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**Conference Paper**

## Italian and Croatian Urban Planning: A Comparative Analysis

46th Congress of the European Regional Science Association: "Enlargement, Southern Europe and the Mediterranean", August 30th - September 3rd, 2006, Volos, Greece

**Provided in Cooperation with:**

European Regional Science Association (ERSA)

*Suggested Citation:* Uva, Carla D (2006) : Italian and Croatian Urban Planning: A Comparative Analysis, 46th Congress of the European Regional Science Association: "Enlargement, Southern Europe and the Mediterranean", August 30th - September 3rd, 2006, Volos, Greece, European Regional Science Association (ERSA), Louvain-la-Neuve

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## Italian and Croatian urban planning: a comparative analysis

### Introduction

The study carried out constitutes a picture of the physical planning situation of the two Adriatic coastal areas of the Molise region in Italy and the Split-Dalmacija County in Croatia. The problems linked to the planning of these two ambit territories are closely connected not only geographically but also politically and historically. The comparative analysis will be based on a national normative framework, from both countries, in relation to a historical, political and cultural development which has marked both countries from the end of the second world war to the present. This normative framework has its roots, in Italy, in the still enforced Urban Law No.1150 of 1942, which even if there have been modifications or inclusions through the years, it still constitutes the base guidelines for reference. The reference law in Croatia regarding the planning, is instead, No. 30 of 1994, modified and integrated from the successive laws '98, 2000, 2002, 2004.

A new law is still in the initial phase of being proposed and the debate regarding this proposal is of great current event in the country.

The two physical planning strategies both originate from very different historical periods, at least from a national level point of view. Croatia has a more recent physical planning strategy in relation to the long urban planning tradition which characterizes Italy, even if some studies from the Croatian Urban Institute had already been drawn up in 1985, for the shaping of the Croatian physical plan of 1988. All of this information will be used and structured, after the declaration of independence of 1991, and will be applied to the new political subdivisions of the state and to the delegation of the administrative and planning functions to the counties, cities and municipalities.

A similar program of decentralization of the functions occurred in Italy about twenty years prior to that in Croatia, referring to the laws from decrees of 1972 and 1976, which has given more authority to the regions, to the delegations which give more responsibilities to the provinces, starting from 1990.

The development process of the territory and its planning, however, starts later in Croatia and suffers further delay due to internal political problems that characterized the nation above all during the civil war (1991-1996/98). However, in the last couple of years, enormous progress has been brought about in the Country, thanks to the great ferment and willingness to recuperate the loss of time, which is evident in the physical planning sector. On the contrary, after the enthusiasm of the 70's, the Italian physical planning slowed down progressively, due to the inefficiency of the Regions which created dangerous legislative gaps and lack of control on the development of the territory on the part of the central government. The situation has evolved with the delegation of the administrative and planning functions to the Provinces, whose laws are collected and reorganized in "*Unified Text about the organization of Local Government Units*" (Testo Unico sull'ordinamento degli Enti Locali) of 2000. The tendency to collect the laws in single volumes (T.U.) for the various sectors (Cultural and Environmental Heritage, Building, Expropriation) is due to the abundance of laws and with their integrations and modifications, which makes it more difficult to interpret the whole Italian legislation and even more so their application.

Croatia offers a more simplified and easily applicable legislation framework, which has facilitated the velocity in carrying out the collocation of the law, making it possible the realization of the County physical plans in a very brief period. After an initial delay phase, Croatia has had a very fast recovery in the development of the Country over the last years.

Croatian planning system is conceived to cover all the national territory (56.594 square kilometres), by a group of plans from the whole county to local level foreseeing a strict hierarchy. In Italy (301.338 square kilometres) instead, in spite of exhaustive system of urban laws, parts of the territory are still managed only by the General Master Plans; sometimes, in extreme cases, there are no planning tools. Therefore problems in Italy derives from the practical application of physical planning norms.

The parallel, suggested here on a national level, assumes a different outlook and connotation at regional and county level. In the physical planning ambit, the Italian national situation, already complex, is further complicated by the inequality between the single Regional realities. In respect to some other Italian Regions, the situation in the Molise Region is different because of its considerable delay not only in the type of development but also for its lack of planning instruments. Therefore, the Molise Region, is characterized by a situation which often has problems similar to the ones in Croatia. The insufficient economical development and the lack of adequate physical planning instruments are in fact a threat, in both the Molise Region as well as Croatia, whose territories are rich in natural and historic values that risk being ruined by settlements and the development of tourism. In particular the coastal areas, in the Molise and in the Split-Dalmacija County, are very vulnerable areas and must be protected using the adequate planning strategies. This process is especially applied in the Croatian County where, in 2004, a law to protect the coastal areas was issued with annexation to the physical plans of already existing Counties. Instead, from 2001 the Molise Region possesses a coastal area plan whose decrees should be accepted by the single P.R.G. of the involved townships, which has the aim to protect the coastal area and to regulate all the activities which take place on it.

### **The physical planning system in Croatia.**

The system on which is based the physical planning of the Croatian Republic is of recent constitution and comes from the new political organization the Country established from the declaration of independence of 1991 to the end of the civil war.

To better understand the starting point of the new physical planning of Croatia, it is useful a rapid historical itinerary of the most important dates. Before 1991, Croatia belonged to the Federal Republic of Yugoslavia (that was formed in 1945 after the end of the Reign of Yugoslavia), together with Bosnia-Herzegovina, Macedonia, Montenegro, Serbia and Slovenia. In 1990 the Constitution was issued to make Croatia into a total and independent Republic; in February 1991 the local laws were declared superior to those of the federal ones and on 25/06/91 Croatia definitely separates from the Federation, declaring its independence. From this moment to the peace agreement of 23/08/96, the majority of the Country was destroyed by the civil war which hindered the development of the territories hit directly and indirectly. The peace agreement of '96 formally marked the end of the war but the hostilities continued until 1998, when Croatia reassumed the power of Eastern Slovenia, last Serbian enclave in the Croatian territory.

These historical events, which deeply signed the present conformation of Croatian territory, in relationship with the physical planning system development, offer a wider prospect of the current situation and they let us better understand the deep motivations of the strategic choices.

At the same time with the setting up of the bases for the realization of the physical plans together with the widespread of specific laws in the planning sector, we find in Croatia the process of decentralization of the government and the activities linked in particular to physical and urban planning. The process of decentralization of state power began in the 90's and became one of the principal elements in the phases of democratisation of the State. At the present time the subdivision of the administrative and decisional jurisdictions is established by the ("Official Gazette" n. 33/2001) *Law on local and regional Self-Government* that identifies two levels of government units under the State.

The first unit is the County: *The County is a unit of the regional self-government whose territory represents a natural, historical, traffic, economic, social and self-government whole, organized for the purpose of performing tasks of regional interest (article 6).* In the County the power is divided between two other local government units which represent group of territories based on the number of population in towns and municipalities. *Units of local self-government are municipalities and towns. Units of regional self-government are counties. Municipalities, towns and counties shall be established by law. (article 3)* The municipalities is made up of groups of townships of up to a total of 10,000 inhabitants. *The municipality is a unit of local self-government which, as a rule, has been*

*established for an area with several communities the together represent a natural, economic and social whole and are linked by common interests of their residents. (article 4)*

A city is instead formed when a group is superior to 10,000 inhabitants: *The town is a unit of local self-government where the seat of the county is located, as well as any other community with more than 10,000 residents, which is an urban, historical, natural, economic and social whole. The town, as a local self-government unit, may include suburban communities which, together with the urban community, make an economic and social whole and are linked with it through the daily commute and everyday local-level needs of their residents. In exceptional cases, when special circumstances (historical, economic, geographic, traffic) so warrant, a community that does not meet the requirements set down in paragraph 1 of this Article, may also be established as a town. (article 5)<sup>1</sup>*

“Although local self-government is guaranteed in the constitutions or by special local self-government laws, many activities of local autonomy are only formal and limited. The reason of that are political and legal. Sometimes it is a centralized government to blame, but sometimes it is ignorance of local authorities to use the given possibility to self-govern. In order to improve decentralization reforms and processes in South-East Europe, it is important to continually discuss and analyze existing models and search for better solutions by regular exchange of experiences within the region. The superabundance of LGUs causes the accumulation of oversized administrative machinery at several tiers of government and an inadequate division of functions and responsibilities. The situation has been aggravated by the creation of the areas of special national concern in response to the damage caused by the war. The large number of local units makes it impossible for the central government to get a realistic picture of their finances. Every place that satisfies the formal criterion of a population of 10,000 can become a city. The main problem inheres in the amassing of administrative bodies and employees in these communes. Such LGUs are simply incapable either of financing their current expenditure or of providing the basic services in their areas. And so they have to depend on direct transfers from the national Budget.”<sup>2</sup>

To a political subdivision so ramified corresponds, nevertheless, the presence of a unitary physical plan, which the single plans of the counties, cities and municipalities must refer to. The law which gives the guidelines to the physical planning was issued in '94 (*Spatial Planning Law*, “Official Gazette” n. 30/1994), so during the civil war years, but successively updated every two years with a series of modifications and integrations (“Official Gazette” n. 68/1998, n. 61/2000, n. 32/2002, n. 100/2004).

During the process of decentralization therefore, the physical planning is updated and improved to satisfy the new needs and in the period of 10 years all the counties will have their own physical plan, in agreement with the standards that are set out by the central government. The base guideline which the Croatian physical planning system refers to, was written and approved in 1997 to the adaptation of the *Spatial Planning law* of 1994 and the *Spatial Planning Strategy* of the Republic of Croatia. This very important document, written at the end of civil war, analyses the real situation of the after war Croatian territory and it puts the bases down for the future physical planning of the entire Republic.

Included in the document there is reference to some studies done in 1985 for the realization of the Physical plan of Croatia of 1988, made during the years of federalism and before the start of decentralization of the administrative functions to counties, cities and municipalities. The substitution of the physical planning at State level (the total surface of Croatia<sup>3</sup> is 56.594 square kilometres), made before 1991, with new plans at the county level demonstrates that after the birth of the Republic the system of physical planning changed so drastically to seem like a new and dynamic structure totally different from the previous one.

The analysis of physical planning system in the Croatian Republic must start from the study of the *Spatial planning Strategy of the Republic of Croatia*, 1997, and from the law made in 1994, updated

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<sup>1</sup> Excerpted from the Law On Local and Regional Self-Government – Official Gazette n. 33/2001.

<sup>2</sup> <http://www.seenet.org>

<sup>3</sup> It is two times the size of Piemonte, Italian Region, and a bit.

up to 2004, that obligates counties, cities and municipalities to prepare their own urban plans in the short time established by law.

### **The “Spatial planning Strategy of the Republic of Croatia”**

The starting point of the *Strategy* is the analysis of the resources available and the assessment of their efficient usage. The first result of this analysis is the consideration that the potential development of the territory does not correspond to the real level of development of Croatia in 1997. In particular the economic development is still blocked in an initial post-war phase due to the lack of infrastructures and gaps in the transport system.

At the end of the ‘90s, Croatia was still isolated from the rest of Europe and even the internal links were lacking and out of date. As a consequence the economic development moved slowly and are still unable to make the most of the enormous potentials existing in the territory. The damages generated by the war has caused in addition disparities between the various parts of the Country, with big differences between the regions which were hit directly and those marginally interested by the conflict.

The task of the physical planning is to improve the imbalances and to stimulate the economic growth of the Country, that in those years seemed still divided and under-developed. The principal aim is to bring Croatia to an adequate level for the integration into the system of European development.<sup>4</sup> The *Strategy* regarding this aim highlights the presence of many resources circumscribed in the Republic territories:

- *a favourable transport-related geographic position on routes connecting Western and Central Europe with South-Eastern Europe and the Near East, as well as its belonging to Central European, Danubian and Mediterranean spatial development and ecological systems,*
- *a favourable structure of basic space use categories: 36% of forest areas, 57% of agricultural areas (36% arable, or 0.42 ha/inhabitant respectively, which exceeds the European average),*
- *31 068 km<sup>2</sup> of marine belt, 5834.9 km of coast, 1185 islands and islets, 3500 km of rivers, 10 000 m<sup>3</sup> of renewable annual quantities of drinking water per inhabitant,*
- *a spatially balanced network of larger, medium-sized and smaller towns, whereby 51% of the population live in 117 towns and cities (latest state in 1998: 122 towns with 55% of the population),*
- *richness and variety of natural conditions, whereof many are a rarity on the European scale (natural forests, unpolluted agricultural land, significant reserves of high-quality drinking water),*
- *preserved space and to a large extent high quality environment, with 7.5% of nature areas under protection (7 national parks and 6 nature parks), as well as a rich architectural heritage of international value.<sup>5</sup>*

The physical planning must therefore make the most of these resources that, even if there is not a great quantity, constitutes a valuable patrimony for the diversity and quality that characterize them. However, the management of a territory must also take into consideration not only the weak points but also the strong points. The *Strategy* in fact highlights also the main problems which are present in the Country and which constitutes a threat for a sustainable future development.

The first difficulty which must be resolved regards the tendency of the population to concentrate in already developed areas, mainly on the coast, abandoning the most internal territories and those closest to the border. So the improper use of space causes the uncontrolled growth of big cities and the progressive abandon of rural areas, with consequences of isolation of small and medium size centres. In this way the entire urban system is more difficult to manage because of the congestion of the more developed centres and of the impoverished marginal areas. To complicate the urban situation of the more developed zones is the tendency of the industries to occupy agricultural and

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<sup>4</sup> Slovenia and Croatia was recognized by CEE in 15/06/1992, date that signs the end of the Federation. Croatia then asked for entrance into the European Union in 2003.

<sup>5</sup> *Spatial planning Strategy of the Republic of Croatia*, 1997. Starting Points for Defining Objectives and Guidelines for the State's Spatial Development.

natural areas, which should be protected and made the most of, and the habit to construct illegally buildings of poor architectural quality along the coast. All the problems presented here are associated to a lack of infrastructures, not only in the marginal areas but also in those with an uncontrolled growth of the constructions.

After having highlighted the resources still available and the principal problems connected to the territory, the *Strategy* gives the principal guidance, the objectives and the directions to pursue in the physical planning of the Country. Among these there is a definite willingness to take into account models of development already tested in the more advanced European States, such as Germany and Great Britain and adopt them to the needs of Croatia.

With the use of more modern technologies, that do not pollute the environment and follow with a low consumption of natural resources, the aim is to achieve in less time as possible a rapid but sustainable development.

The priority of the country is, however, to reconstruct the areas destroyed by the war and to encourage population growth in the abandoned areas.

For the realization of the *Strategy* the Government has adopted an even more important document *The Spatial Planning Programme of the Republic of Croatia* of 1999. In this document there are the defined action and measurements for the realization of the Strategy. The *Program* and *Strategy* are primary documents, established by law, and approved by the Croatian parliament, for the physical planning and the setting up of plans at County, Cities, Municipalities, and local levels. All this document issued by the *Ministry of Environmental protection, Physical Planning and Construction*<sup>6</sup> regarding the physical planning are collected in the “*Spatial planning library*” which also takes into account the base document on *Landscape*, of 1999, and *Urban planning* of 2000. Still under revision are five other documents of study and analysis on the most important sectors of management and physical planning.

The primary documents contained in the “*Library*” together with the *Law on physical planning* (“*Official Gazette*” n. 30/94, 68/98, 61/00, 32/02 and 100/04) establish the physical planning levels and the type of compulsory plans for Counties, Cities and Municipalities:

1. County Physical plans<sup>7</sup>
2. Physical plans in areas with particular features
3. Comprehensive Plans of Towns and Municipalities
4. General Master Plans
5. Local Plans
6. Site Plans

The system described above is in phase of realization for plans with inferior levels while the physical plans for Counties have all been issued between 2000 and 2003. Three of these were issued in 2000, eight in 2001, eight in 2002 and two in 2003. The last two of these plans were issued in chronological order (2003) and they are the two Adriatic counties furthest south of the Nation: Split-Dalmacija and Dubrovnik-Neretva. The physical plans of these twenty-one counties have been updated and successively printed with modifications and integrations between 2002 and 2005. The updates for the plans of Split-Dalmacija county were printed in 2004. The other Counties are still modifying and integrating their physical plans and are at different stages of *iter* regarding drafting, observation, adoption and publication of the plan. The seven Adriatic counties (Primorje-Gorski Kotar, Lika-Senj, Zadar, Šibenik-Knin, Split-Dalmacija, Istra, Dubrovnik-Neretva) have updated

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<sup>6</sup> In the beginning of 2000 the *Ministry of Territorial Management, Construction and Housing* merged with the *State Directorate for Environment and Nature Protection* into the *Ministry of Environmental Protection and Physical Planning* then *Ministry of Environmental protection, Physical Planning and Construction*.

<sup>7</sup> There are twenty counties in Croatia plus the city of Zadar that has the status of county. The other are: Zagabria, Krapina-Zagorje, Sisak-Moslavina, Karlovac, Varaždin, Koprivnica-Križevci, Bjelovar-Bilogora, Primorje-Gorski Kotar, Lika-Senj, Virovitica-Podravina, Požega-Slavonija, Brod-Posavina, Zadar, Osijek-Baranja, Šibenik-Knin, Vukovar-Srijem, Split-Dalmacija, Istra, Dubrovnik-Neretva, Međimurje.



their plans, throughout 2005, on the bases of the recent *Decree on protected coastal area development and conservation* ("Official Gazette" n. 128/2004) to make them adaptable to the prescribed law.



Fig. 1: Aerial view of Split, [www.mzopu.hr](http://www.mzopu.hr), Physical Planning Council of the State, 2005.

Of great interest is the constant monitoring of approval *iter* of the plans, that are followed through in the various phases from drafting to publication. The Ministry is able to control the planning situation of the entire Nation and, publishing data on internet, permits the citizens or all who are interested in consulting the information. In the same way the plans of the City and Municipality, which are subdivided into 21 Counties, are monitored. The updated situation of the 17/02/2006 is 305 plans out of, 550 plans approved and 98 still to be approved. The rest of 147 plans are in the intermediary phase, from drafting to publication. Because of the good organization within a couple of years all of these plans will reach the approval and publication phase. The Split County has

already brought to term 14 of its 55 plans and 19 others are in phase of approval. The city of Split has already its Comprehensive plans and its General Master Plan approved and published. All the plans of inferior level must be made to fit the superior ones, which dictate the guidelines of physical planning, following the general norms established in the *Strategy* and *Program*. A significant example is the physical plan of the Split-Dalmacija County, analyzed above.

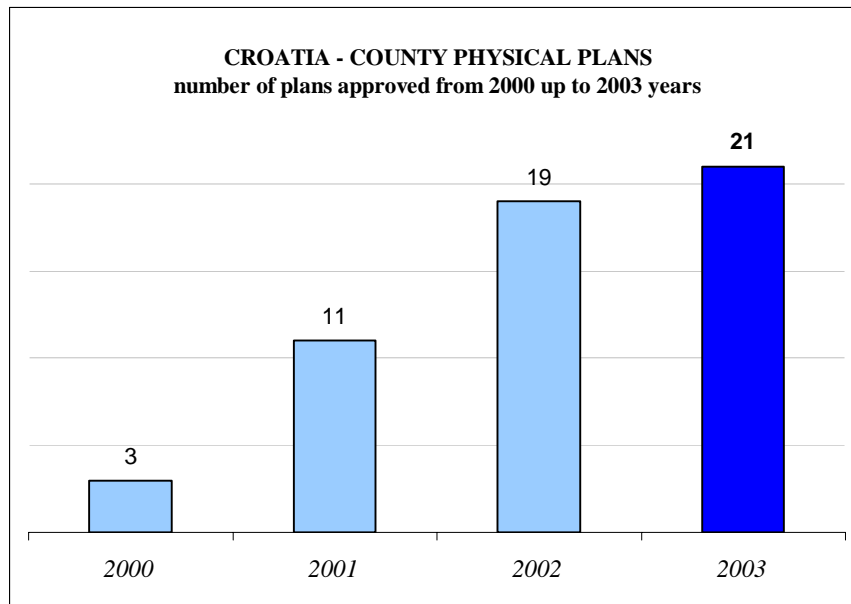


Fig. 2: [www.mzopu.hr](http://www.mzopu.hr), our interpretation.

### Physical planning in the Split-Dalmacija County.

The plan was issued in 2002 and published and in act from 2003, then updated in 2004 with modification and integration, and at last in April 2005 it was adapted to the conformity at the Law on the protection of the coastal zone. In accordance to the *Strategy*, the plan considers the principal themes of organization and development of the territory, that can be reassumed in the following: settlement organization, transport system, energy system, water management, economical and productive development, tourism, natural and artificial resources, particularly delicate areas and landscape. The theme linked to the development of the settlement organization is confronted in a way to reduce the growth of the big cities and restore the function of the small and medium size centres and improving the internal organization of the settlements. The aim is to prevent the expansion in areas with particular environmental features, when not strictly necessary, increase the infrastructures in the old and new expanded zones. The development is programmed in such a way as not to spend inappropriately economic resources, in trying to intervene in the same way in all of the settlements but to select a group of local centres with priority over the others. The aim is to try to increase the quality of life and the level of services and infrastructures in the selected areas. For this purpose, small and medium areas are selected to promote and increase of population of the marginal areas. Transport development is one of the central themes of the entire physical planning, being one of the main problems which block the economic progress and the improvement of the quality of life.

To free Croatia from the after-war isolation, the *Strategy* highlights the existence of the main European routes and suggests their reinforcement. By the end of 2015, the strategy predicts an estimated 1800 km of highway and 1300 km of superhighway (motorway).

Split Dalmacija County becomes part of this general outline with its own roads and railways of great importance to link the Northern and the Southern parts of the Country. The city of Split, in particular, is an important crossroad for the routes North-South, by land and East-West, by water, thanks to the existence of one of the most important harbour of the Nation. The physical planning of



the infrastructures, however, tends to the restructuring and modernization of the existing networks and not to creating new ones, which could result more expensive.

In the energetic sector the *Strategy* estimates, with a prediction until 2010, that Croatia must provide for the lack of energy and ensure further 1500 MW of power. The proposal foresees the use of the most modern and ecological friendly technologies. The main problem linked to the production of energy, to the use of gas and the supply of water is the lack of efficient networks in some areas of the territory, which should be equipped with new network of distribution and with new locations of thermo-electric power plants.

The economical and productive development in accordance to the *Strategy*, should try to diffuse the wealth in small and medium areas and, on the contrary, limit the expansion of big cities, already congested by the concentration of population. With the physical planning of the County the following economical activities are considered: forestry, agriculture and breeding, fishing and fish-culture, tourism, mines, research and exploitation of mineral resources and other economical activities.

The wooded lands are subdivided into: forest for economical purposes, thus for the production of timber and other products; protected forests for the protection of the ground from the erosion of water, water-systems and infrastructures, of the productive zone and other constructions and inhabited areas; woods for particular usage, that is for botanical and ecological research; woods to be protected; woods under the protection of the Ministry of forestry; woods for recreation and leisure; woods that constitute landscaping. The particular usage of these relative areas of the cities and municipalities are specified in the physical plans. The expansion of forestry for the improvement of the quality and quantity of the woods are foreseen in these physical plans. The areas designated to pasture are suitable for this purpose as well as uncultivated areas are useful for the extension of the wooded area.

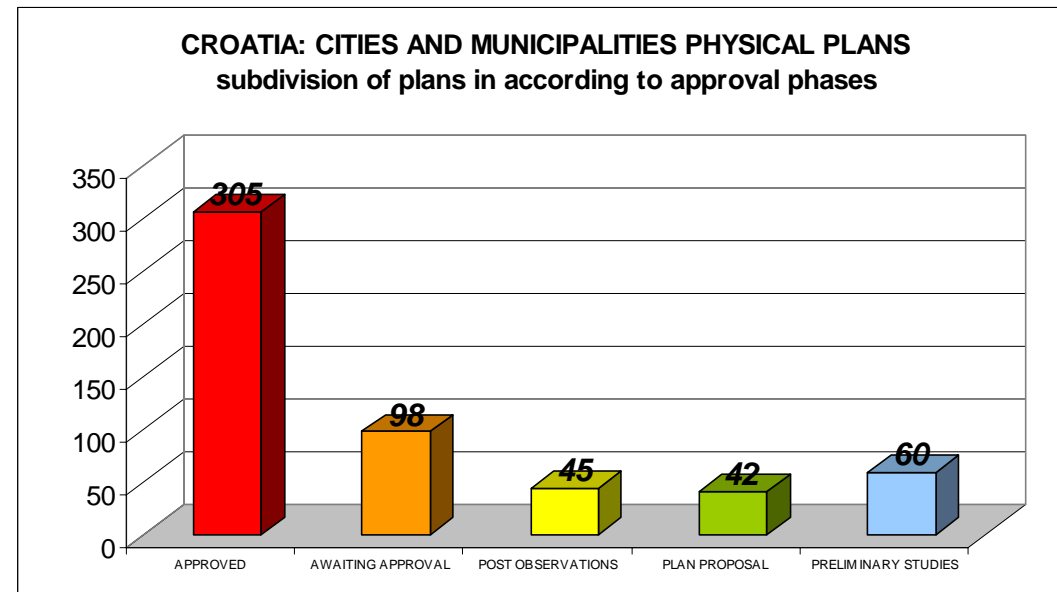
The agricultural areas, instead, are subdivided into: pastures, fields, vineyard, olive groves and fruit orchards. Their subdivisions and their usage is directly established in the plans of the cities and municipalities, but can not be designated to different purposes other than for agriculture. The use of the agricultural land must include the development of biological agriculture, that need a reduction of chemical products to promote a healthy diet. Breeding must be stimulated in particular in the territories of Vrlika, Hrvac, Sinj, Imotsko and Vrgorica and in hilly territories of Solinsko, Kastelansko, and to reinforce the production of meat and milk it is necessary to increase family owned breeding businesses. On the islands, in particular, it is necessary to develop sheep-breeding. As regards to fishing and fish-culture, the size was established, however, fish under this limit of size can not be fished if they are of an excessive economical value. During the period of biological halt that was established, fishing is forbidden or the inclusion of protected species. The limits of power for the raising of the nets and the numerical limits of the raising mechanisms were established. The areas designated to the fish-culture and mytilidae are delimited according to the following criterions: A criterions of elimination; B criterions for the choice of the locality; C Existing Infrastructures; D social-economic criterions.

The normative on mineral extraction and on the collocation of mines present in the physical planning of the county, is very precise and dictates the norms on the choice of criteria of the location where to extract minerals. The tendency is, however, not to open new mines but to reclaim those already existing and can still be exploited. The areas for the economic usage are included in the inhabited areas, in the areas assigned to the development and in exterior areas for separated activities. As regards to the areas designated to other economic activities, they are subdivided in two main categories: 1. for production, that is the basic industrial groups, the chemical industries, the industries of production and transformation and all further economic activities which have a negative impact on the environment; 2. for the smaller production, the transformation, craftsmanship, deposits, services, the commercial centres and other uses, that have no great impact on the environment.

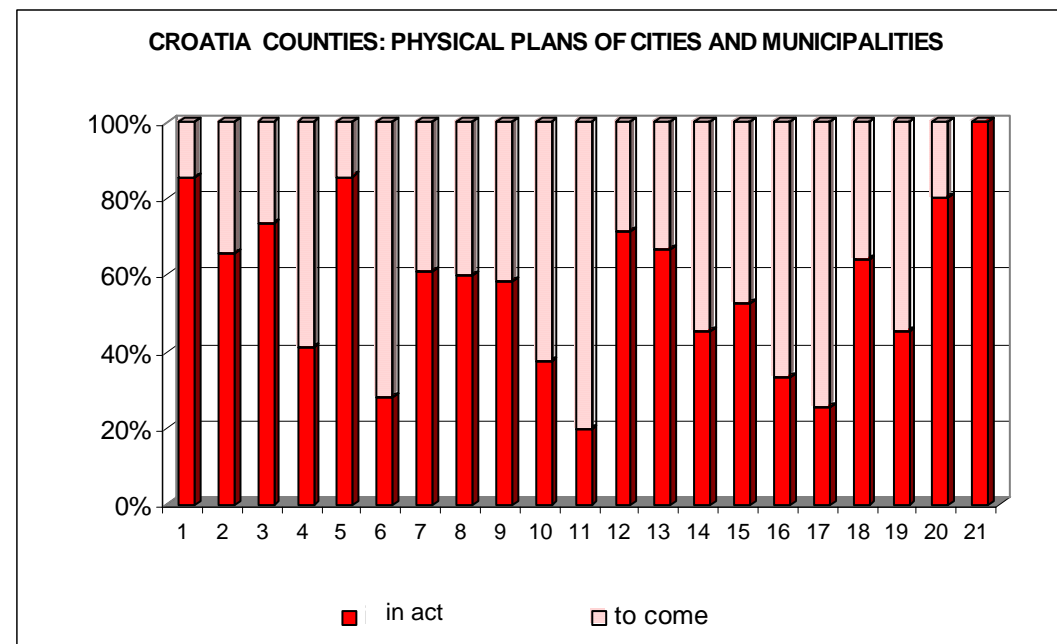
COUNTIES		In act	To come
1	Zagrebacka zupanija	29	5
2	Krapinsko-zagorska zupanija	21	11
3	Sisacko-moslavacka zupanija	14	5
4	Karlovačka zupanija	9	13
5	Varaždinska zupanija	24	4
6	Koprivničko-krizevačka zupanija	7	18
7	Bjelovarsko-bilogorska zupanija	14	9
8	Primorsko-goranska zupanija	21	14
9	Liko-senjska zupanija	7	5
10	Virovitičko-podravska zupanija	6	10
11	Požeško-slavonska zupanija	2	8
12	Brodsko zupanija	20	8
13	Zadarska zupanija	22	11
14	Osječko-baranjska zupanija	19	23
15	Sibensko-kninska zupanija	10	9
16	Vukovarsko-srijemska zupanija	10	20
17	Splitsko-dalmatinska zupanija	14	41
18	Istarska zupanija	25	14
19	Dubrovačko-neretvanska zupanija	10	12
20	Međimurska zupanija	20	5
21	Grad Zagreb	1	0
TOTAL PLANS		305	245



**Fig. 3:** the table on the top shows the situation of spatial planning of Cities and Municipalities divided into the 21 Counties. The graph on the top-right shows the subdivision of plans of Cities and Municipalities in according to their approval phases, for all the Counties. The graph on the bottom-right synthesizes the subdivision, in every County, of the plans in act or to come.



fonts: [www.mzopu.hr](http://www.mzopu.hr) , our interpretation. Data revised on 17/02/2006.



In this category of the production activities we find the theme of tourism which, in Croatia, represents one of the leading sectors of the economy. The Split-Dalmacija County, in particular, benefits from its favourable position and it has the possibility to take advantage of this large coastal-line. The guidelines dictated from the plan on the exploitation of tourism are nevertheless designated to protect the environment and to the development of sustainable tourism. The criterions for the subdivision and the size of the tourist areas are connected to the quality and quantity of tourist attractions of the surrounding territory. So the subdivision of the designated areas for tourism occurs on the basis of the presence of the principal attractions of the territory, such as landscaping, tourism and natural attractions, the various opportunities for sport and recreation, the quality of the environment, the fragile ecosystem. Moreover, the attractions linked to sea-resources are considered: the diverse flora and fauna, the landscapes, the clearness and the depth of the sea, the exploitation of the sea-resources, the aesthetic value of the coast, the width and length of the beach, exposition in regards of the sun and the direction of the waves. Within this area of tourism. The presence of infrastructures and the possibility to construct new ones should be considered. The various connections must be situated in the vicinity of the already communication networks.

The plan also determines the type of construction that is possible to build in the areas designated for tourism, and so reserved for tourism, single complexes or other infrastructures in function with tourist centres, tourist apartments, hotels, camping sites, tourist ports. To construct infrastructures on already existing areas that then become tourist areas, there are criterions that concern the quality of the structures that must be improved and attention not to occupy landscape and natural areas must be taken. In the construction of new structures care must be taken to respect the already existing urbanization and the typical local architectonical elements. Moreover, in tourist areas, it is not permitted to construct less than 100 meters from the coastline and the tourist structures can not be constructed on public areas above all along the coastline. Other norms control the position of campsites and related services; the ports for tourism are also regulated.

The management of natural and artificial resources is among the general themes confronted in the plan on the bases of the rules of the strategy. The main objectives are the conservation of the physical integrity and the quality of resources, in particular those of agriculture and forestry and of the water-system, respecting the landscape and the single elements. The rules of the physical plan of the County, give a particular importance to the safe guarding of nature. The protection is for national and natural parks, for whole natural reserves, for the particular reserves, for protected landscapes, for parks with architectural features and for the single kinds of plants and animals. The protected categories are indicated in the plan through specific lists that associates to the name of the district the type of protection and the year when the law was made.

Landscape is one of the protected elements from physical plan, which dedicates a specific section to this theme. It is contained in the final part of the norms entitled "Protection Measures of Landscape values" and enclosed in the plan. In the text called "*Landscape*", written in 1999 and contained in the mentioned *Library*, the importance of this aspect is highlight in the physical planning system. This means that the basic model developed by the *Landscape* document are taken into consideration in the physical plan of the Split-Dalmacija County, which transforms the theory in action. Plans of Cities and Municipalities are also obliged to take the same principles into consideration in their project schemes. Landscape values are determined on the basis of the geomorphologic origin of the ground, of the anthrop transformation and of the territory usage, through three specific landscape category: natural landscape, cultural landscape, built landscape.

Split-Dalmacija County landscape is characterized by some big geographical and spatial units, the most important of which are: islands, coast and pre-coastal territory.

Islands are covered especially by scrub, on the upper zones also with brush and, moreover, with pines and cypress. The coastal belt and the beach are dominated by the mountains, which have some vegetation and trees. In the low lying plane zone there is a green area with agricultural soil and a vast woodland in good state. The pre-coastal areas are often without vegetation, creating an standardized landscape, but on the islands and in other pre-coastal areas the presence of different landscape are spread.

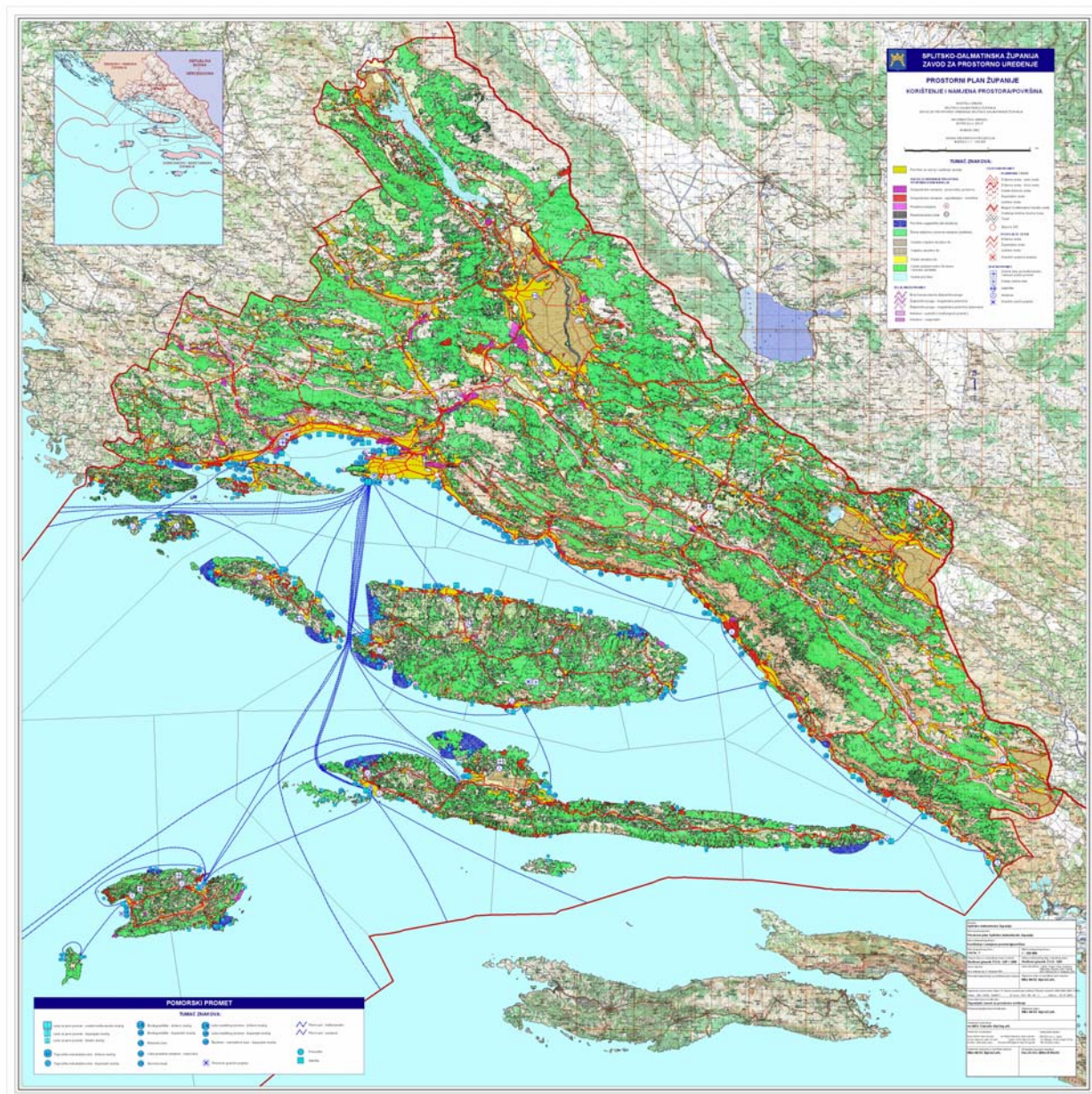


Fig.4: [www.mzopu.hr](http://www.mzopu.hr) , Physical Plan of Split-Dalmacija County, table n. 1: Utilization and Purpose of Areas

The preservation of natural landscape in the entire County, planned by the spatial tool, is the highest: the agricultural landscape must be preserved and all new buildings are forbidden in this areas, new building must be made in already urbanized zones, if possible.

**Rural landscape** for preservation are the agricultural ones on the Brač, Hvar and Vis islands, together with the Cetina landscape and other pre-coastal zones. It is important to preserve the agricultural and rural landscape regarding the valorisation singularity of the settlements, especially to conserve its historical stratification and the logical with which it has grown. The plan boosts the restoration of the old buildings still existing in the county territory and the integration of them into the larger landscape. Split-Dalmacija County, which is situated along the Adriatic coast, provides the measures to preserve landscape values through the spatial planning documents. The measures can be so reassumed: to preserve the typical structure of the old settlements and to build new structure with respect to traditional architectural and local values; to make natural reforestations and insertion of new wood respecting the typical natural features; to prevent forest fires with specific



measures and with preventive actions; to organize the territory in accordance with the main landscape values, especially in Cetina, Jadra, Zrnovice, Matice and Vrljike zones.

Split-Dalmacija County plan is therefore an example of physical planning with good level of organization and it comprises the various aspects linked to territorial development. The plan highlights the attention for natural resources and for the process sustainability, together with a great consideration of landscape values, which are provided by the plan but also object of a specific ministry study. Landscape value is also shown in rural physical planning, where it is considered an agricultural and built landscape as a whole. This value should aim at raising rural settlements and activities, because of their local and representative identity.

### **The situation of physical planning in Italy.**

Italy has a long planning tradition as the first urban planning national law in the sector is dated from the forties (1942). Nevertheless there were some laws before this date but they aimed at protecting historical, artistic and natural heritages: these laws “protection of the things of historic and artistic interest” (“*tutela delle cose di interesse storico e artistico*” L n. 1089/1939) and “on the protection of natural beauty” (“*sulla protezione delle bellezze naturali*” L n. 1497/1939), pointed out the national aims of today’s landscape planning.

The historical evolution of norms makes Italy rich in quantity of laws, sometimes misinterpreted, because of their frequent overlapping on contents and hierarchy of competencies. From the thirties the planning system will not have been marked by sudden changes of direction that on the contrary happened in Croatia; instead in Italy it will be marked by a very slow process of decentralisation of the functions from the State to the Regions, the Provinces and parallel to the towns. Nevertheless the practice of planning has not always been respected. In fact it happens that sometimes as there is a lack in regional or provincial planning, towns themselves programme directions of territorial development. This picture often can be associated with Molise.

Italy thus does not need to increase the laws of planning that are, on the contrary, too many and contradict each other. This situation creates many problems in respecting and applying the law during the editing and approving phases of the plans.

The main physical planning law (1942) already provided by the Territorial Coordination Plans for the Regions government; through the following decrees of 1972 and of 1977 delegated to the Regions all administrative functions about physical planning, state of the roads, aqueducts and public works. Nevertheless from a practical aspect the regional administration didn’t work well. Therefore in the nineties a lot of above mentioned functions were delegated to the Provinces (Law 142/90; Law 436/93; Law 265/99 and “*Unified Text about the organization of Local Government Units*” (“*Testo Unico sull’ordinamento degli Enti Locali*”), Legal Decree 267/2000).

Today Provinces are obliged to edit the Territorial Coordination Plan for their own territory (P.T.C.P.); thanks to this Plan they should order constraints and specific development directions to the General Master Plans and to all Sector Plans.

The landscape and environmental protection remains with the Regions and their own competences as prescribed by the law 431 in 1985 and confirmed by the decree 122 in 1998 (which lists the remaining State competences). Therefore the authority of the Regions will assume the responsibilities for editing and approving the “The Large Scale Landscape-Environmental Territorial Plan” (“*Piani Territoriali Paesistico Ambientali di Area Vasta*” - P.T.P.A.A.V.). Aims of these Plans are to identify the sensitive areas in regional land and to set specific standards for their conservation, protection or transformation.

In Molise this Regional Plan is subdivided in eight areas but they don’t cover all the regional territory; nevertheless all the coastal area is included in the area plan number 1.

The Italian planning picture, as we see today, is a mosaic with many different situations depending on each Region or Province. This is because of the confusion in the hierarchic structure of Plans that changes in relationship to the specific local government.

The following will examine the situation of physical planning in the coastal area of Molise that belongs to the Campobasso province.



### **Physical planning in Molise.**

The picture of the urban planning in operation in the coastal area of Molise shows some considerable failings in determining the general policies regarding the state of the territory.

The logical process which should begin with the identification of the principal directives, explained in the vast area plans, to then pass to the acknowledgement of such directives in the compilation of the General Master Plans (P.R.G.), has in this case been completely subverted. The Territorial Coordination Plan for the Province of Campobasso (P.T.C.P.) is still under compilation whilst the General Master Plans have already been adopted by the municipal administrations and, in some cases, have already been approved and are operative. As a consequence, as well as the general delay which characterises the urban situation of the territory being analyzed, the quality of the tools in force or *in itinere*, is limited by the absence of policy outlines from above local authority level. With the approval of the Vast Area Landscape and Environmental Plans (P.T.P.A.A.V.) in 1991, the Molise Region attempted to partly restore the hierarchy between the plans but the slow process of the P.R.G.'s adjustment is still ongoing.

Furthermore, from 2003 the Plan for the Use of State Coastal Property for Tourism and Leisure (P.U.A.A.D.D.M.M.), which regulates the entire coast from Campomarino to Montenero di Bisaccia, is in force in the coastal area under consideration. The plan, which comes from a higher level than the local authorities, is of a sectorial nature and is therefore limited to the aspects of its own competence within a very limited sphere. On the other hand, the classification of General Territorial Planning Scheme has been given to the plan of the Consortium for the Nucleus of Industrialization of the Biferno Valley, even though it operates in a limited area.<sup>8</sup>

The urban situation of the Molise coastal territory is therefore strictly dependent on the quality of the P.R.Gs and their capacity to acknowledge within a short time the successive directives compiled at an inter-municipal, provincial and regional level. The analysis of the urban planning instruments, described below, will therefore begin with planning at the level of local administration, which at present constitutes the principal means of planning for the Molise's coastal territory. The examination of the individual P.R.G., in force or *in itinere*, will be undertaken paying particular attention to the relationship between them and the urban planning tools in force that are from a higher level, a brief survey of which will be made at the end. The logical path of this study starts with the local plans and arrives at the analysis of the vast area plans. In this path is also cited the *Plan for the Biferno Valley Industrial Area* that regulates a relatively small part of the territory belonging to the two mentioned towns, and, although it is a "Territorial Planning Scheme" it cannot be compared to the other vast area plans because it is limited to the management of areas that fall within the competence of the Consortium.

### **A comparison of planning schemes: inconsistencies and contradictions between the plans.**

The comparison of the P.R.G. forecasts, the graphic documentation for which is shown on map 1, makes an analogy between the current planning tools of Montenero di Bisaccia, Campomarino and Petacciato and that, adopted but still *in itinere*, of Termoli. It must be stated that the town planning situation at Petacciato, which is already complex due to the overlapping of the two Variants to the plan, differs from that of the other three communities for the period in which the available planning tools were formed, the most recent of which dates back to 1986.

Therefore, the guide lines of the plans considered here follow their own direction as no project aimed at unifying the objectives and strategies of intervention exists above local council level.

The study of the transport network is one of the main elements that should be considered on a wider scale and that on the contrary is separately analysed by each general planning scheme, through proposals for the moving backwards and modification of the road and rail routes. The problem of

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<sup>8</sup>The Industrial Area is almost completely situated within the territory of Termoli but also marginally touches that of Campomarino, Portocannone and Guglionesi.

these barriers, caused by these large infrastructures for north-south links is analysed in depth in the General Variant of Termoli's planning scheme, but also regards the entire coastal area in various way. The study of the transport network is one of the main elements that should be considered on a wider scale and that on the contrary is separately analysed by each general planning scheme, through proposals for the moving backwards and modification of the road and rail routes. The problem of these barriers, caused by these large infrastructures for north-south links is analysed in depth in the General Variant of Termoli's planning scheme, but also regards the entire coastal area in various way. In this regard the proposals made by the plans are not uniform: for Campomarino, Termoli and Petacciato no alteration to the road and rail axes is foreseen, whilst the plan for Montenero proposes the backward movement of the state road No.16, in order to place it next to the Bologna-Bari motorway. This operation would be inefficient if not seen in relationship to a wider study of the possibility of the relocation of the roads in the four coastal towns through which these infrastructures pass. In fact, the state road No.16, which links the Molise coast from north to south, is heavily congested by long distance traffic, including heavy goods transport. This traffic interferes with local traffic and summer traffic. Only Termoli has created a ring-road able to lighten the fast and heavy traffic in the town centre; the proposal to move the state road No.16 has still not been carried out by the Variant of Montenero.

As regards the alterations to the railway, not foreseen in the town planning schemes, a project exists to double the Termoli-Lesina line. This project was sent by the RFI to the Ministry of Infrastructures and Transport on the 28/01/2003 and deposited in the regional offices according to the procedures foreseen by the "Legge Obiettivo"<sup>9</sup>. The "Adriatic Corridor" project is not given enough attention in the project choices of the P.R.G., if not through the Plan for the Biferno Valley Industrial Area.

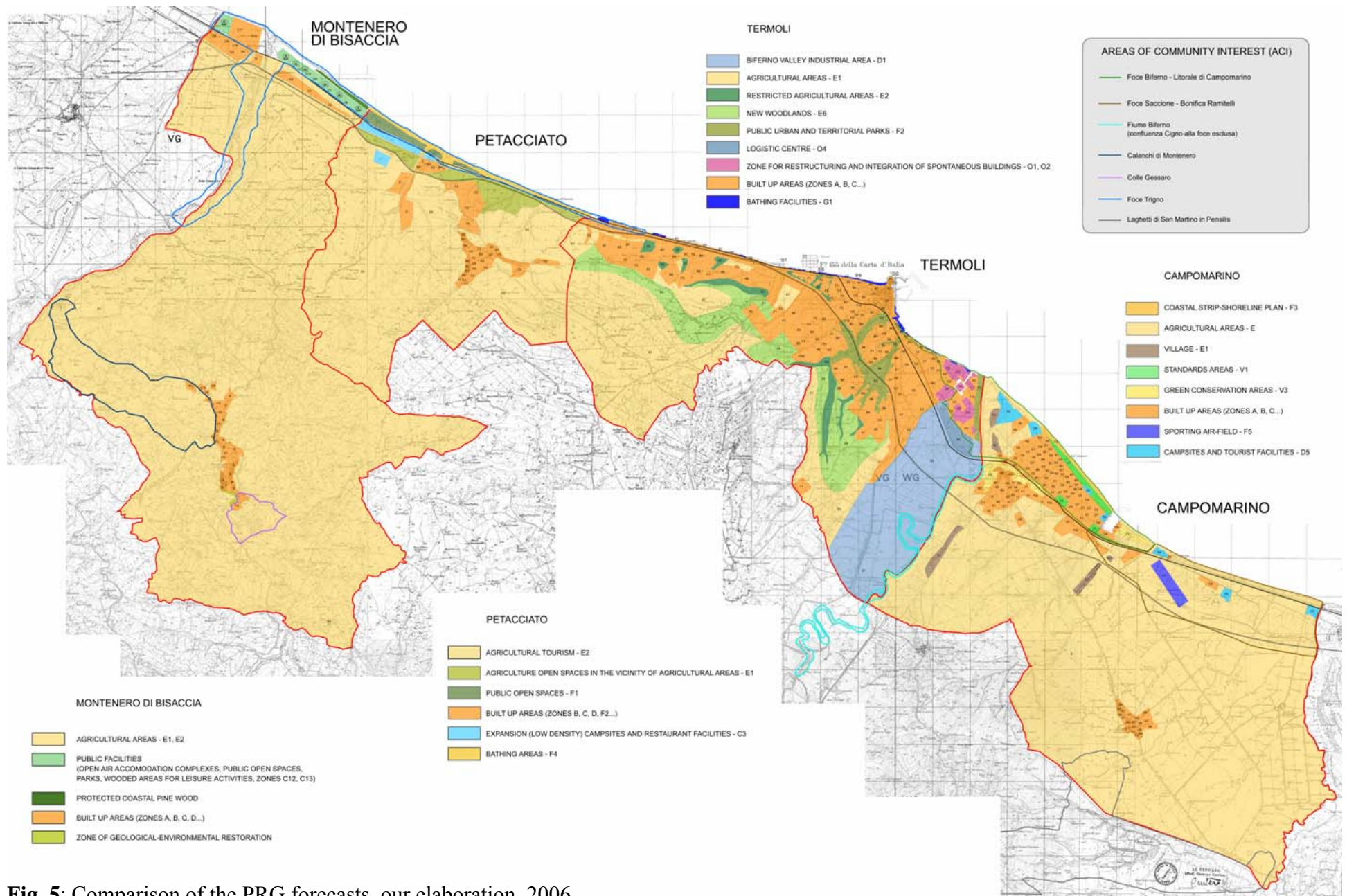
Protection of environmental resources is another theme which the plans treat in a separate way which is also extremely restricted to within the town's territory. The pine wood along the coast, for example, falls within the zoning proposed by Campomarino, partly in the public gardens and facilities zone and partly in the areas for the protection of nature. In the zoning proposed by Petacciato it is comprised in the area destined for public gardens. Only in the zoning proposed by Montenero di Bisaccia the pine wood is located in a Z.T.O. called "protected coastal pine wood" which acknowledges the guide lines of the P.T.P.A.A.V.

The coastal area in general includes uses of the areas which do not reflect the territory's natural tendencies, but often reflect economic needs, which are not always compatible with the natural and landscape aspects of these areas. The stretch of coast between the mouth of the river Biferno and the centre of Termoli is characterised by true urban and environmental degradation. In fact, this area is characterised by illegal building and is classified in the Variant to the planning scheme as "spontaneous building".

The development of tourism is one of the central points around which rotate all the choices made by the various plans. From the comparison of the P.R.G.s forecasts it can clearly be seen just how far behind the Molisan coast is from reaching an integrated development system, that is not impeded by the presence of territorial boundaries but is able to consider the opportunities offered by the territory as a whole. The presence of a fracture in the development of tourism in neighbouring communities can clearly be seen, for example, between Campomarino and Termoli, at the mouth of the river Biferno. Here the barriers created by infrastructures deny access to the sea, which is not even perceived on a visual level by the users of the state road No.16. These areas are often used for dumping rubbish of various types, making it impossible to use them for bathing and impeding the development of tourism.

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<sup>9</sup> Presidency of the Molise region. Press office. Press release of the 5/01/2004



**Fig. 5:** Comparison of the PRG forecasts, our elaboration, 2006.

The Variant *in itinere* of the P.R.G. of Termoli foresees the re-qualification of the zone, within the town's territory, also through the creation of a seafront walk which will be linked with that of the old town. However, no coordinated action is foreseen between the two neighbouring towns. In fact, the F3 zone- coastal strip- identified in the zoning of Campomarino, does not reach the territorial boundary. In this zone the town plan is subordinate to the directives of the shoreline plan, as described above, which in the future should be able to direct the choices carried out by local councils along the Molisan coastline.

An important factor in the development of tourism on the coast is the presence of tourist ports. Termoli has a small tourist port inserted in the larger multi-functional structure. The tourist port of Campomarino is at present the only one created specifically for this purpose along the Molisan coast. The last Variant to Montenero di Bisaccia's plan foresees a small tourist port with 400 berths. The last Variant to Termoli's P.R.G also foresees the expansion of the tourist port within the existing area of the multi-functional port but several project proposals aim to separate the functions linked to tourism from those of ship building, commercial shipping and fishing.

### **The plan for use of state owned coastline areas for tourism and leisure purposes.**

The P.U.A.A.D.D.M.M. is a sector plan which regulates the use of state owned coastal property and it was drawn up by the Molise Region<sup>10</sup> for the entire regional coastline. The area of state owned coastline in consideration falls within the territory of Campomarino, Termoli, Petacciato and Montenero di Bisaccia. It extends for circa 40km in length, and is variable in width and morphology. The plan is supported by an accurate analysis of its present territorial organisation which investigates in depth:

- the state of the shoreline and coast in general
- the state of the hinterland regarding the themes of housing and tourism-beach activity
- the state of road access to the shoreline
- the presence of ecosystems needing protection (dunes, pine woods etc.)
- the presence of river mouths, conservation areas, ports etc.
- the number of existing beach related structures or activities in relationship to the user catchments area
- requests for building permission pending at the harbour office
- the existence of local administration plans or projects, either approved or *in itinere*

The zoning identified by the plan follows several general criteria which are explained in the technical report: the concentration of free areas, the tendency to position structures in areas that are already served by roads and car-parks, the use of wood for building, the positioning of playgrounds and other recreational facilities in the widest areas of the shoreline and the positioning of sun-umbrellas in proximity to pre-existing campsites and hotels..

The acknowledgement, on the part of the local councils, of the guide lines set out by the shoreline plan should have lead to the adjustment of the zoning proposed in the P.R.G.s. This process is still underway, in fact only Campomarino's planning scheme contains indications which refer to the shoreline plan for zone F3 – coastal strip.

### **The Large Scale Landscape-Environmental Territorial Plan**

The picture of the town planning tools currently in use in the four coastal communities looked at so far, shows, as has already been brought to note, several lacunae in the general structuring of territorial planning schemes. The lack of planning above local council level, able to provide guide lines for the drawing up of general town planning schemes has contributed to the formation of

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<sup>10</sup> The plan was approved with Regional Council resolution No. 167 of the 22/05/2001. The first publication in the B.U.R.M. dates to the 15/09/2001. Several provisions by the Regional Council regarding the definition of existing concessions (No. 611 of the 30/05/2003) were published in the special Supplement of the B.U.R.M. No. 13 of the 16/06/2003. The plan was re-printed in 2004, in order to integrate the technical records missing from the preceding versions, then published in an ordinary Supplement No. 1 of the B.U.R.M. No.12 of the 16/06/2004.. The technicians appointed for its drawing up were eng. Achille Iovine and eng. Gabriele Ragni.



planning tools that are not homogeneous in the choice of development and territorial management strategies.

The entry in use, in 1989, of the Large Scale Territorial and Landscape Plan<sup>11</sup>, which includes in area 1 the four coastal communities and those in the immediate hinterland, has for the first time posed the problem of the adjustment of the P.R.G.s to the guide lines, directives and regulations of the higher level plan. At present, not all the towns have substituted their town planning tools, which entered in use before the landscape plan was drawn up, with new general planning schemes that are able to adequately take into account the provisions of the P.T.A.A.V. The plan is based on an in depth territorial analysis which regards environmental (natural and human), institutional and perceptive aspects. In particular, aspects of the natural system looked at are geolithological, geomorphological, hydrogeological together with soil science, cultivability and vegetative and faunal characteristics.

The human system is studied through the analysis of the soil production uses, urbanization, archaeological, architectural and urban planning elements and of the infrastructures present on the territory. A careful treatment is also made of visual perception and landscape value in the specific homogeneous units. The analyses of the themes mentioned above is then summarized in two maps, “Map of territorial quality” and “Map of territorial changes and deterioration”, which constitute a concise tool that supports the project choices within the plan. In practice, the plan classifies the territory into homogeneous areas on the basis of their transformability and indicates what uses are consented for each of them.



**Fig. 6:** Aerial view of Termoli, a small city along the Molise coast. (Photo Picanza, 2004)

The modes of transformation are divided into five categories, from the most restrictive to the least restrictive mode:

A1) Conservation, improvement and recovery of the constituent characteristics of the elements with the maintenance of only existing compatible uses;

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<sup>11</sup> LR 1/12/1989 No.24



A2) Conservation, improvement and recovery of the constituent characteristics of the elements with the maintenance of only existing compatible uses and with partial transformations for the introduction of new compatible uses;

VA) Transformation to be submitted for verification of admissibility during the drawing up of the planning tool;

TC1) Transformation conditioned by project requisites, to be verified during the process granting authorization according to law 1497/39;

TC2) Transformation conditioned by project requisites, to be verified during the process granting authorization according to law 10/77 and subsequent modifications and integration;

Where areas of exceptionally high value prevail only the first two modes are permitted, in the other areas the other modes are also permitted, in relation to the use intended to be proposed for the area under consideration. The possible uses of the territory and its resources are grouped in the plan in five categories (cultural-leisure, urban, infrastructural, territorial-technological, agriculture-forestry-pasture, production-extraction), which each include a group of uses relating to each category. These uses are put into relationship, through a series of matrices, with the principal elements which characterise the territory. For every relationship created the permitted mode of transformation is indicated. The number of matrices created corresponds to the number of homogeneous areas identified by the plan, for which a transformation is possible. On the contrary, in the zones where exceptionally high value areas prevail, only conservation not transformation is permitted. Compatible uses are indicated in these cases for each single element and are always linked to a conservational mode "A1" or "A2".

The plan, in parallel to this system of safeguards, foresees several zones of landscape projects and planning in the executive phase, which complete the normative analysed so far. In area 1 of the P.T.P.A.A.V. four zones of this type are identified (the coastal area of Montenero and Petacciato, the coastal area of Campomarino, the Biferno river valley and the Trigno river valley). The conservation modes in these zones are the "AA/1" and the "AA/2"; permitted uses are indicated for each single zone. In this regard the realization of the objectives described in the plan have still not been put into practice, even though the urgent need for intervention through recovery and restoration is clear in the areas which the plan identifies as being of considerable interest.

### **Prospects for coordination on a provincial scale: The Territorial Coordination Plan for the Province of Campobasso**

The specific authority to adopt a Territorial Coordination Plan was given to the provinces for the first time by the national law No. 142 in 1990 (now incorporated into the text of the laws on the organization of local bodies – D.Lgs. 267/2000). In this way the provinces participate in the economic, territorial and environmental planning of the Regions. Following the reform of local autonomy, the province is considered an institutional hub for "vast area" planning in the relationship between town and region. The drawing up of the P.T.C.P. thus figures as a solution for the inefficiency of the regions in the matter of territorial planning. However the Molise has still not managed to gather this opportunity for the development of its own territory either in the province of Campobasso or that of Isernia.

The Territorial Coordination Plan for the Province of Campobasso (P.T.C.P.), which includes the four coastal communities of the Molise, is still being drawn up. The P.T.C.P. *proposes the objective of determining the general guide lines for territorial management, establishing the principal directives to be specified by means of town planning schemes and it will present itself as a plan for the protection of the environment, which completes and reinforces the forecasts contained in the territorial landscape plan.*

*The P.T.C.P. denotes and regulates: a) the road, rail and public transport networks; b) the intermodal points relative to the lines of communication; c) risks within the territory which are a matter for the Civil Protection Agency; d) the water, hydrogeological and hydro-forestry systematization of the soil; e) the water supply network and the disposal of liquid refuse*

f) the structures for the disposal of solid refuse; g) the location of and the directives for the development of areas for production and craft-industry, commerce, tourism, schools and hospitals, territorial parks and nature reserves, sports facilities;

The project itinerary is divided into six macro-elements (matrices): socio-economic, environmental, historical-cultural, settlement, production, infrastructure.<sup>12</sup>

The socio-economic matrix looks in depth at themes regarding the state of the population, taking into consideration age, residential density, level of occupation and other parameters taken from the I.S.T.A.T. data.

The environmental matrix aims to identify the fundamental objectives for landscape tutelage through the safeguarding of the quality of both the natural and anthropic environment and of the territory's physical-morphological resources. It also takes into account current landscape planning schemes and plans for parks and nature reserves.

The historical-cultural matrix regards the valorisation of the archaeological, historical, artistic and archival heritage of the Province and the re-qualification of areas and itineraries.

The settlement matrix highlights the presence of very small urban centres which are badly connected and becoming progressively depopulated. It therefore underlines the parallel polarization of population and economic activities in the few urban centres that are larger and more developed.

The production matrix looks at agriculture, industry and commerce, sectors characterized by an insufficient development of production. The under use of resources for tourism is also reported, a resource which could re-launch the economy of the entire province.

The infrastructure matrix looks at the distribution and efficiency of the infrastructural networks which at present are unable to respond to the region's needs, above all due to the lack of intermodal exchange points.

The actions proposed by the plan are of a preliminary nature and will certainly be subject to appropriate changes for the project's final drafting. Interesting feasible ideas have been inserted into the proposal for the development the territory's production. It is hoped that there will be a growth in cultivation of quality and the organization and management of businesses through adhesion to the UNI EN ISO 9000 norms (Systems for quality management). Among the objectives of this operational proposal are the *reinforcement of environmental protection of the territory* and the *creation of bodies to promote sustainable development*.

### **The Molise region and the County of Split-Dalmacija: analogies and differences in the physical planning.**

From the analysis of the systems of physical planning in Italy and Croatia, studies pre-chosen at Regional levels, emerge many interesting themes of confront and reflection here synthesized.

The difference that emerges is regarding time: the urban and territorial plans were issued, at all levels in Croatia, from 2000 onwards, while in Italy the plans issued in the 70's are still in effect. Starting from the Urban Law of the 40's, in Italy the stratification of the plans, creates a complex situation and difficult to interpret. Nevertheless, this long tradition of the Urban Law has given the possibility to test various models and application on the territory, that constitutes an important cultural assets for the actual physical planning. The Urban reform, present in the Nation, can therefore, be used as a model of the already experimented processes, whose results are visible in the territory.

Even if, on the contrary, the Croatian physical planning has different plans prior to 2000, it turns to the experience of the foreign countries that are more developed to increase its own level of organization of the territory and determine a new model of development. The problems that Croatia has to face today have in fact already been object of analysis of physical planning of other European States, including Italy, even with its own internal contradictions, has often found the solutions and answers regarding all of these. According to these arguments and remembering that Croatia with the Law on physical planning ("Official Gazette" n. 30/94, 68/98, 61/100, 32/02 and 100/04) has

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<sup>12</sup> From the presentation of the P.T.C.P.

obligated the issuing of new physical plans, in a very brief period, the administrations of Cities and Municipalities, in conformity with what was established from the new physical plans of the Counties a comparison can be made between the planning of the Molise Region (4.438 kmq) and the one of the County of Split-Dalmacija (4.540 kmq).

Examining in depth the analysis of the principal features of the plans at different levels, the first thing to highlight is the absence in Molise of a Territory Physical Planning of Regional coordination in relation to existing Physical Plans of the County of Split-Dalmacija, even if the two territories have the same extensions in square kilometres. If we want to find a correlation in the physical planning between the two territories, we can confront the Plan of the Croatian County with at least three different plans that regulate the territory of the Molise Region.

The guidelines of the Regional development derive from, in fact, the overlap of the physical landscaping environmental plan of the vast area (which, however does not cover all the region) with two Physical Plans to coordinate the Province of Campobasso and Isernia, which are still under review. The presence in Italy of different plans, that live together on the same territory and that regulate the various aspects, generates, at times, conflicts and contradictions between the instruments involved, making it difficult for their application. In particular, the presence of the General Master Plan at city level, issued before the adoption of the plans at state level, creates incoherence between the various instruments at different levels. Therefore the possibility that time can alter the urban instruments, can cause problems and uncertainties in interpreting and putting to use these plans on the territory.

The principle of overlapping of the plans present in Italy is not instead used in the same way in Croatia, where the hierarchy scheme is strictly established by law and comprises all the aspects that regard the planning. Not only does the physical planning of the County dictate the norm regarding the development of the entire territory of the county but has also a landscaping value. The physical plan has recently been integrated with the norms for the protection of the protected coastal areas, that, in Molise, forms a further seaside plan, which has to interact with the previous mentioned plans.

Apart from the seaside plan, together with the plans that indicate the sectors along the Molise coast, there is also the industrial plan, which regulates in detail a delimited part of a territory designated for industrial purposes. Therefore, the plans constituted by the sector within the city, are put in an intermediate position between the Province and the single municipalities for the various duties of the plan, specifying in detail the general indications of the above mentioned plans. The single municipalities should understand the indications of the plans of a sector and update their own P.R.G. on the basis of them, but it is often that the process that goes from writing to issuing of the plan takes so long that it creates delay of the integration of the norms with negative consequences on the development of the territory.

The Croatian system instead follows a different iter and does not contain a plan of sector, but rather physical plans of cities and municipalities to be updated with specific laws in the various sectors when necessary. In the County Split-Dalmacija there are 55 plans altogether between cities and municipalities, that cover the entire territory of the County. Today, of the 55 established plans, 14 are already in act and 19 are still to be approved; the others are in the phase of being approved, and however in the preliminary issuing phase.<sup>13</sup>

Analogies between the Italian and Croatian system at municipality level are more evident because both foresee the issuing of the General Master Plans that should cover all the municipality territory. In Italy as well as Croatia the Realization Plans (Piani Attuativi) or Local Plans (different names but similar contents) are foreseen to carry out the decisions established in the General Master Plans. An example of implemented system with requirements after the issuing of the plan concerns the Coastal Protected Zones (ZOP), of which there is no new plan but those already existing have been integrated.

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<sup>13</sup> [www.mzopu.hr](http://www.mzopu.hr) data revised on 17/02/2006.

AREAS	QUESTIONS ABOUT PHYSICAL PLANNING SITUATION	MOLISE	SPLIT-DALMACIJA
<b>Laws of reference</b>	Is there a National Urban law?		
	Is there a Strategy and a National territorial planning Program?		
<b>Tools</b>	Is there a framework of urban regional or county tools?		
<b>Existing Physical plans</b>	Is there a physical plan of regional or county coordination?		
	Is there a landscaping and environmental physical plan of the vast area?		
	Does the physical planning of regional or county coordination have landscape value?		
	Is there a physical plan at provincial and county level?		
	Are there any physical comprehensive plans?		
	Are there any sector plans?		
<b>Guide lines of plans in act at levels higher than the township level</b>	Do the plans above township level have a landscaping value?		
	Soil safety		
	Environmental valorisation		
	Water management (protection and valorisation)		
	Energy sector		
	Cultural and historical heritage		
	Transport development		
	Flora and fauna protection		
	National and nature Parks protection		
	Waste disposal		
<b>Local level</b>	Are there any township level plans?		
<b>Plans publication</b>	Are the township plans published in internet?		
	Are there any plans published in internet?		

	yes
	not
	To come

The seven plans of the Counties, involved in the situation, have been updated in the arc of a year based on the determination of the new law ("Official Gazette" n. 128/04); the County of Split-Dalmacija has published the updated plan on 22/04/2005.

The need to delimit the coastal protected areas in Croatia is derived by the necessity to preserve one of the most important heritages for the development of the Country. Beyond to environmental motivations at the heart of the reform are therefore also important economic factors, due to the tourist exploitation.

This aspect of the physical planning links the Dalmatian coast with the western Adriatic one and in particular the Molise coast. Here, the uncontrolled construction, which happened during 70's and 80's, has heavily compromised the coastal zones that, being also subordinate to a restriction, according to the '*Galasso*' Law of the 1985 and according to landscape restrictions of the plan of 1991, has had a spreading phenomenon of the illegal building.

The same problem is very present on the Croatian coast and in particular in the coastal zone of the County of Split-Dalmacija, much more wide spread than in Molise. The Croatia has therefore emanated the cited law in 2005, in order to safeguard the coast, imposing a restriction for a zone of 1.000 m wide from the shoreline, towards land, and of 300 m, towards the sea, considering the coast line during high tide. In the area therefore delimited, the main topics are the valorisation of natural, cultural, historical and traditional heritages, besides the protection of the environment and marine resources. In these areas, moreover, the reorganization of the degraded zones and the destination of the uninhabited islands is reserved to recreational-tourist usage, where new constructions are forbidden. Finally public access to the sea are safeguarded and the infrastructuring and the improvement of the quality of life and the tourist offer are stimulated.

A similar operation is made for the Molise coast through the Plan of 'Sandy Shores' (P.U.A.A.D.D.M.M.), which, however, has been approved after the spread of the already uncontrolled edification along the coast, especially in the two towns of Campomarino and Termoli.

The debate still open on the methods and the measures to adopt for the safeguarding of the coastal resources has recently seen the delimitation of three areas "Areas of Community Interest" (A.C.I.) between Campomarino and Montenero di Bisaccia. The definition of the A.C.I. obligates the municipal administrations to predispose the Valuation of the Environmental Influence during the drafting of their own planning instruments, in order to insert in the already drafted urban plan safeguard for the territories inserted in community lists.

In this way the principle of overlapping the plans is replaced by those, similar to the system adopted in Croatia, which integrates the new regulations within the already existing plans.

The implementation of the theoretical outlines of urban planning remains, for Italy and the Molise region in particular, one of the greatest problems to resolve in a brief period of time as possible, in order to eliminate the discrepancies due to a fragmentary and not homogeneous planning, due to the absence of plans at levels higher than township.

In the same way, Croatia is waiting for the implementation of remaining plans, in order to prevent the uncontrolled growth of zones currently in expansion.

The analogies, to this proposal, between the Dalmatian coast and the Italian Adriatic coast are an important factor of comparison for a mutual exchange of knowledge and experiences. As regards to Molise, in particular for the rapid development that came about in 70's and 80's, offers a concrete example of the effects on the territory, of a demographic and economic growth not properly controlled by the urban planning instruments.

The reason for the degradation of some coastal is derived by the disproportion between the rapidly expanded tourist and city areas and the slowness of the existing planning instruments to adapt them to the new requirements.

The awaited development of the economy and tourism along the Dalmatian coast, therefore, should be controlled by a more aware physical planning, that gives advantage to the analysis of the processes already happening along the Adriatic coast of Molise.

The major risks involved in the present planning system of Croatia is in fact that they look towards foreign models. These are well advanced, such as the North-European ones, but perhaps not adequately for the needs of Croatia Country in relation to the Adriatic and Mediterranean features.



Accepting the strategies of the foreign territorial planning, the Croatia should be careful not to accept systems and strategies that could overshadow the local identity and the peculiarities of the territory.

An efficient system therefore, as the Croatian one (deriving from the acquisition of Anglo-Saxon models) could be in some case excessively rigid and standardized.

A comparison with the Italian system, nevertheless its bureaucratic incoherencies, could instead enrich the physical planning of Croatia with special characteristics meanings to exalt the local features.

The parallel proposed between the coast of the Split County and the Molise coast is therefore a small contribution which brings together two different ways of planning, in order to promote and to improve the growth thanks to their realities comparison and to the cultural exchange.

The presence still consisting of natural, landscaped and historical resources, in Molise region and in the Dalmatian County, must adequately be protected and valued through modern systems of planning for the conservation of this international heritage.

This study, carried on by the author during the “Landscape Analysis and Valorisation” PhD in the University of Molise, has been accomplished by the GES.S.TER. Iterreg IIIA Adriatic Cross Border (the Head of this Project is prof. Donatella Cialdea, University of Molise, and the Cross Border Partner is University of Split).

