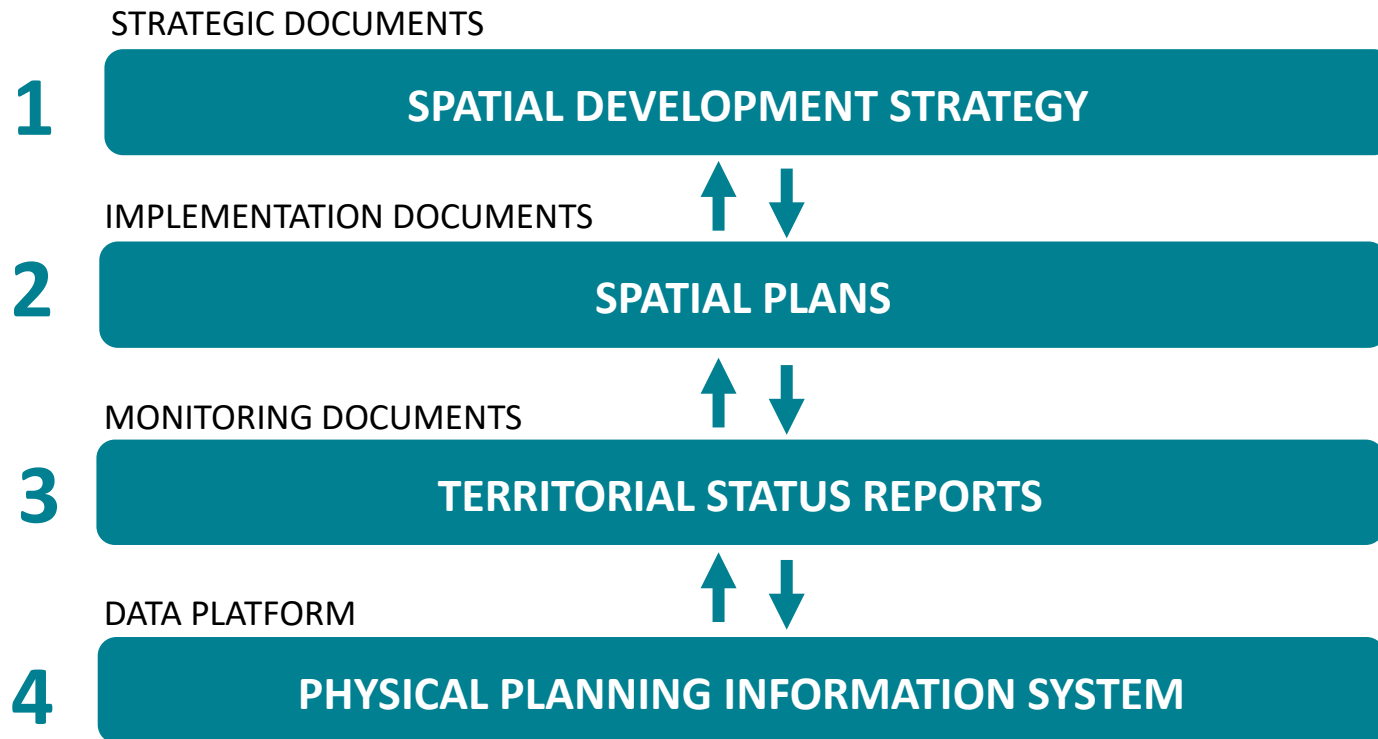
Physical Planning Act (**PPA**) **essentially defines:**

- **goals and principles** of physical planning
- subjects of physical planning (stakeholders)
- spatial **monitoring** / monitoring in the field of physical planning
- **requirements** for spatial planning
- **spatial development strategy** of the Republic of Croatia
- **spatial plans:**
 - levels (state / NUTS1, regional / NUTS3, local / LAU2)
 - scope
 - contents, form and standard
 - procedure for the development and adoption
- **implementation** of spatial plans

Along the **PPA**, other **prescripts define spatial plans content and themes** in detail:

- Regulation on the State plan for spatial development
[Official Gazette 122/2015]
- Regulation on content, scale of cartographic displays, compulsory spatial indicators and the standard of spatial plans elaboration
[Official Gazette 106/1998, 39/2004, 45/2007, 163/2004]
- Prescript on spatial plans, currently in the development process
- Ordinance on assessment of buildings, other interventions in space and of areas of state and regional significance [Official Gazette 37/2014 154/2014]
- Regulation on Physical planning information system [115/2015]

Basic structure of Physical Planning System



OG106/17

[Spatial.Development.Strategy.pdf \(gov.hr\)](#)



**basic document
directing spatial
development**

setting
strategic goals
and priorities
for spatial
development
based on
established
core values and
analysis of the
territorial status

- **legally binding** for all the interventions in space → **subordinate law**
- **existing plans cover the whole Croatian territory**
(both terrestrial and maritime areas)
- **the scope basically determined by the boundaries of the administrative-territorial units,**
 - being **practical in terms of:**
 - decision-making competence
 - data source
 - stability of boundaries of local units, which supports the continuity of the spatial planning process,
 - inconvenient in terms of:**
 - spatial development planning which goes beyond the boundaries of territorial divisions

STATE LEVEL SPATIAL PLANS

State plan for spatial development

Spatial plans of areas with
special features
Urban development plans
of state significance

REGIONAL LEVEL SPATIAL PLANS

County spatial plans

Urban development plans
of county significance

LOCAL LEVEL SPATIAL PLANS

Spatial development plans of cities / municipalities

General urban plans
Urban development plans

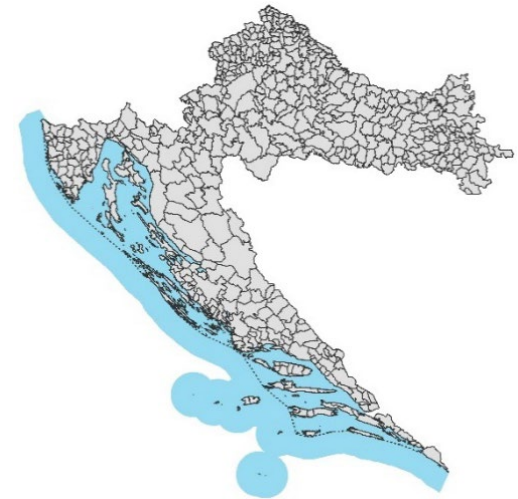
NUTS1



NUTS3



LAU2



State plan for spatial development



Spatial plans of areas with special features



protected areas
(national and nature parks)



EEZ
(former: EFPZ / Continental shelf
of the Republic of Croatia)

may be provided by the State plan:

- **UDP – state significance**
- **spatial plans of areas with special features**

- **spatial plans of national parks**
- **Spatial plans of nature parks**

- **Spatial Plan of the Continental shelf of the Republic of Croatia**
- **Spatial Plan of EFPZ**

EEZ

Regional governance
20 counties and the
City of Zagreb

Spatial plans of counties /
Spatial plan of the City of Zagreb

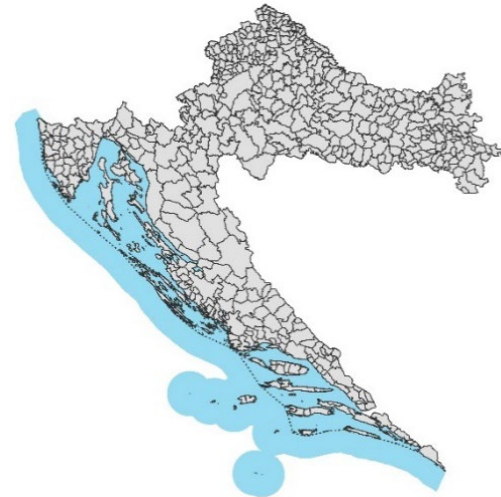


may be provided by the county plan:

- **UDP – county significance**

Local governance
127 cities
428 municipalities

Spatial development plans
of cities / municipalities



may be provided by the local level plan:

- **UDP, GUP**

Text

- **provisions for implementation**
 - conditions for implementation (interventions)
 - guidelines for the development of spatial plans for narrower areas
- **explanation**
 - analysis - starting points / goals / explanation of planning solutions

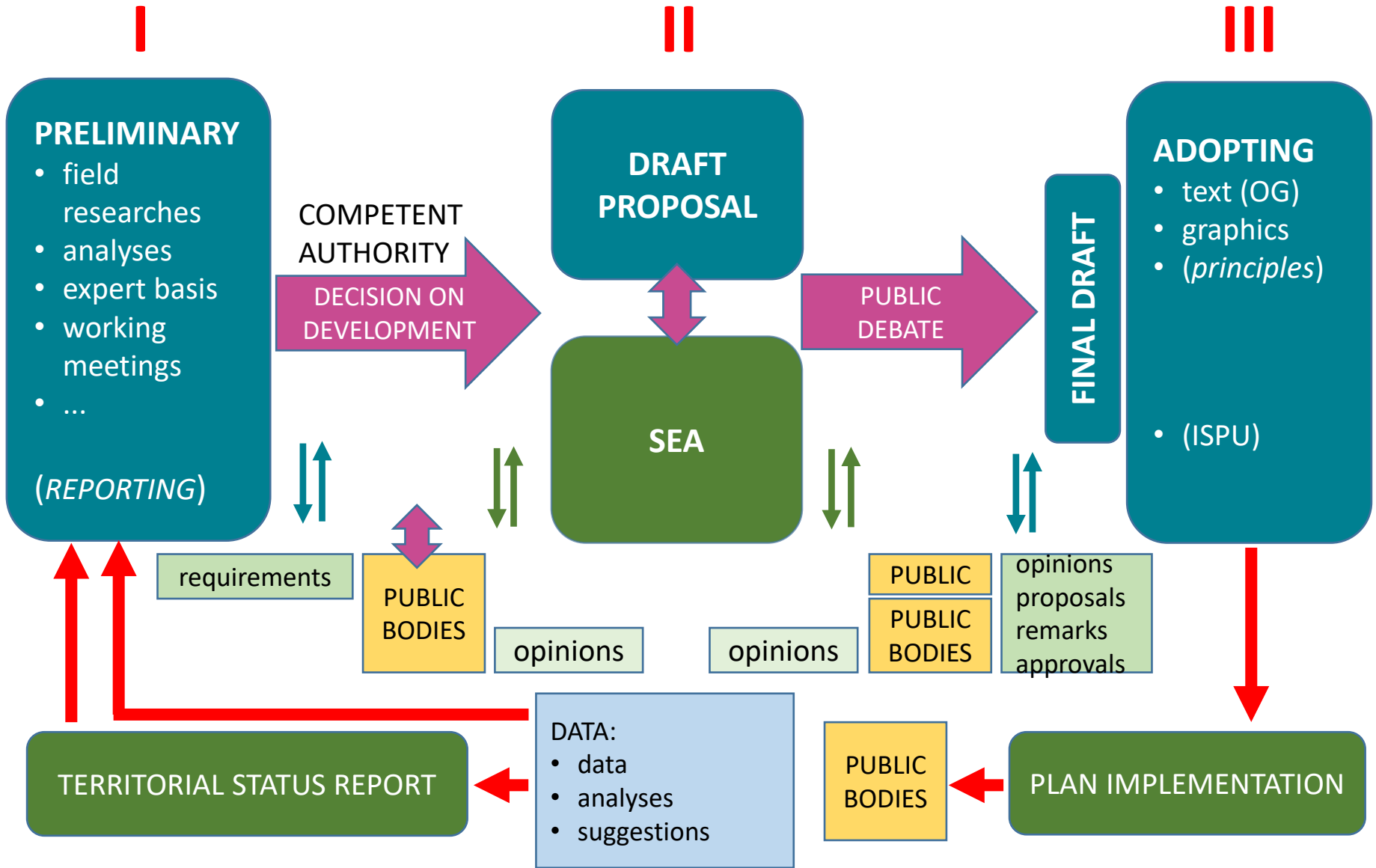
← legal norm

Graphics

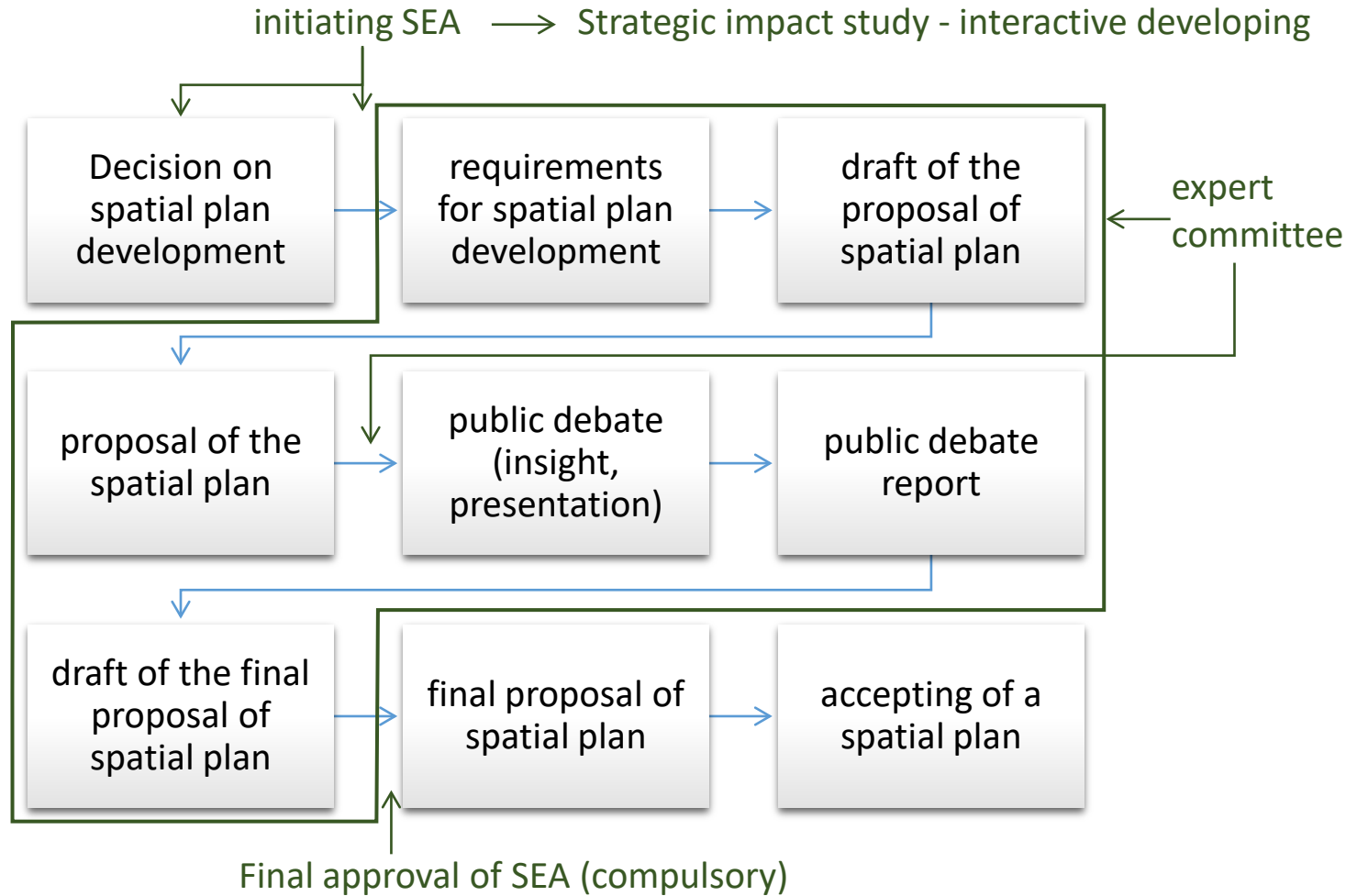
3 main groups arranged on corresponding layers:

- existing and planned land and sea area use
- infrastructure systems
- areas of special measures
(nature protected areas/cultural heritage/landscape/Natura 2000,
other zones of special restrictions and requirements)

Spatial plan developing process – basic cycle



Spatial plan developing in terms of PPA



the procedures apply accordingly to amendments to plans

- **the Institute for Spatial Development**
(within the Ministry)
 - the State plan of spatial development
 - other spatial plans adopted by the Croatian Parliament or the Government
- **institutes for physical planning of a county / City of Zagreb**
(public institutions)
 - spatial plans at the regional level / level of the City of Zagreb
 - spatial development plan of a city / municipality, urban development plan of state significance or of county significance - if requested by the Ministry / county prefect
- **institutes for physical planning of a major city**
(public institution - if established)
 - spatial development plan of the city
 - general urban plan
 - urban development plan for its territory - if requested by the mayor
- **entities with powers for spatial planning activities**
 - spatial plans according to the consent of the Ministry (pursuant to the special law*)
- **architects authorised for expert activities of physical planning**
 - spatial plans according to the consent of the Ministry (pursuant to the special law *)

*Law on Spatial Planning and Construction Activities [78/2015, 118/2018, 110/2019]

Report according to plans developer, amendments to plans, consolidated texts etc., published in 2013-2020 (unknown developers not included)

	Spatial plans on state and county level					Spatial plans on local level					TOTAL	%
	PPPPPO	UPU	PPŽ/PPGZ	TOTAL	%	PPUG/O	GUP	UPU	TOTAL	%		
other entities	1	2	8	11	18,64	966	83	1.618	2.667	90,44	2.678	89,03
institutes	5	0	43	48	81,36	250	7	25	282	9,56	330	10,97
TOTAL	6	2	51	59		1.216	90	1.643	2.949		3.008	

Responsibilities for developing

- the **draft proposal** of spatial plan
- the **draft of final proposal** of spatial plan

Responsible expert

- the employee of the institute / legal entity
- **authorised* architect / urban architect**
- confirms the **compliance** of the drafts of plans **with the law and regulations**
- confirms that certain parts or content of the drafts were produced by **appropriate professionals**

Other professionals

- experts of the appropriate professions who may perform physical planning activities as **associates** (pursuant to special regulation)

*pursuant to the Law on the Chamber of Architects and Chambers of Engineers in Construction and Physical Planning [78/2015, 114/2018, 110/2019]

1 National / regional / local government bodies

ensuring the efficiency of physical planning through the **adoption of spatial plans**

- Croatian Parliament and the Government
- representative bodies of counties and cities/municipalities

2 Bodies ensuring expertise

- state administration bodies
- professional administrative bodies
- institutes, other legal entities and approved architects registered for performing professional physical planning activities

3 Public bodies

- bodies **designated** by special regulations for **providing requirements** for the development of the spatial plan
- **other users** participating in the development of the spatial plan

4 Citizens and NGOs

- through public debates
- by initiating a proposal for developing a local level spatial plan

Public debate

- compulsory held **on the proposal of the spatial plan**
- **anyone can participate**
- the participants give opinions/proposals/comments on the proposal of the plan
- includes public presentation(s) for the purpose of explaining the proposal
- **can be repeated**
- **ends with:**
 - the **report** on the public debate (the result of processing suggestions)
 - **notification** to public debate participants (in the case of local level spatial plan)

Initiating a proposal to develop a plan

- **anyone may initiate** a proposal for developing a local level spatial plan
- the decision on initiating the plan development process → **expert analysis of the proposal**
- the mayor/head of municipality → **report on the conclusions** of expert analysis

Funds for the development of spatial plans

	State Budget of the Republic of Croatia	budget of the city / municipality or county	other sources pursuant to the law
spatial plans adopted by the Croatian Parliament	√		√
spatial plans adopted by the Government	√	√	√
spatial plans adopted by the city / municipality or county authorities	√	√	√

Contract on financing the development of building land

between the owner of the land or another interested party with the city/municipality for

- the development of the urban development plan or
- the construction of the utility infrastructure

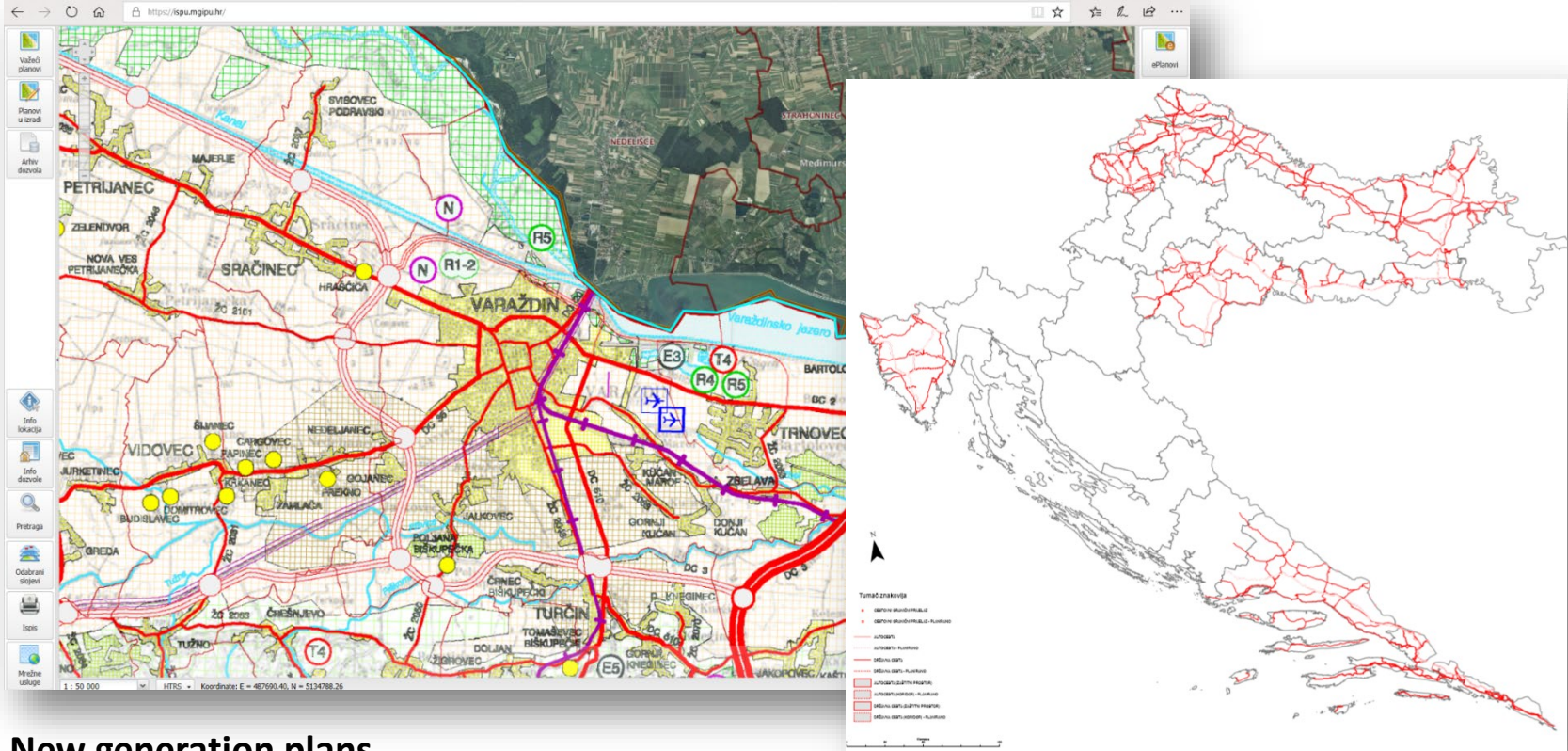
GIS tools benefits

- spatial plans **available** to everyone
- **transparent process** of developing and adopting spatial plans
- **linking graphics and provisions for implementation**
- **overview and exchange of spatial data** from other sources/public bodies
- overall thematic **spatial layers for the entire territory** of the Republic of Croatia

New generation v.s. existing spatial plans

Existing plans

- from idea to elaboration, from general to detailed
- „nested” system with overlapping - possible disparities



New generation plans

- prepared for direct implementation, all in the same detail
- each level elaborates only the topics for which it is competent - no overlapping

Physical Planning Information System (PPIS)

Access: <https://ispu.mgipu.hr/>

<https://mgipu.gov.hr>

<http://www.nipp.hr/>

The screenshot displays the Physical Planning Information System (PPIS) interface. The main map area shows a geographical view of Donja Stubica, with various planning layers overlaid, including green and yellow zones. A search bar at the top center contains the text "Search...". Below the search bar, a notification reads "Pritisnite tipku Esc za zatvaranje prikaza na cijelom zaslonu".

On the left side, there is a "Menu" sidebar with the following items:

- Spatial Plans Registry
 - Spatial Plans in Force
 - Spatial Plans in the Development Phase
- Acts & Permits Registry
- NSDI
- Basemaps
- Modules
- Bulletin Board (Documents Delivery)

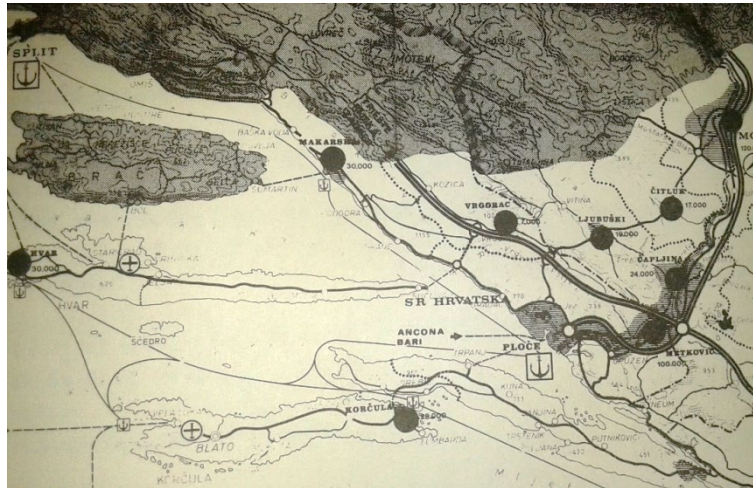
Below the menu, there is a "Spatial Plans in Force" window. It has two tabs: "Old generation plans" and "New generation plans". The "Old generation plans" tab is active, showing a list of plans with a filter "Filter spatial plans" and "Displayed 11 / 11". The list includes:

- Prostorni plan Grada Zagreba - neverificiran... HR-ISPU-PPZP-00021-R08
 - Obuhvat prostornog plana
 - Korištenje i namjena prostora/površina
 - Infrastrukturni sustavi i mreže
 - Uvjeti korištenja, uređenja i zaštite prostora
 - Građevinska područja
- PPŽ Krapinsko-zagorske županije - neverificiran... HR-ISPU-PPZP-00002-R03
- PPŽ Zagrebačka - neverificiran HR-ISPU-PPZP-00001-R08
- PPUG Donja Stubica - neverificiran HR-ISPU-PPGO-00795-R08

At the bottom left, there is a scale indicator "1: 60,000" and a "PPIS" logo. At the bottom right, there are navigation controls including a north arrow, a scale bar for "1000 m", and a "12" icon.

Concept of the PPIS





5.0.0. STANOVNIŠTVO I NASELJA

5.1.0. Stanovništvo

Dinamika kretanja broja stanovnika i njegovo
odražavati stupanj društveno-ekonomske raz
nirani relativno intenzivni razvoj regije
budućih stanovnika regije kao realnu konze
vata koji se mogu ostvariti na području ov
dine. On je u skladu s demografskim promje

BEFORE 1998

ANALOG PROCESSING

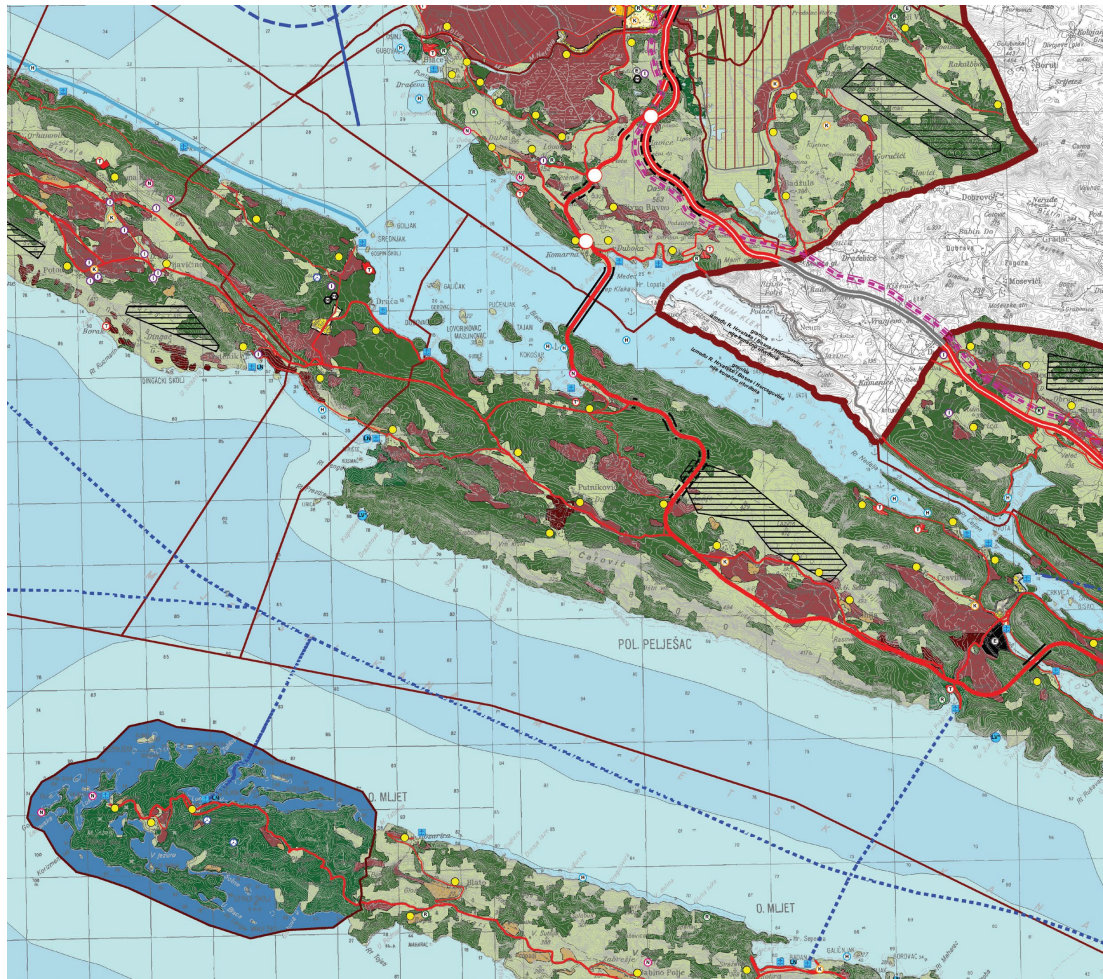
MONOCHROMATIC

TYPEWRITER

STENCILS

LETRASET

Existing spatial plans



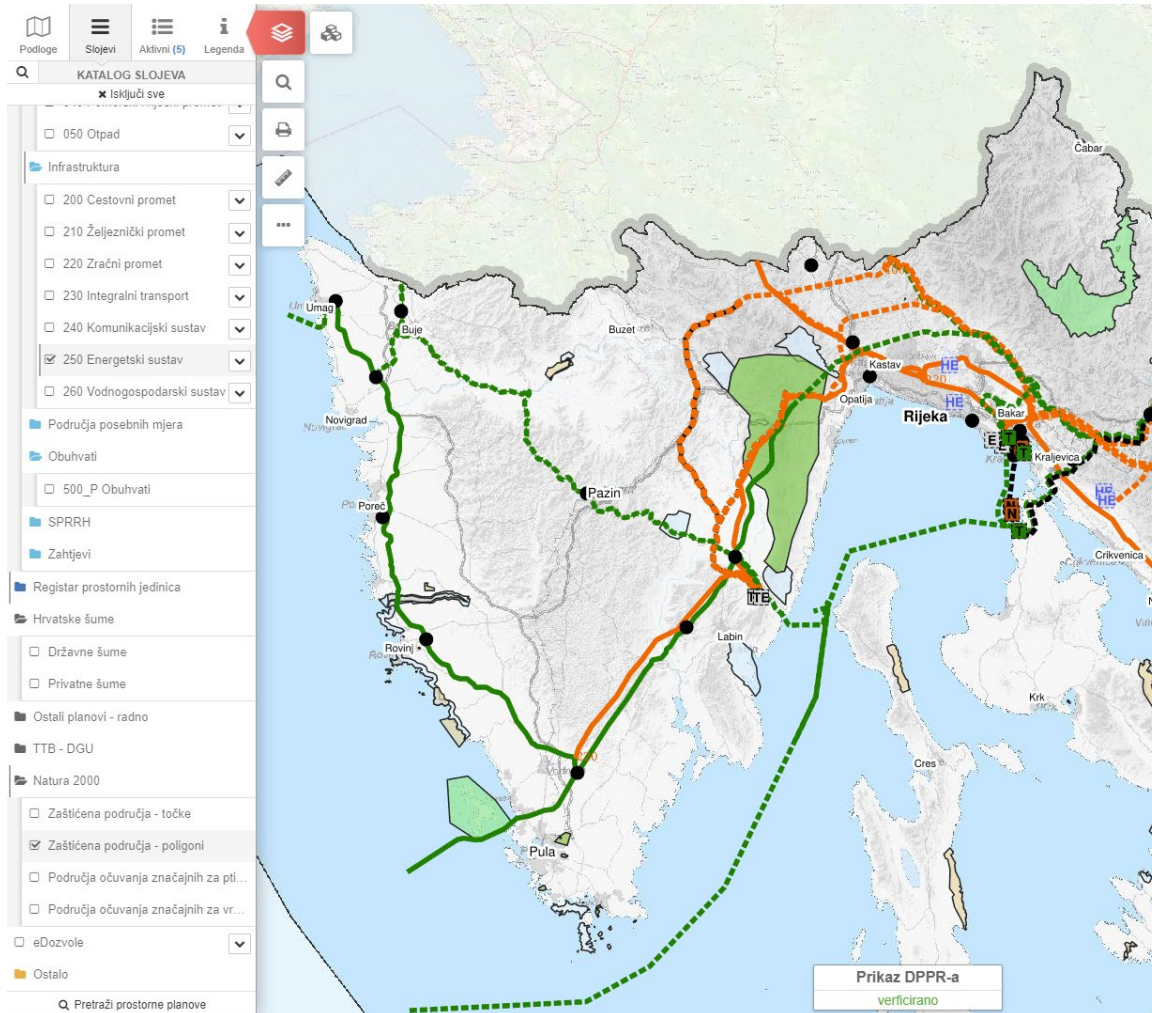
SINCE 1998.

**DIGITAL PROCESSING
CAD TOOLS**

**COLOURS
LAYERS**

TEXT PROCESSING

New generation spatial plans



2020 ⇨

**DIGITAL PROCESSING
GIS TOOLS**

interactive data
organized in layers

standard data model
and symbology

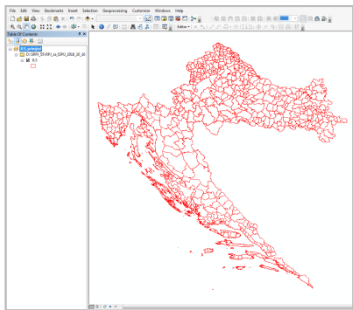
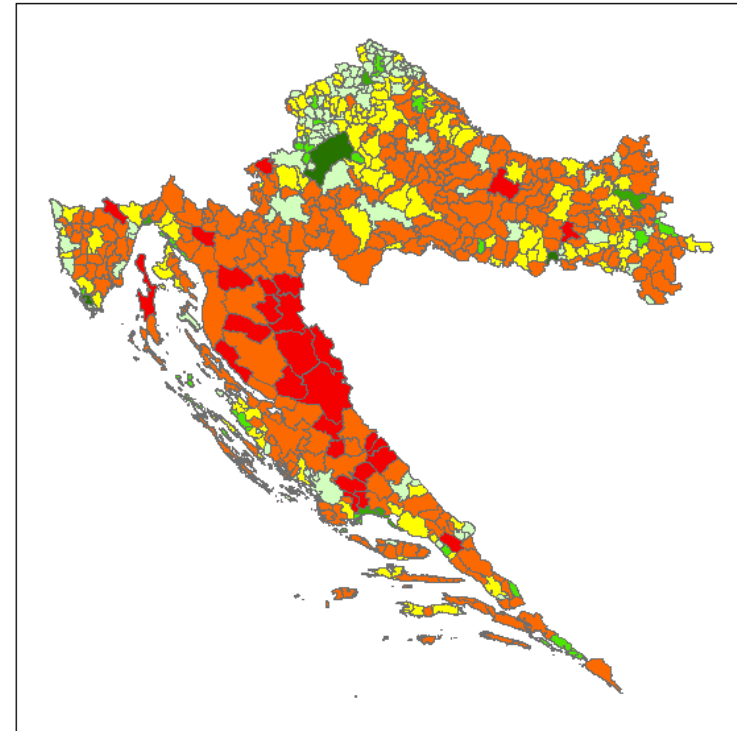
geocoded data sets

**INTERCONNECTION OF
GRAPHICS AND
PROVISIONS**

Sources:

digital cartography and CAD

database management systems

A screenshot of a database management system showing a table of data. The table has multiple columns, including what appears to be a primary key, and contains several rows of data. The data includes various alphanumeric values, possibly representing spatial coordinates or identifiers.

The **integration** of activities and space requirements into spatial plans is a **shared responsibility** of a large number of professions/sectors/policies, basically **implemented**:

- **directly** - planning solutions made by spatial planners upon previously prepared analyses
- **indirectly** - input data from sectors strategic documents or expressed as requests/suggestions in the process of spatial planning

CURRENT STATUS

All sectors are interconnected and dependent on each other, but they act as they were independent

A legal framework has been developed within each of the sectors (including strategies, programs, plans), and the integrative connection of strategic settings from these documents occurs through spatial planning / physical planning system

At the national level, there is an attempt to develop consistency in various strategic documents through the Act on the System of Strategic Planning and Development Management of the Republic of Croatia (OG 123/17). The act on strategic planning sets the basic network and hierarchical relationship between development strategic documents at all levels and systematizes their basic structure and method of drafting



THANK YOU FOR YOUR ATTENTION

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