

Indeks participacije u urbanističkom i prostornom planiranju

Šta je Indeks participacije?

Indeks participacije u urbanističkom i prostornom planiranju je analitički alat koji omogućava sistematsko i uporedivo merenje nivoa uključenosti javnosti u proces izrade i donošenja urbanističkih i prostornih planova na lokalnom nivou. Alat je razvila Stalna konferencija gradova i opština¹ kako bi lokalnim samoupravama, donosiocima odluka i stručnoj javnosti pružila jasan uvid u to *kako i u kojoj meri* se građani i drugi akteri uključuju u procese urbanističkog i prostornog planiranja.

Zašto je Indeks razvijen?

Iako je učešće javnosti u planiranju zakonski uređeno, praksa pokazuje značajne razlike između lokalnih samouprava u pogledu obima, kvaliteta i pravovremenosti participacije. Indeks participacije odgovara na ključno pitanje: **da li se, i u kojoj meri, zakonski okvir koristi kao minimum ili kao polazna osnova za šire uključivanje javnosti?**

Indeks je razvijen u saradnji sa Ministarstvom građevinarstva, saobraćaja i infrastrukture i predstavlja jedan od pokazatelja praćenja Strategije održivog urbanog razvoja Republike Srbije (2019), kao i Ciljeva održivog razvoja UN, konkretno indikatora 11.3.2 (učešće javnosti u urbanom razvoju).

Na čemu se Indeks zasniva?

Indeks participacije se oslanja na preporuke UN-Habitata za praćenje održivog urbanog razvoja koje naglašavaju značaj aktivnog uključivanja svih relevantnih aktera, naročito onih na koje konkretan plan ima direktan uticaj.

Polazi se od shvatanja da se participacija ostvaruje kroz različite oblike javnih interakcija koje mogu biti: **formalne** – propisane zakonom i obavezne, i **proširene** – dodatne, dobrovoljne i inovativne prakse koje prevazilaze zakonski minimum.

Metodologija

Merenje indeksa se vrši za *jedan konkretan usvojeni urbanistički ili prostorni plan*. Postupak predviđa davanje odgovora „DA/NE” na skup jasno definisanih tvrdnji koje se odnose na javne interakcije tokom pripreme, izrade i donošenja plana.

Pitanja su ponderisana tako da odražavaju kompleksnost pojedinih oblika participacije i njihov potencijalni doprinos kvalitetu procesa i odluka.

Merenje i bodovanje Indeksa participacije sprovode **nezavisni evaluatori**, na osnovu javno dostupne planske dokumentacije i komunikacije sa predstavnicima gradova i opština, a na osnovu unapred definisanih kriterijuma, čime se obezbeđuju objektivnost, doslednost i uporedivost rezultata.

Metodologija Indeksa participacije je koncipirana kao prenosiva i prilagodljiva, sa indikatorima koji se mogu uskladiti sa različitim pravnim i institucionalnim okvirima, što omogućava njenu primenu i u drugim nacionalnim kontekstima.

Grupe javnih interakcija

Indeks razlikuje dve osnovne grupe interakcija:

1. Formalna participacija

Obuhvata obavezne korake definisane Zakonom o planiranju i izgradnji (rani javni uvid, javni uvid, javna rasprava, usvajanje od strane skupštine JLS). Minimalna vrednost formalne participacije mora biti ispunjena da bi se jedan planski proces smatrao pravno valjanim (zakonski minimum).

2. Proširena participacija

Obuhvata dodatne oblike uključivanja javnosti koji nisu izričito propisani, ali proizlaze iz nacionalnih strateških dokumenata i međunarodnih preporuka (npr. radionice, fokus grupe, direktna saradnja sa lokalnom zajednicom, digitalni alati i sl.).

¹ U okviru Projekta „Institucionalna podrška SKGO – treća faza” i Programa „Partnerstvo za dobru lokalnu samoupravu” podržanih od strane Vlade Švajcarske

Šta Indeks omogućava?

Primena Indeksa participacije omogućava:

- objektivno sagledavanje kvaliteta participacije u planiranju,
- poređenje praksi između različitih planova i lokalnih samouprava,
- identifikovanje mogućnosti za unapređenje prakse postupanja,
- praćenje napretka u ostvarivanju nacionalnih i međunarodnih razvojnih ciljeva.

Rezultati merenja (2023 i 2025)

Stalna konferencija gradova i opština sprovela je merenje Indeksa participacije za 2023. i 2025. godine na uzorku usvojenih urbanističkih planova u jedinicama lokalne samouprave u Srbiji. Uzorci su metodološki usklađeni po vrsti planskih dokumenata (planovi generalne i planovi detaljne regulacije), dominantnim namenama i teritorijalnoj zastupljenosti, što omogućava pouzdano poređenje rezultata kroz vreme. Uzorak čine 29 urbanističkih planova iz 20 gradova i opština 2023. godine, odnosno 21 urbanistički plan iz 17 gradova i opština 2025. godine.

Pokazatelj	Prosek 2023	Prosek 2025	Promena
Indeks participacije (ukupno)	12.13	13.29	+9%
Formalna participacija	9.43	10.63	+13%
Proširena participacija	2.75	2.66	-3%
Zakonski minimum	4.30	4.23	-2%

Ključni kvantitativni nalazi

U poređenju sa 2023. godinom, rezultati iz 2025. godine ukazuju na:

- **Porast ukupne vrednosti Indeksa participacije od 9%** (sa prosečnih 12.13 na 13.29),
- **Značajan porast formalne participacije od 13%** (sa 9.43 na 10.63),
- **Blagi pad proširene participacije od 3%** (sa 2.75 na 2.66),
- **Pad prosečne vrednosti zakonskog minimuma od 2%** (sa 4.30 na 4.23).

Porast ukupnog Indeksa participacije u 2025. godini ostvaren je gotovo isključivo zahvaljujući unapređenju kvaliteta i dostupnosti formalnih javnih interakcija koje su deo zakonom propisane procedure (npr. informisanje javnosti, dostupnost dokumenata, korišćenje digitalnih kanala komunikacije).

Pored navedenog, primetno je negativno odstupanje od procenjenog ostvarivog zakonskog minimuma (4.6 bodova), što ukazuje na potrebu utvrđivanja i pronalaženje načina za prevazilaženje strukturnih prepreka u sistemu urbanističkog i prostornog planiranja.

Više informacija o alatu, detaljan prikaz metodologije i uputstvo za korišćenje dati su u Praktikum za unapređenje participacije u urbanističkom planiranju korišćenjem indeksa participacije.

https://skgo.org/storage/app/uploads/public/174/057/941/1740579416_Praktikum%20za%20unapre%C4%91enje%20participacije.pdf



Participation Index in Urban and Spatial Planning

What is the Participation Index?

The Participation Index in urban and spatial planning is an analytical assessment tool designed to enable systematic and comparable measurement of the level and quality of public participation in the preparation and adoption of urban and spatial plans at the local level. The tool was developed by the Standing Conference of Towns and Municipalities¹ (SCTM) to support local governments, decision-makers, and the professional community in gaining a clear and evidence-based understanding of how, and to what extent, citizens and other relevant stakeholders are engaged in urban and spatial planning processes.

Why was the Index developed?

Although public participation in planning is regulated by law, practice demonstrates substantial variation among local governments with regard to the scope, quality, and timeliness of participatory processes. The Participation Index addresses a key question: **is the legal framework applied merely as a compliance-based minimum standard, or is it used as a foundation for more inclusive, meaningful, and proactive public engagement?**

The Index was developed in cooperation with the Ministry of Construction, Transport and Infrastructure and serves as one of the monitoring indicators for the Sustainable Urban Development Strategy of the Republic of Serbia (2019). It is also aligned with the United Nations Sustainable Development Goals (SDGs), in particular SDG indicator 11.3.2, which focuses on the proportion of cities with direct participation structures of civil society in urban planning and management.

Conceptual framework of the Index

The Participation Index is grounded in UN-Habitat recommendations for monitoring sustainable urban development, which emphasize inclusive, participatory, and multi-stakeholder approaches as essential components of effective urban governance.

The Index is based on the understanding that participation is realized through different types of public interactions, which may be categorized as:

- **formal participation** – legally mandated and procedurally required interactions, and
- **extended participation** – additional, voluntary, and often innovative participatory practices that go beyond statutory requirements and reflect good governance principles.

Methodology

The Participation Index is measured for *a single adopted urban or spatial plan*. The assessment process consists of responding “YES/NO” to a set of clearly defined statements related to public interactions conducted throughout the preparation, drafting, and adoption phases of the plan.

The statements are weighted to reflect the relative complexity of different participatory mechanisms and their potential contribution to the quality, transparency, and inclusiveness of the planning process and decision-making outcomes.

Measurement and scoring of the Participation Index are carried out by **independent evaluators**, based on publicly available planning documentation and structured communication with representatives of cities and municipalities. The evaluation is conducted using predefined criteria, ensuring objectivity, methodological consistency, and comparability of results across plans, local governments, and time periods.

The Participation Index methodology is designed as transferable and adaptable. Its indicators can be aligned with different legal, institutional, and governance frameworks, enabling application in other national and subnational contexts beyond Serbia.

Categories of public interactions

The Index distinguishes between two main categories of public interactions:

1. Formal participation

Formal participation includes mandatory steps defined by the Law on Planning and Construction, such as early public insight, public insight, public hearings, and adoption of the plan by the local self-government assembly. Meeting the minimum requirements of formal participation is a prerequisite for a planning process to be considered legally valid (statutory minimum).

¹ Within the framework of the project “Institutional Support to SCTM – Phase III” and the programme “Partnership for Good Local Governance”, supported by the Government of Switzerland

2. Extended participation

Extended participation encompasses additional forms of public engagement that are not explicitly prescribed by law but are encouraged through national strategic documents and international policy frameworks, including UN-Habitat guidance. These may include workshops, focus groups, direct collaboration with local communities, participatory design activities, and the use of digital participation tools and platforms.

What does the Participation Index enable?

The application of the Participation Index enables:

- an objective and evidence-based assessment of the quality and inclusiveness of participation in urban and spatial planning,
- comparative analysis of participatory practices across different plans and local self-government units,
- identification of gaps, challenges, and opportunities for improving participatory planning practices,
- monitoring progress in relation to national development priorities and international commitments, including the SDGs.

Measurement results (2023 and 2025)

The Standing Conference of Towns and Municipalities conducted Participation Index assessments in 2023 and 2025 on samples of adopted urban plans in local self-government units in Serbia. The samples were methodologically aligned in terms of the type of planning documents (general regulation plans and detailed regulation plans), dominant land-use purposes, and territorial representation, allowing for reliable comparison of results over time.

The sample comprised 29 urban plans from 20 cities and municipalities in 2023, and 21 urban plans from 17 cities and municipalities in 2025.

Indicator	Average 2023	Average 2025	Change
Participation Index (total)	12.13	13.29	+9%
Formal participation	9.43	10.63	+13%
Extended participation	2.75	2.66	-3%
Statutory minimum	4.30	4.23	-2%

Key quantitative findings

Compared to 2023, the 2025 results indicate:

- an increase in the overall Participation Index of 9% (from an average of 12.13 to 13.29),
- a significant increase in formal participation of 13% (from 9.43 to 10.63),
- a slight decrease in extended participation of 3% (from 2.75 to 2.66),
- a decrease in the average value of the Statutory minimum by 2% (from 4.30 to 4.23).

The increase in the overall Participation Index in 2025 was achieved almost exclusively through improvements in the quality, transparency, and accessibility of formal public interactions embedded in legally prescribed procedures (e.g. public information disclosure, accessibility of planning documents, and increased use of digital communication channels).

At the same time, a negative deviation from the estimated achievable statutory minimum score (4.6 points) has been observed. This indicates the presence of structural barriers within the urban and spatial planning system and highlights the need to identify and address systemic constraints to effective and inclusive participation.

More detailed information on the tool, a comprehensive presentation of the methodology, and practical guidance for its application are provided in the [Handbook for Improving Participation in Urban Planning through the Use of the Participation Index](#).



