

NATIONAL SUMP SUPPORTING PROGRAMME (NSSP) IN CROATIA



INTEGRATED ACTION PLAN

URBACT IV ACTION PLANNING
NETWORKS 2023 - 2025

August 2025

URBACT



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Traffic Sciences, Republic of
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The aim of the Project is to develop/analyse urban mobility plans for cities with different size and realities that contribute to achieve at least 55% reduction of GHG emissions by 2030. Plans will be addressed primarily to a decarbonisation of mobility.

Moreover, these plans also will contribute to the digital transition and equal opportunities to ensure that no one is left behind.

Start of the project: 01/06/2023

End of the project: 31/12/2025

Length of the Project: 31 months

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LIST OF ABBREVIATIONS

CEF – Connecting Europe Facility

EGUM - Expert Group on Urban Mobility

EU – European Union

FUA - Functional Urban Area

IAP – Integrated Action Plan

KPI – Key Performance Indicator

NGO – Non-Governmental Organization

NSSP – National SUMP Supporting Programme

SUM– Sustainable Urban Mobility

SUMP – Sustainable Urban Mobility Plan

TEN-T – Trans-European Transport Network

ULG – URBACT Local Group

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SUMMARY

SUMMARY

The Integrated Action Plan (IAP) for Zagreb focuses on the establishment of a National SUMP Support Programme (NSSP) for Croatia. The Programme responds to a clear national gap: while the European Union promotes Sustainable Urban Mobility Plans (SUMPs) as the standard for urban mobility planning, Croatia lacks a coordinated framework to support municipalities in preparing and implementing these plans.

Croatia currently has only a limited number of municipalities with SUMPs, with uneven quality and fragmented approaches. The absence of legal requirements, dedicated funding, and systematic support has slowed down adoption. At the same time, national strategies such as the Transport Development Strategy 2017–2030 and the National Cycling Development Plan 2023–2027 call for more structured, integrated mobility planning. The IAP responds to these needs by creating a comprehensive support system aligned with EU priorities such as the European Green Deal and the New EU Urban Mobility Framework.

The vision is to establish a coherent national framework that enables municipalities to prepare, adopt, and implement SUMPs as a foundation for sustainable, climate-neutral, and inclusive mobility. Strategic objectives include providing institutional and legislative support, ensuring stable funding, building capacity, and introducing a robust monitoring system.

The Programme is built on seven mutually reinforcing actions:

- 1 Establish a National SUMP Platform:** Central hub for communication, knowledge exchange, and training.
- 2 Develop National SUMP Guidelines:** Tailored guidance, templates, and tools adapted to the Croatian context.
- 3 Financial Support and Incentives:** Transparent funding mechanisms linked to SUMP quality
- 4 Cross-Sectoral Cooperation:** Inter-ministerial task force and structured dialogue to ensure policy coherence.
- 5 Data Collection and Monitoring:** National database and reporting system linked to the EU Urban Mobility Observatory.
- 6 Technical Assistance and Capacity Building:** Expert network, training, and peer-learning programmes for municipalities.
- 7 Legislative Support:** Embedding SUMP requirements into national law and removing legal barriers.

The Ministry of the Sea, Transport and Infrastructure will lead the Programme, supported by a National SUMP Office. The Faculty of Transport and Traffic Sciences will provide methodological expertise, while the City of Zagreb will act as a pilot and representative of local authorities. Governance will be ensured through a Steering Committee, while a transparent funding strategy, monitoring and evaluation framework, and risk mitigation plan will safeguard implementation.

The development of this IAP has been strongly shaped by the URBACT method, particularly the participatory process of the Zagreb ULG and the transnational exchange of knowledge within the PUMA network. Inspiration has been drawn from partner examples in Slovenia, Spain, Italy, and Poland, demonstrating how different national frameworks can accelerate SUMP uptake. The Croatian IAP builds on these experiences and is designed to be transferable, offering a model for other Member States with similar challenges.

With its integrated structure, clear governance, and strong stakeholder base, the Croatian National SUMP Support Programme has the potential to become a flagship example at the European level. It will enable municipalities to deliver high-quality mobility plans, improve quality of life for citizens, and contribute to European climate and mobility objectives, while showcasing the tangible benefits of the URBACT process.



**CONTEXT, NEEDS AND
VISION**

CONTEXT, NEEDS AND VISION

This chapter presents the current state of SUMP adoption in Croatia, identifies key challenges and opportunities, and defines the vision and strategic objectives that guide the Programme.

Local and National Context

The Sustainable Urban Mobility Plan (SUMP) concept was introduced by the European Commission in the 2013 Urban Mobility Package as a structured framework to address urban mobility challenges. The SUMP guidelines provide cities with a methodology for preparing and implementing integrated mobility plans that extend across functional urban areas and include both commuter flows and urban–rural connections. Over the past decade, the European Commission has promoted this approach, yet evaluations have shown that adoption across Member States remains uneven. In particular, small and medium-sized cities face significant capacity challenges and there is often a lack of coordinated national support.

In Croatia, there is currently no legal obligation for local authorities to prepare SUMPs. Out of 556 local self-government units, which include 128 cities and 428 municipalities, only 19 have developed a SUMP to date. This includes 18 cities and one municipality (Nin, Novalja, Novigrad, Zabok, Brdovec, Umag, Križevci, Koprivnica, Šibenik, Bjelovar, Dubrovnik, Varaždin, Sisak, Pula, Slavonski Brod, Zadar, Split, Dugo Selo and Labin), representing approximately 14 percent of all Croatian cities. At the same time, the European Commission has proposed that by the end of 2025 all TEN-T urban nodes must adopt a SUMP and ensure systematic data collection on urban mobility.

European practice demonstrates that national or regional support frameworks can significantly accelerate the preparation and quality of SUMPs. Slovenia has developed a national platform that has been operational since 2012 and provides structured guidance, funding schemes and capacity-building activities. In Flanders, more than 97 percent of municipalities have SUMPs, many of which are already in their second or third generation, thanks to sustained government efforts over two decades. In Catalonia, stable provincial funding has enabled even smaller municipalities to prepare SUMPs despite the absence of a strict legal obligation. England also provides a useful example: during the period when SUMPs were mandatory, transport planning was systematically aligned with national guidance, which shifted the focus away from road construction towards more holistic sustainable mobility approaches.

Table 1. Status of NSSP development in the EU

Country or region (shade)	Class	Class description
Belgium - Flanders	Forerunner	We have a well-established urban transport planning framework that incorporates SUMP (or equivalent document), fully supported from the national/regional level with most of the following elements: a SUMP programme, a legal definition, national guidance on SUMP, assessment scheme, monitoring and evaluation, trainings etc.
France		
Lithuania		
Norway		
Spain - Catalonia		
Slovenia		
Austria	Active	We have a well-established urban transport planning framework that incorporates SUMP (or equivalent document) with some support from the national/regional level.
Belgium - Brussels		
Belgium - Walloon		
Denmark		
Finland		
Germany		
Italy		
Malta		
Netherlands		
Slovakia		
Sweden		
UK - England		
UK - Scotland		
Bulgaria	Engaged	We have an urban transport planning framework that incorporates SUMP (or equivalent document) without a support from the national/regional level - merely as a way of accessing infrastructure funds.
Croatia		
Cyprus		
Czech Republic		
Greece		
Hungary		
Poland		
Portugal		
Romania		
Spain (without Catalonia)		
Estonia		
Ireland		
Latvia		

Source: European Platform on Sustainable Urban Mobility Plans. *National support framework for sustainable mobility planning: National SUMP Supporting Programmes*. 2019

In comparative European assessments, Croatia is classified among the "engaged" countries. This means that while SUMP's are referenced within the planning framework, there is no comprehensive national support programme. In practice, SUMP's in Croatia are often developed through EU-funded projects without a long-term institutional structure to sustain and expand them. This contrasts with forerunner countries such as Slovenia or regions such as Flanders, where SUMP's are embedded within national policy frameworks, supported through clear legislation, funding mechanisms, and systematic evaluation.

The absence of such a framework in Croatia results in fragmented uptake, inconsistent quality and limited monitoring capacity. The Integrated Action Plan responds to this gap by outlining the development of a National SUMP Support Programme, tailored to Croatian conditions but drawing on proven European experience.

Problem Analysis & Needs

The absence of a coordinated national framework for Sustainable Urban Mobility Plans in Croatia results in several systemic challenges. Municipalities often prepare SUMP's only within externally funded projects, which leads to fragmented coverage and a lack of continuity once projects are completed. This dependency restricts the long-term integration of SUMP's into national and local policies.

Small and medium-sized cities face particular difficulties due to limited administrative and technical capacity. As a result, the quality and scope of existing SUMP's vary significantly, with some meeting European standards while others remain basic and have limited influence on transport policy. Without structured national support, it is difficult to ensure comparability across municipalities or to connect SUMP's with broader objectives such as climate neutrality, spatial planning or public health.

Monitoring and evaluation mechanisms are also underdeveloped. Croatia lacks a harmonised national system for collecting and analysing urban mobility data. Local authorities apply different methodologies, which prevents the establishment of common baselines and hinders progress monitoring. This reduces the effectiveness of SUMP's as a strategic planning tool and weakens their integration with other sectoral documents, including Sustainable Energy and Climate Action Plans or Sustainable Urban Logistics Plans.

Table 2. SWOT analysis

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> ○ Several Croatian cities have already developed SUMP, creating a base of practical experience. ○ European SUMP guidelines and methodologies are available and can be adapted to national conditions. ○ Strong academic and research institutions, particularly the University of Zagreb, Faculty of Transport and Traffic Sciences, can provide technical expertise and methodological support. ○ Growing awareness among some municipalities of the need for integrated mobility planning. 	<ul style="list-style-type: none"> ○ No legal obligation for cities or municipalities to prepare SUMP. ○ Dependence on project-based financing, with limited continuity once funding ends. ○ Uneven quality of SUMP, reflecting different levels of expertise and resources. ○ Limited administrative capacity, particularly in smaller municipalities. ○ Lack of a dedicated and permanent national support mechanism. ○ Weak coordination between transport planning and other sectors such as health, environment, and spatial planning.
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> ○ The European Green Deal and New EU Urban Mobility Framework create strong political momentum for sustainable mobility. ○ The TEN-T regulation requires urban nodes to prepare SUMP and collect mobility data by 2025. ○ Availability of EU structural and research funds provides opportunities to co-finance national programmes. ○ Examples of good practice from countries such as Slovenia, Belgium and Spain that can be adapted to the Croatian context. ○ Potential to integrate SUMP into broader national objectives for climate change mitigation, energy transition and public health. 	<ul style="list-style-type: none"> ○ Regional disparities may lead to uneven implementation, with larger cities advancing while smaller municipalities lag behind. ○ Political fragmentation and changes in national priorities could slow down the establishment of a support framework. ○ Continued reliance on temporary project funding risks undermining sustainability. ○ Risk that insufficient technical support results in SUMP being formal documents without real impact on mobility policy. ○ Delays in harmonising data collection and reporting could limit Croatia's ability to align with EU monitoring requirements.

The SWOT analysis highlights that Croatia already has some foundations for sustainable urban mobility planning, including existing experience in several cities, access to European guidance and available academic expertise.

However, systemic weaknesses dominate, particularly the absence of a legal obligation, lack of stable funding mechanisms and insufficient capacity at local level. Opportunities provided by the European Green Deal, EU funding instruments and positive examples from neighbouring countries offer a clear path forward. At the same time, threats such as regional disparities, political uncertainty and weak data systems underline the urgency of creating a comprehensive and institutionalised national support programme.

Vision

The vision for sustainable urban mobility in Croatia was developed through the URBACT Local Group process in Zagreb and shaped by consultations with national ministries, local authorities, academia, and civil society representatives. It reflects the specific challenges identified in Croatia, including the absence of a coordinated support framework, limited local capacity and dependence on project-based funding, while at the same time drawing inspiration from European best practices and strategic objectives such as the European Green Deal and the New EU Urban Mobility Framework. The vision provides a clear long-term direction for the creation of a National SUMP Support Programme and its role in transforming mobility planning across the country.

IAP VISION

By 2030, Croatia will have a fully established National SUMP Support Programme that enables cities to prepare and implement high-quality Sustainable Urban Mobility Plans, ensuring integrated, inclusive and decarbonised mobility systems that improve the quality of life for all citizens.

Strategic Objectives

The Integrated Action Plan sets out strategic objectives that translate the vision into concrete directions for action. They address the challenges identified in the Croatian context, draw on European experience, and create a framework for coordinated implementation of SUMPs across the country. These objectives guide the seven priority actions described in the following sections.

Integrated Action Plan strategic objectives:

- 1** Establish an institutional and governance framework that coordinates the preparation, implementation, and evaluation of SUMPs at national level, ensuring coherence across ministries, regions, and municipalities.
- 2** Introduce sustainable and transparent funding mechanisms that enable municipalities to prepare and implement SUMPs and ensure long-term continuity beyond project cycles.

- 3 Strengthen administrative and technical capacity of municipalities by providing guidance, training programmes, expert support, and opportunities for peer-to-peer learning.
- 4 Develop a national monitoring and evaluation system for urban mobility, including harmonised data collection, performance indicators, and regular reporting to support evidence-based decision making.
- 5 Promote integration of SUMP with wider national objectives in climate policy, public health, environment, spatial planning, and digitalisation, ensuring that sustainable mobility contributes to broader social and economic goals.
- 6 Ensure inclusiveness and equal access to sustainable mobility by addressing the needs of different population groups, reducing territorial disparities, and supporting both larger urban centres and smaller municipalities.

Stakeholder Process (ULG)

The preparation of the Integrated Action Plan in Zagreb was supported by an active URBACT Local Group (ULG). The ULG was established to ensure that the proposed National SUMP Support Programme reflects both national-level policy priorities and local implementation realities. Its composition covered city authorities, transport operators, national ministries, academia, non-governmental organisations, and private sector representatives.

Table 3. Stakeholders Involved

Category	Stakeholder	Role/Contribution
City of Zagreb and local authorities	City of Zagreb	Coordination with municipal policies and strategic plans
	Institute for Physical Planning of the City of Zagreb	Alignment with spatial planning policies and integration with land-use planning
	ZET d.o.o. (Zagreb Electric Tram)	Perspective of the public transport operator and operational insights
	ZagrebParking (subsidiary of Zagreb Holding)	Management of parking policy and urban mobility integration
Other cities and municipalities	City of Velika Gorica	Sharing experience from a neighbouring large city and regional cooperation
	Municipality of Brdovec	Perspective of a smaller municipality, highlighting challenges in suburban areas

National ministries	Ministry of the Sea, Transport and Infrastructure	National policy alignment and identification of regulatory needs
Non-governmental organisations	ODRAZ – Sustainable Community Development	Expertise in community-based planning and stakeholder engagement
	Sindikata biciklista (Cyclists’ Union)	Advocacy for active mobility and road safety
Academic and research institutions	Faculty of Transport and Traffic Sciences, University of Zagreb	Technical expertise, data, and methodological support
	Faculty of Science, University of Zagreb – Department of Geography	Expertise in spatial analysis and geographical aspects of mobility
Private sector	SIGPROM d.o.o.	Professional expertise in transport engineering, project design, and planning

The ULG met through workshops, bilateral meetings and thematic focus groups. Initial discussions focused on identifying the barriers to SUMP development in Croatia, while subsequent sessions addressed the vision, objectives and the design of priority actions. Stakeholders contributed both sector-specific knowledge and local experiences, which were integrated into the drafting of the IAP.

ULG Role in IAP Implementation

The ULG will remain active during the implementation phase of the IAP. It will act as a platform for ongoing dialogue, monitoring, and dissemination of lessons learned. Its role will be complementary to the planned National SUMP Task Force, which will provide high-level coordination. In this way, the Zagreb ULG will ensure that national-level measures are informed by local realities and that municipalities continue to have a voice in shaping sustainable mobility policies.

Policy alignment

The Integrated Action Plan for the development of a National SUMP Support Programme in Croatia is firmly anchored in the broader policy and strategic framework of the European Union, the Republic of Croatia, the City of Zagreb, and the Zagreb metropolitan region. These documents consistently emphasise the need for integrated, sustainable and inclusive mobility planning, which provides the rationale for the actions proposed in this plan.

Table 4. Strategic documents supporting the IAP

Level	Document	Main relevance for IAP
EU	European Green Deal	Sets the decarbonisation target of at least 55% by 2030; requires modal shift and cleaner mobility.
	Sustainable and Smart Mobility Strategy (2020)	Establishes a roadmap for digitalisation, decarbonisation and sustainable transport at EU level.
	New EU Urban Mobility Framework (2021)	Identifies SUMP as the central instrument for sustainable urban mobility; calls for stronger national support frameworks.
	TEN-T Regulation (revised)	Requires all TEN-T urban nodes to adopt SUMP by 2025 and ensure consistent data collection.
	EU SUMP Guidelines	Provide methodological framework and standards for SUMP preparation and implementation.
National (Croatia)	Transport Development Strategy 2017–2030	Requires functional areas and cities to prepare master plans according to SUMP principles; prerequisite for PT investments.
	National Cycling Development Plan 2023–2027	Promotes sustainable mobility, supports local projects, financing measures, complements national transport strategy.
	National Development Strategy 2030	Provides overarching framework; confirms sustainable mobility as a priority for cohesion, competitiveness and sustainability.
	National Road Safety Plan 2021–2030	Supports mobility objectives by strengthening road safety as a core dimension of sustainable transport.
	National Recovery and Resilience Plan 2021–2026	Provides financial instruments for sustainable mobility, PT and rail; co-finances measures within SUMP.
Regional	Master Plan of the Zagreb, Zagreb County and Krapina-Zagorje County Transport System	Regional “SUMP-type” document covering functional urban area; provides integrated framework for multimodal transport.
	Zagreb County Development Plan 2021–2027	Incorporates mobility and accessibility objectives; aligned with National Development Strategy.
	Zagreb County Spatial Plan	Provides spatial framework that indirectly supports SUMP objectives.

	Operational Plan for Cycling Tourism (Zagreb County)	Sectoral plan supporting cycling infrastructure development and sustainable tourism mobility.
Local (City of Zagreb)	City of Zagreb Development Plan 2021–2027	Prioritises sustainable mobility and coordination with higher-level frameworks; reference for EU funds.
	SECAP Zagreb (Sustainable Energy and Climate Action Plan)	Climate and energy document that directly addresses transport decarbonisation.
	General Urban Plan (GUP)	Integrates transport infrastructure requirements into land-use planning; sets spatial conditions for mobility measures.
	SUMP participatory materials (City of Zagreb)	Promote awareness and stakeholder engagement in SUMP processes.

European Framework

At European level, the European Green Deal and the Sustainable and Smart Mobility Strategy establish decarbonisation of transport as a core objective, requiring significant modal shift towards public transport, walking and cycling. The New EU Urban Mobility Framework (2021) identifies Sustainable Urban Mobility Plans (SUMPs) as the central instrument for achieving these objectives and highlights the need for stronger national support structures. The TEN-T regulation requires all TEN-T urban nodes to adopt SUMPs by 2025, ensuring their integration into European transport corridors. Furthermore, the EU SUMP Guidelines provide methodological standards and processes, which serve as the reference point for Croatian planning practice.

National Framework

Croatian strategic documents explicitly recognise the role of SUMPs. The Transport Development Strategy of the Republic of Croatia 2017–2030 calls on functional regions and cities to prepare master plans in line with SUMP principles and sets the existence of such plans as a prerequisite for investment in public transport. The National Cycling Development Plan 2023–2027 provides targeted support for sustainable mobility measures at local level, especially cycling, and is directly linked to the objectives of the Transport Development Strategy. The National Development Strategy 2030, as the overarching framework for all sectoral policies, confirms sustainable mobility as a key enabler of economic development, territorial cohesion and environmental protection. Complementary sectoral documents, such as the National Road Safety Plan 2021–2030, strengthen links between sustainable mobility and safety, while the National Recovery and Resilience Plan 2021–

2026 allocates financial resources to public transport, railways and decarbonisation, thus supporting measures that are typically part of SUMP.

Regional and Local Framework

At regional level, the Master Plan of the Zagreb, Zagreb County and Krapina-Zagorje County transport system represents a “SUMP-type” strategic document that integrates all modes of transport and provides a functional area perspective. The Zagreb County Development Plan 2021–2027 and the Zagreb County Spatial Plan reinforce the integration of transport into wider development and land-use policies, while the Operational Plan for Cycling Tourism further supports sectoral objectives complementary to SUMP.

At the city level, the City of Zagreb Development Plan to 2027 highlights sustainable mobility as one of the pillars of development and explicitly refers to coordination with higher-level strategies. The SECAP Zagreb (Sustainable Energy and Climate Action Plan) links climate goals with transport measures such as promotion of cycling, walking and public transport. The General Urban Plan of the City of Zagreb (GUP) integrates mobility requirements into land-use planning, providing the spatial framework within which SUMP measures can be implemented. In addition, Zagreb has developed participatory materials and guidelines on SUMP to strengthen local stakeholder engagement.

Implications for the IAP

Taken together, these European, national, regional and local documents consistently highlight the need for a structured national programme to support SUMP development and implementation. They point to the necessity of linking mobility planning with climate, safety, health and spatial planning policies, while also providing financial and institutional conditions for implementation. This Integrated Action Plan responds to these requirements by creating a coherent framework that operationalises the strategic objectives already defined in higher-level policies and translates them into concrete measures for Croatia.



**OVERALL LOGIC AND
INTEGRATED APPROACH**

OVERALL LOGIC AND INTEGRATED APPROACH

This chapter explains the strategic structure of the IAP, linking the vision and objectives with areas of intervention and specific actions, while highlighting the integrated and transnational nature of the approach.

Strategic Structure

The Integrated Action Plan is structured to translate the vision of sustainable urban mobility in Croatia into a coherent set of objectives, areas of intervention and concrete actions. The vision defines the long-term ambition of establishing a National SUMP Support Programme that ensures the preparation and implementation of high-quality SUMPs across all major Croatian cities. Strategic objectives specify the key directions needed to achieve this vision, focusing on institutional coordination, financial sustainability, technical capacity, monitoring, integration with wider policies, and inclusiveness.

Based on these objectives, five main areas of intervention have been identified: institutional support and governance, financial mechanisms, capacity building, data and monitoring, and legislation. Each area is addressed through one or more targeted actions, grouped into seven priority measures (A1–A7). Together, these actions form a mutually reinforcing package that combines regulatory measures, funding schemes, technical assistance and stakeholder engagement. This structure ensures that the programme is comprehensive, covering both the enabling framework at national level and the practical support required at local level.

Integration

The Integrated Action Plan is based on the principle of integration, which is a cornerstone of the SUMP concept and of the URBACT methodology. Integration is reflected in four main dimensions:

- 1 Cross-sectoral integration:** The IAP combines transport planning with spatial development, environment, climate, health and road safety policies. Actions such as the creation of a cross-sectoral task force (A4) and the incorporation of mobility goals into legislative and spatial planning frameworks (A7) ensure that sustainable mobility is not treated in isolation but as part of a wider development agenda.
- 2 Territorial integration:** The plan addresses both the City of Zagreb and its wider functional area, while also recognising the role of smaller and medium-sized municipalities across Croatia. This is essential for ensuring coherence between urban centres, suburban areas and rural communities. Actions such as the development of

guidelines (A2) and financial support schemes (A3) are designed to be applicable across different territorial contexts.

3

Social integration: SUMP's are intended to improve mobility for all citizens. The IAP highlights inclusiveness and equity, promoting affordable, safe and accessible mobility options. Engagement of NGOs, civil society and user associations through the ULG process ensures that the voices of different groups are taken into account.

4

Transnational integration: The IAP builds on knowledge and examples shared within the PUMA network. The Slovenian national SUMP platform, the Catalan provincial support model and the long-term experience of Flanders were particularly influential in shaping the proposed actions. In return, Zagreb's approach to linking local stakeholder processes with a national support framework contributes to the exchange of practices within the network.

Table 5. Overview of Actions and Integration Dimensions

Action	Cross-sectoral	Territorial	Social	Transnational
A1. National SUMP Platform	Supports knowledge exchange across ministries and municipalities	Covers all Croatian cities	Provides open access to tools and information	Draws from examples in Slovenia and Flanders
A2. National Guidelines	Aligns mobility with spatial planning and climate goals	Adaptable to different city sizes	Ensures consistency and quality across municipalities	Incorporates EU standards
A3. Funding Scheme	Links mobility with economic and environmental objectives	Accessible to both large and small municipalities	Promotes equitable access to funding	Based on Catalonia's funding model
A4. Cross-sectoral Task Force	Formalises cooperation between transport, health, environment, finance	National and local stakeholders represented	Creates policies responsive to wider societal needs	Reflects URBACT emphasis on integrated governance
A5. Data and Monitoring	Connects transport data with climate and safety indicators	National database with local inputs	Transparent reporting accessible to citizens	Aligned with EU monitoring methodologies
A6. Technical Assistance	Builds municipal capacity across sectors	Targets cities of different sizes and capacities	Supports inclusion of smaller municipalities	Facilitates peer learning within PUMA network
A7. Legislative Support	Embeds SUMP in spatial planning and climate law	Applies across national territory	Provides stable framework benefitting all citizens	Informed by EU legal practices

This integrated approach ensures that the IAP is not only a technical framework but also a tool that supports sustainable development across multiple policy areas, strengthens cohesion between different levels of governance, and contributes to European knowledge exchange.

Table 6. Linking Vision, Objectives and Actions with Integration Dimensions

Integration Dimension	Link to Vision	Related Strategic Objectives	Key Actions (A1–A7)
Cross-sectoral	Vision emphasises that sustainable mobility must be integrated into broader national and local policies	Objective 1 (institutional framework), Objective 5 (integration with climate, health, spatial planning)	A4 Cross-sectoral Task Force, A7 Legislative Support
Territorial	Vision calls for high-quality SUMP in all major cities, ensuring coverage beyond Zagreb	Objective 2 (sustainable funding), Objective 6 (equal access for different municipalities)	A2 National Guidelines, A3 Funding Scheme
Social	Vision highlights inclusiveness and equal access to mobility	Objective 6 (inclusiveness and equity), Objective 3 (capacity building at local level)	A1 SUMP Platform, A6 Technical Assistance
Transnational	Vision draws on European best practices and seeks to contribute back to the URBACT network	Objective 4 (monitoring aligned with EU), Objective 5 (policy integration with EU goals)	A1 SUMP Platform, A5 Data and Monitoring, A6 Technical Assistance

Transnational Learning

The development of the National SUMP Support Programme in Croatia has been directly shaped by knowledge exchange within the URBACT PUMA network. Transnational cooperation provided concrete examples of how different national and regional contexts address the challenges of sustainable urban mobility planning, offering inspiration for the Croatian framework.

Learning from partners

- The Slovenian national SUMP platform, active since 2012, demonstrated the value of institutional continuity, structured technical support and regular communication between the national and local levels.
- The Catalan model in Spain highlighted the effectiveness of regional-level funding schemes. Stable financial support from the province enabled cities of different sizes to prepare SUMP, and the example of the Barcelona and Viladecans SUMPs showed how neighbouring municipalities can integrate their plans when mobility systems are interdependent.
- In Italy, the integrated planning of regional public transport services illustrated how SUMP can be linked with service provision across multiple municipalities, ensuring consistency and accessibility at the metropolitan and regional scale.
- In Poland, national guidelines were adapted to the legal and planning system, showing how standardised methodologies can be successfully localised to support cities across the country.

Tools and methods from the PUMA network

The PUMA network also provided valuable methodological support. Zagreb's ULG gained access to practical tools for stakeholder engagement, participatory planning, and the inclusion of citizens in mobility decision-making. Peer-learning exchanges helped refine approaches to data collection, monitoring frameworks, and the design of action fiches. These tools have been directly applied in the preparation of the IAP and will continue to support implementation.

Contribution back to the network

Beyond learning from others, the Croatian IAP contributes added value to the network. It illustrates how a local URBACT process can be leveraged to design a national-level support programme, bridging the gap between city-led participation and state-led policy frameworks. This is of particular relevance to countries which are still at the early stage of developing their national SUMP frameworks. Croatia's approach, combining stakeholder engagement at the city level with national policy design, offers a transferable model for building systemic capacity in other Member States.



ACTION PLANNING

ACTION PLANNING

This chapter provides detailed fiches for each of the seven actions, specifying their objectives, implementation steps, responsibilities, funding, monitoring indicators, and risks.

Table 7. Overview of Actions

Action	Title	Main Objective	Duration	Status / Stage
A1	Establish a National SUMP Platform	Create a permanent platform for knowledge exchange, stakeholder coordination and technical assistance to municipalities.	Year 1 (establishment), Year 5 (review and update)	Preparatory stage defined through this IAP
A2	Develop National SUMP Guidelines	Prepare standardised methodological guidelines tailored to the Croatian legal, spatial and administrative context.	Year 1 (development), continuous updates	Planned stage
A3	Financial Support and Incentives	Design a transparent and stable financial mechanism to support SUMP preparation and implementation.	Year 2 (launch), Year 5 (expansion)	Planned stage
A4	Cross-Sectoral Cooperation	Establish an inter-ministerial and multi-stakeholder body to integrate transport, planning, climate, health and safety.	Year 1 (task force formation), continuous operation	Planned stage
A5	Data Collection and Monitoring	Develop a harmonised system for mobility data collection, performance indicators and reporting.	Year 2 (initiation), Year 4 (monitoring and adjustments)	Planned stage
A6	Technical Assistance and Capacity Building	Provide training, guidance, peer learning and advisory support to municipalities.	Year 2 (pilot training), Year 3–5 (continued roll-out)	Planned stage
A7	Legislative Support	Integrate SUMP obligations and procedures into relevant national legislation and planning documents.	Year 3 (legislative changes), continuous improvement	Planned stage

ACTION 1: ESTABLISHING A NATIONAL SUMP PLATFORM

Action description

The National SUMP Platform will act as the central coordination and information hub for all Sustainable Urban Mobility Plan (SUMP) related activities in Croatia. Its purpose is to promote and support the preparation and implementation of SUMPs by municipalities, offering knowledge resources, methodological guidance, and opportunities for peer learning and networking. The Platform will combine digital tools with in-person activities, including a modern website, training events, annual conferences, and regular communication such as newsletters. It will also provide a two-way communication channel between local governments and national authorities, while disseminating European best practices and experiences adapted to the Croatian context.

Action owner(s)	Stakeholders involved
<ul style="list-style-type: none"> ○ Ministry of the Sea, Transport and Infrastructure ○ National SUMP Office (to be established as a dedicated structure within or delegated by the Ministry) 	<ul style="list-style-type: none"> ○ Local authorities (e.g. City of Zagreb, municipalities, counties) ○ Academic and research institutions (e.g. University of Zagreb, Faculty of Transport and Traffic Sciences) ○ Civil society organisations (e.g. NGOs active in sustainable mobility and environment) ○ Public transport operators and service providers (e.g. ZET, regional PT operators) ○ Private sector (e.g. consultancy and IT companies, planning firms)

Estimated cost and funding sources

Estimated cost: EUR 400.000,00 (incl. VAT, 2024 prices)

Funding sources: National budget, EU Cohesion Policy funds 2021–2027, National Recovery and Resilience Plan, potential Horizon Europe / URBACT funding for knowledge sharing.

Monitoring indicators

Category	Indicator	Target / Reference Value	Timeline
Operational	National SUMP Platform established and functional	Platform operational	Year 1

	Governance structure adopted and Secretariat in place	Formal decision adopted, Secretariat operational	Year 1
	Platform website launched and maintained	Website online with regular updates	From Year 1, continuous
Capacity-building	Number of national SUMP conferences organised	Minimum 1 per year	From Year 2
	Number of training sessions delivered	Minimum 2 per year	From Year 2
	Number of newsletters published	Minimum 4 per year	From Year 2
Engagement	Municipalities actively participating in Platform activities	At least 20 municipalities engaged	By Year 3
	Stakeholder organisations engaged (ministries, NGOs, academia, PT operators)	At least 15 organisations engaged	From Year 2
	Stakeholder satisfaction with Platform activities	≥ 75% positive feedback	Mid-term (Year 3) and final (Year 5) evaluation

Alignment with strategies

This action supports the EU Urban Mobility Framework (2021) and the EU SUMP Guidelines, which emphasise the need for national support structures for SUMP development. It contributes to the goals of the European Green Deal and the Sustainable and Smart Mobility Strategy (2020) by fostering modal shift and decarbonisation. At national level, it implements the Transport Development Strategy of Croatia 2017–2030 and complements the National Development Strategy 2030 and the National Cycling Development Plan 2023–2027. At the local level, it strengthens the objectives of the City of Zagreb Development Plan 2021–2027 and provides resources for other municipalities.

ACTION 1: ESTABLISHING A NATIONAL SUMP PLATFORM - Activity summary

Task	Implementation period	Output	Related actions	Potential risks & mitigation
Develop concept and governance model of the Platform	Year 1	Governance structure and responsibilities defined	A4 Cross-Sectoral Cooperation	Risk: unclear mandates Mitigation: formal Government decision establishing the Platform
Website development and digital repository	Year 1–Year 2	Website launched with repository of tools and guidelines	A2 Developing National SUMP Guidelines, A5 Data Collection and Monitoring	Risk: technical delays Mitigation: external IT contractors and phased roll-out
Annual SUMP conferences	Year 2 onwards	One national conference per year	A6 Technical Assistance and Capacity Building	Risk: low participation Mitigation: link conference with funding incentives (A3)
Regular training events	Year 2–Year 5	2–3 training events per year	A6 Technical Assistance and Capacity Building	Risk: limited capacity of municipalities Mitigation: hybrid (online + on-site) format
Quarterly newsletters	Year 2–Year 5	Four newsletters per year	A1 Establishing a National SUMP Platform (Website development and conferences)	Risk: low readership Mitigation: targeted mailing lists, integration with Platform website
Evaluation and update of Platform	Year 5	Evaluation report, updated tools and governance model	All actions	Risk: lack of continuity Mitigation: secure multi-annual funding and align with national strategies

ACTION 2: DEVELOPING NATIONAL SUMP GUIDELINES

Action description

This action focuses on adapting the existing EU SUMP Guidelines to the Croatian legal, cultural, and institutional context. While the European Commission provides general guidance, national guidelines in the local language ensure consistency, comparability, and quality across municipalities. The Croatian guidelines will integrate passenger and freight mobility, climate objectives, and spatial planning requirements. They will include practical templates and tools for data collection, mobility audits, and monitoring frameworks. The guidelines will be developed through an inclusive process involving workshops with city representatives and the support of an expert advisory group.

Action owner(s)	Stakeholders involved
<ul style="list-style-type: none"> ○ Ministry of the Sea, Transport and Infrastructure 	<ul style="list-style-type: none"> ○ Local authorities (municipalities and counties that will apply the guidelines) ○ Academic and research institutions (e.g. University of Zagreb, Faculty of Transport and Traffic Sciences, Department of Geography – University of Zagreb) ○ Civil society organisations (e.g. NGOs in sustainable mobility and environment) ○ Public transport operators and service providers ○ Private sector (consultancies, planning companies, data providers)

Estimated cost and funding sources

Estimated cost: EUR 100.000,00 (incl. VAT, 2024 prices)

Funding sources: National budget, EU Cohesion Policy funds 2021–2027, potential support from international projects (Horizon Europe, URBACT).

Monitoring indicators

Category	Indicator	Target / Reference Value	Timeline
Operational	National SUMP Guidelines published	Final version in Croatian language	By Year 2
	Expert advisory group established	Group operational	Year 1
Capacity-building	Templates and tools provided to municipalities	At least 5 standardised tools delivered	Year 2
	Pilot workshops organised	Minimum 2 workshops conducted	Year 2
Impact	Cities developing SUMPs using guidelines	At least 10 cities applying guidelines	By Year 3
	Feedback from municipalities	≥ 70% report usefulness of guidelines	By Year 3

Alignment with strategies

This action supports the EU SUMP Guidelines and the EU Urban Mobility Framework (2021) by ensuring a consistent methodological approach across Croatian cities. It contributes to the objectives of the European Green Deal and the Sustainable and Smart Mobility Strategy (2020) by standardising planning processes that promote decarbonisation and modal shift. At the national level, the action implements the Transport Development Strategy of Croatia 2017–2030, which calls for SUMP-based planning, and complements the National Development Strategy 2030. It also strengthens the implementation of sectoral documents such as the National Cycling Development Plan 2023–2027 and supports local planning instruments including the City of Zagreb Development Plan 2021–2027.

ACTION 2: DEVELOPING NATIONAL SUMP GUIDELINES - Activity summary

Task	Implementation period	Output	Related actions	Potential risks & mitigation
Adaptation of EU SUMP Guidelines to Croatian context	Year 1	Draft national guidelines adapted to legal and institutional framework	A1 Establishing a National SUMP Platform, A7 Legislative Support	Risk: lack of alignment with national legislation Mitigation: continuous consultation with legal experts
Translation, design, and publication	Year 1–Year 2	Final version of National Guidelines published in Croatian	A1 Establishing a National SUMP Platform	Risk: delays in translation and editing Mitigation: allocate external editorial resources
Development of templates and tools (data collection, monitoring, evaluation)	Year 2	Standardised templates and tools available for municipalities	A5 Data Collection and Monitoring, A6 Technical Assistance and Capacity Building	Risk: tools too complex for small municipalities Mitigation: provide simplified versions
Pilot workshops with cities to test guidelines	Year 2	Feedback reports and refined guidelines	A6 Technical Assistance and Capacity Building	Risk: low participation Mitigation: link pilot testing with funding incentives (A3)
Establishment of expert advisory group	Year 1–2	Advisory group formed and active in review process	A4 Cross-Sectoral Cooperation	Risk: lack of expert engagement Mitigation: ensure compensation and recognition of experts

ACTION 3: FINANCIAL SUPPORT AND INCENTIVES

Action description

A sustainable and transparent funding mechanism will be created to support local governments in preparing and implementing Sustainable Urban Mobility Plans (SUMP). The scheme will provide financial assistance for activities such as stakeholder engagement, baseline data collection, planning tools, and consultancy support. Funding will be performance-based and linked to quality benchmarks derived from the National SUMP Guidelines. The mechanism will combine national resources with European programmes such as the Cohesion Fund, Horizon Europe, and the Connecting Europe Facility (CEF). By offering technical pre-assessment of applications and establishing clear eligibility criteria, the scheme will promote fairness, transparency, and efficiency in allocation. Annual reviews will ensure that the funding remains equitable and responsive to evolving needs.

Action owner(s)	Stakeholders involved
<ul style="list-style-type: none"> o Ministry of Regional Development and EU Funds o Ministry of the Sea, Transport and Infrastructure 	<ul style="list-style-type: none"> o Local authorities (municipalities, counties) o Academic and research institutions (e.g. Faculty of Transport and Traffic Sciences) o Civil society organisations (mobility NGOs, environmental groups) o Private sector (consultancies, financial advisory, planning firms) o European institutions and managing authorities (for EU funds integration)

Estimated cost and funding sources

Estimated cost: EUR 10.000.000,00 (incl. VAT, 2024 prices)

Funding sources: National budget allocations, EU Cohesion Policy funds 2021–2027, Connecting Europe Facility, Horizon Europe, and potential public-private partnerships.

Monitoring indicators

Category	Indicator	Target / Reference Value	Timeline
Operational	Funding scheme established	Framework adopted and published	Year 2
	Eligibility and quality criteria developed	Criteria published and applied	Year 2
Financial	Amount of funds disbursed	Minimum EUR 10.000.000,00 allocated	By Year 5
	Number of funding calls launched	Minimum 3 calls	Year 2–5
Impact	Number of funded projects	At least 15 projects funded	By Year 5
	Coverage of urban population	At least all major urban centres (population >50,000) and 10 additional medium-sized municipalities supported	By Year 5
	Satisfaction of applicants with process	≥ 75% positive feedback	Mid-term (Year 4) evaluation

Alignment with strategies

This action directly supports the EU Urban Mobility Framework (2021), which highlights the importance of national funding mechanisms for SUMP implementation. It contributes to the European Green Deal and the Sustainable and Smart Mobility Strategy (2020) by enabling investment in sustainable mobility measures and decarbonisation projects. At national level, the action responds to the Transport Development Strategy of Croatia 2017–2030, which makes SUMP-based planning a prerequisite for investments, and aligns with the National Development Strategy 2030. By integrating EU financial programmes, it also maximises the impact of the Cohesion Policy and the National Recovery and Resilience Plan.

ACTION 3: FINANCIAL SUPPORT AND INCENTIVES - Activity summary

Task	Implementation period	Output	Related actions	Potential risks & mitigation
Establishment of national SUMP funding scheme	Year 2	Funding framework and eligibility criteria adopted	A2 Developing National SUMP Guidelines, A7 Legislative Support	Risk: inefficient allocation Mitigation: transparent eligibility and scoring criteria
Development of quality-linked funding model	Year 2–3	Funding awards linked to compliance with guidelines and quality standards	A2 Developing National SUMP Guidelines	Risk: municipalities unable to meet quality standards Mitigation: provide technical pre-assessment
Alignment with EU funding streams (Cohesion Fund, CEF, Horizon Europe)	Year 2–3	National funding scheme aligned with EU programmes	A5 Data Collection and Monitoring, A6 Technical Assistance and Capacity Building	Risk: lack of coordination Mitigation: joint task force with EU managing authorities
Launch of first funding calls	Year 2–3	First call for proposals and disbursement of funds	A1 Establishing a National SUMP Platform	Risk: low application numbers Mitigation: awareness campaigns via A1 Platform
Annual review and adjustment of scheme	Year 4–5	Annual performance and equity reports	All actions	Risk: inequity in allocation Mitigation: annual review and stakeholder feedback process

ACTION 4: CROSS-SECTORAL COOPERATION

Action description

Sustainable Urban Mobility Planning is inherently cross-sectoral, as it influences and is influenced by areas such as spatial planning, environment, health, safety, finance, and regional development. This action establishes mechanisms for cooperation across these sectors at national level, ensuring integrated planning and coherent policies. A National Task Force will be created with high-level representatives from key ministries, complemented by regular inter-ministerial meetings and structured engagement of local authorities, academia, civil society, and public transport operators. The task force will provide strategic guidance for the NSSP, oversee legislative and funding alignment, and promote integrated policy approaches supporting climate neutrality, health, and sustainable development goals.

Action owner(s)	Stakeholders involved
<ul style="list-style-type: none"> ○ Ministry of the Sea, Transport and Infrastructure ○ Ministry of Regional Development and EU Funds 	<ul style="list-style-type: none"> ○ National ministries: Ministry of Physical Planning, Construction and State Assets; Ministry of Environmental Protection and Green Transition; Ministry of the Interior; Ministry of Finance; Ministry of Health ○ Local authorities (municipalities and counties) ○ Academic and research institutions (e.g. University of Zagreb, Faculty of Transport and Traffic Sciences) ○ Civil society organisations (NGOs active in urban mobility, sustainability, and public health) ○ Public transport operators (e.g. ZET, regional operators)

Estimated cost and funding sources

Estimated cost: EUR 100.000,00 (incl. VAT, 2024 prices)

Funding sources: National budget, EU technical assistance funds, possible Horizon Europe support for governance and policy integration.

Monitoring indicators

Category	Indicator	Target / Reference Value	Timeline
Operational	National Task Force established	Task Force operational	Year 1
	Number of inter-ministerial meetings	Minimum 4 meetings per year	From Year 1
Participation	Number of ministries represented	At least 6 ministries represented	Year 1
	Inclusion of external observers (academia, NGOs, PT operators)	Minimum 10 organisations included as observers	By Year 2
Impact	Policy coherence achieved	Annual reports with recommendations adopted by Government	From Year 2
	Stakeholder satisfaction with process	≥ 70% positive feedback	Mid-term (Year 3) and final (Year 5) evaluation

Alignment with strategies

This action is aligned with the EU Urban Mobility Framework (2021), which emphasises integrated governance across sectors. It supports the objectives of the European Green Deal by linking mobility planning to climate neutrality, public health, and energy transition. At the national level, it directly contributes to the Transport Development Strategy of Croatia 2017–2030, which calls for cross-sectoral coordination, and complements the National Development Strategy 2030 by ensuring policy coherence in sustainable mobility. It also strengthens links to sectoral strategies in spatial planning, environment, and health.

ACTION 4: CROSS-SECTORAL COOPERATION - Activity summary

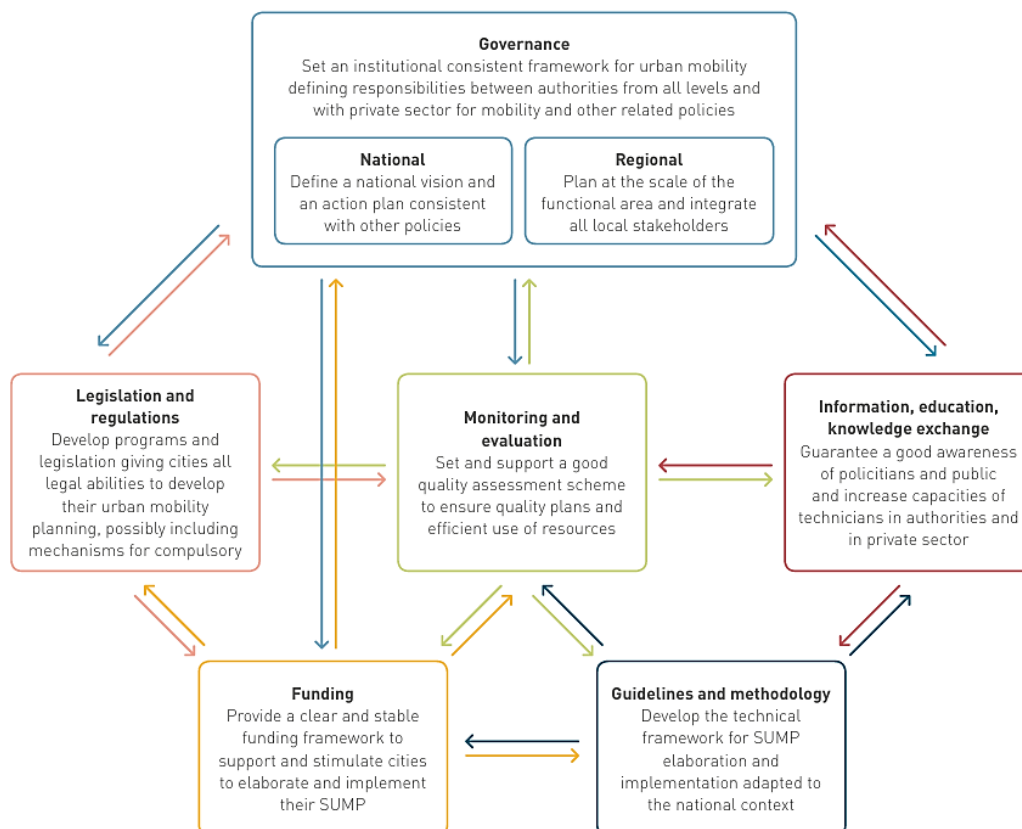
Task	Implementation period	Output	Related actions	Potential risks & mitigation
Establishment of National Task Force	Year 1	Task Force formally established with representation from key ministries	A7 Legislative Support	Risk: delayed establishment Mitigation: formal Government decision and clear mandate
Regular inter-ministerial meetings	Year 1–Year 5	Quarterly meetings held, minutes and policy recommendations produced	A2 Developing National SUMP Guidelines, A3 Financial Support and Incentives	Risk: sectoral silos persist Mitigation: fixed schedule and rotating chairmanship
Inclusion of stakeholders (academia, NGOs, mobility experts)	Year 2 onwards	Structured stakeholder input integrated into task force work	A1 Establishing a National SUMP Platform	Risk: tokenistic involvement Mitigation: establish clear role for stakeholders/observers and feedback loop
Annual reporting and recommendations	Year 2–Year 5	Annual policy coherence reports delivered	All actions	Risk: recommendations not acted upon Mitigation: direct reporting to Government and publication for transparency

ACTION 5: DATA COLLECTION AND MONITORING

Action description

A comprehensive national system for data collection and monitoring will be developed to track the progress and impact of Sustainable Urban Mobility Plans (SUMP) across Croatian municipalities. The system will include a national urban mobility database with standardised templates and reporting methodologies, enabling consistent data submission and comparability across cities. Municipalities will be required to provide annual progress reports on SUMP implementation, which will be synthesised into a national overview to support strategic planning. The framework will also be linked with the EU Urban Mobility Observatory to ensure European-level coherence and benchmarking. Training will be provided to municipalities on data collection methodologies to ensure data quality and reliability.

Figure 1. National level measures to foster the uptake of SUMP and their main relations



Source: European Platform on Sustainable Urban Mobility Plans. *Guidelines for developing and implementing a Sustainable Urban Mobility Plan (2nd Edition)*. 2019

As highlighted by recent analyses of national SUMP frameworks in Europe, there is a clear need for effective and coherent national and regional monitoring systems to support local-level planning and implementation. These systems help identify gaps, ensure accountability, and strengthen policy coherence.

Figure 2. Needs of effective and coherent national or regional SUMP programmes for local SUMP development and implementation

Countries and regions without a national SUMP programme or starting to develop one		Countries and regions with an existing national SUMP programme	
Needs	Main areas	Needs	Main areas
Achievement of commitment and willingness on a national (ministry) level concerning the central management of SUMP and to establish a common vision for mobility planning	Governance	Constant improvement of National SUMP programmes and their elements	Governance Legislation & regulation
Institutional, legislative and financial support for SUMP and SUMP measures	Governance Legislation & regulation Funding	Securing or restructuring continuous national funding for SUMP development and implementation	Funding
Adoption of National SUMP guidelines	Guidelines & methodology	Expansion of the scope of SUMP to functional areas with inter-municipal or regional SUMP	Guidelines & methodology Governance Legislation & regulation
Introduction of monitoring & evaluation activities and stimulation of regular mobility data collection	Monitoring & evaluation	Improvement of monitoring & evaluation activities and stronger decision makers' and political support for its implementation	Monitoring & evaluation
Capacity building (trainings, workshops for municipal staff and professionals) to support elaboration of SUMP, consultancy expertise, quality control and training of national supervisors	Information, education, knowledge exchange	Cooperation with universities to integrate SUMP into relevant curricula	Information, education, knowledge exchange
Awareness raising on positive effects of SUMP and urban mobility in general at national level, for local politicians, stakeholders and public	Information, education, knowledge exchange	Continuous communication and promotional campaigns presenting the positive impacts of SUMP implementation with special focus on decision makers and general public	Information, education, knowledge exchange

Source: European Platform on Sustainable Urban Mobility Plans. *Guidelines for developing and implementing a Sustainable Urban Mobility Plan (2nd Edition)*. 2019

Action owner(s)	Stakeholders involved
<ul style="list-style-type: none"> ○ Ministry of the Sea, Transport and Infrastructure ○ National SUMP Office (future operational body within or linked to the Ministry) ○ Croatian Bureau of Statistics 	<ul style="list-style-type: none"> ○ Local authorities (municipalities and counties submitting reports) ○ Academic and research institutions (supporting methodology development) ○ Civil society organisations (as observers, ensuring transparency) ○ Public transport operators (providing operational mobility data) ○ Private sector (IT and data management providers)

Estimated cost and funding sources

Estimated cost: EUR 1.000.000,00 (incl. VAT, 2024 prices)

Funding sources: National budget, EU Cohesion Policy funds, possible Horizon Europe or Connecting Europe Facility (CEF) support for digitalisation and data infrastructure.

Monitoring indicators

Category	Indicator	Target / Reference Value	Timeline
Operational	National mobility database established	Database operational	By Year 2
	Monitoring framework and KPIs adopted	Framework published	By Year 2
Capacity-building	Number of municipalities trained on data collection	At least 50 municipalities trained	By Year 3
	Pilot reporting completed	At least 5 municipalities submit reports	By Year 2
Impact	Share of municipalities submitting annual reports	At least 30% of municipalities by Year 5	From Year 3
	National mobility reports published	One consolidated report annually	From Year 3
	Linkage with EU Urban Mobility Observatory	Data shared with EU system	By Year 5

Alignment with strategies

This action directly supports the EU Urban Mobility Framework (2021) and the EU Urban Mobility Observatory, which stress the importance of coherent monitoring systems and comparable data across Member States. It contributes to the objectives of the European Green Deal and the Sustainable and Smart Mobility Strategy (2020) by enabling evidence-based policymaking and progress tracking on decarbonisation. At the national level, it aligns with the Transport Development Strategy of Croatia 2017–2030, which requires systematic monitoring, and supports the National Development Strategy 2030 by ensuring accountability in the implementation of sustainable mobility policies.

ACTION 5: DATA COLLECTION AND MONITORING - Activity summary

Task	Implementation period	Output	Related actions	Potential risks & mitigation
Development of national urban mobility database	Year 1–2	Database design, IT infrastructure, data protocols established	A1 Establishing a National SUMP Platform	Risk: technical delays Mitigation: external IT contractor with phased rollout
Design of monitoring framework and KPIs	Year 1–2	KPI set, data collection methodologies, templates	A2 Developing National SUMP Guidelines, A4 Cross-Sectoral Cooperation	Risk: lack of relevance Mitigation: co-design indicators with cities and experts
Pilot reporting with selected municipalities	Year 2	First reports submitted and tested	A6 Technical Assistance and Capacity Building	Risk: inconsistent reporting Mitigation: training and technical support
Mandatory annual reporting system	Year 3–5	Annual reports from municipalities consolidated nationally	A3 Financial Support and Incentives	Risk: non-compliance Mitigation: link reporting to funding eligibility
Linkage with EU Urban Mobility Observatory	Year 4–5	Croatian database integrated with EU platform	A7 Legislative Support	Risk: incompatibility Mitigation: align KPIs with EU standards

ACTION 6: TECHNICAL ASSISTANCE AND CAPACITY BUILDING

Action description

This action will provide municipalities with structured technical assistance and training for all stages of Sustainable Urban Mobility Plan (SUMP) development and implementation. A national pool of certified experts will be established to deliver tailored advice, particularly to small and medium-sized cities with limited capacity. Training modules will cover key areas such as participatory planning, scenario development, cost-benefit analysis, and monitoring. Peer-to-peer learning will be promoted through study visits, regional workshops, and the creation of learning clusters to encourage exchange between municipalities. Continuous professional development will be emphasised to ensure institutional memory and long-term sustainability of municipal capacities. The action will be closely coordinated with national representatives in the Expert Group on Urban Mobility (EGUM) to align with EU-wide practices and benefit from transnational exchanges.

Action owner(s)	Stakeholders involved
<ul style="list-style-type: none"> ○ Ministry of the Sea, Transport and Infrastructure ○ National SUMP Office 	<ul style="list-style-type: none"> ○ Local authorities (municipalities and counties, especially small and medium-sized ones) ○ Academic and research institutions (e.g. Faculty of Transport and Traffic Sciences, other universities) ○ Civil society organisations (for participatory planning and stakeholder engagement) ○ Public transport operators (as contributors to training content and case studies) ○ Private sector (certified consultants and mobility experts)

Estimated cost and funding sources

Estimated cost: EUR 1.000.000,00 (incl. VAT, 2024 prices)

Funding sources: National budget, EU Cohesion Policy funds, Horizon Europe (capacity building), URBACT peer-learning resources.

Monitoring indicators

Category	Indicator	Target / Reference Value	Timeline
Operational	Technical Assistance Network established	Network functional	Year 2
	Training modules developed	At least 5 thematic modules	By Year 3
Capacity-building	Number of training sessions delivered	Minimum 5 per year	From Year 3
	Number of participants trained	At least 200 participants by Year 5	Year 3–5
	Peer-learning workshops and study visits organised	Minimum 2 per year	From Year 3
Impact	Municipal learning clusters established	3–5 regional clusters operational	By Year 5
	Satisfaction of participants with training	≥ 80% positive feedback (annual survey)	From Year 3

Alignment with strategies

This action is aligned with the New EU Urban Mobility Framework (2021), which highlights the role of Member States in providing capacity-building and technical assistance for municipalities. It supports the European Green Deal and the Sustainable and Smart Mobility Strategy (2020) by enabling the preparation of SUMP that deliver decarbonisation and sustainable mobility goals. At the national level, it contributes to the implementation of the Transport Development Strategy of Croatia 2017–2030, which requires capacity building and training, and the National Development Strategy 2030, which emphasises strengthening local governance capacities.

ACTION 6: TECHNICAL ASSISTANCE AND CAPACITY BUILDING - Activity summary

Task	Implementation period	Output	Related actions	Potential risks & mitigation
Establishment of Technical Assistance Network	Year 2	Network of certified experts available to municipalities	A1 Establishing a National SUMP Platform	Risk: insufficient pool of experts Mitigation: accreditation and partnerships with academia
Development of training modules	Year 2–3	Training materials covering key SUMP topics	A2 Developing National SUMP Guidelines	Risk: training content too generic Mitigation: adapt modules to local needs
Delivery of training programmes	Year 3–5	At least 5 training sessions delivered annually	A3 Financial Support and Incentives	Risk: low participation Mitigation: coordinate with local authorities and offer hybrid training
Organisation of peer-learning workshops and study visits	Year 3–5	Annual workshops and 2–3 study visits organised	A4 Cross-Sectoral Cooperation	Risk: limited municipal involvement Mitigation: provide incentives for participation
Establishment of municipal learning clusters	Year 4–5	3–5 regional clusters created to share best practices	A5 Data Collection and Monitoring	Risk: fragmentation of clusters Mitigation: formal coordination by National SUMP Office

ACTION 7: LEGISLATIVE SUPPORT

Action description

This action aims to establish a supportive legal framework for the preparation and implementation of Sustainable Urban Mobility Plans (SUMPs) in Croatia. Legislation will formally embed SUMP requirements into national law, either by introducing mandatory obligations for cities above a defined population threshold or by linking eligibility for national funding to the existence of a SUMP. In parallel, existing laws will be reviewed and amended to remove barriers to integrated mobility planning, including spatial planning and budgeting provisions. The legislative process will ensure alignment between SUMPs and other strategic documents such as land-use plans, climate strategies, and public health policies. Public consultations and expert panels will be organised to secure transparency, legitimacy, and political support, with the goal of moving from voluntary to structured and legally binding SUMP adoption.

Action owner(s)	Stakeholders involved
<ul style="list-style-type: none"> ○ Ministry of Justice and Public Administration ○ Ministry of the Sea, Transport and Infrastructure 	<ul style="list-style-type: none"> ○ National ministries (Environment and Green Transition, Finance, Regional Development, Health, Physical Planning and Construction) ○ Local authorities (cities required to adopt SUMPs) ○ Academic and research institutions (for legal and planning expertise) ○ Civil society organisations (for transparency and consultation processes)

Estimated cost and funding sources

Estimated cost: EUR 100.000,00 (incl. VAT, 2024 prices)

Funding sources: National budget, EU technical assistance (e.g. Technical Support Instrument – TSI), potential Horizon Europe support for governance frameworks.

Monitoring indicators

Category	Indicator	Target / Reference Value	Timeline
Operational	Draft legislation prepared	Draft submitted to Parliament	By Year 3
	Legal review completed	Report finalised	By Year 2
Participation	Public consultations conducted	At least 2 rounds of consultations	Year 3
	Expert panels convened	Minimum 3 expert sessions	Year 3
Impact	Legislation adopted	Law enacted by Parliament	By Year 4
	Cities above population threshold adopting SUMP	At least 80% compliance	By Year 5
	Integration with other strategic frameworks	SUMPs legally linked to spatial and climate planning	By Year 5

Alignment with strategies

This action is consistent with the EU Urban Mobility Framework (2021), which encourages Member States to provide legal certainty and consistency for SUMP development. It also aligns with the European Green Deal and the Sustainable and Smart Mobility Strategy (2020) by embedding decarbonisation and sustainable mobility in national legislation. At the national level, it contributes directly to the Transport Development Strategy of Croatia 2017–2030, which calls for institutionalisation of SUMP, and complements the National Development Strategy 2030 by providing a stable regulatory basis for integrated mobility planning.

ACTION 7: c- Activity summary

Task	Implementation period	Output	Related actions	Potential risks & mitigation
Drafting of national legislation mandating SUMP adoption for cities above threshold	Year 2–3	Draft law prepared and submitted	A2 Developing National SUMP Guidelines	Risk: political resistance Mitigation: early engagement with policymakers and stakeholders
Legal review of existing laws and identification of barriers	Year 2	Legal review report completed	A4 Cross-Sectoral Cooperation	Risk: fragmented responsibilities Mitigation: cross-ministerial legal working group
Public consultations and expert panels	Year 3	Consultation reports and expert feedback	A1 Establishing a National SUMP Platform	Risk: limited stakeholder input Mitigation: proactive outreach and transparent reporting
Adoption of legislation and amendments	Year 4	Legislation adopted by Parliament	All actions	Risk: legislative delays Mitigation: prioritise in parliamentary agenda
Establishment of legal links between SUMP and other strategies (spatial, climate, health)	Year 4–5	Formal legal provisions in place	A5 Data Collection and Monitoring	Risk: misalignment across sectors Mitigation: integrate feedback from Task Force (A4)



IMPLEMENTATION FRAMEWORK

IMPLEMENTATION FRAMEWORK

This chapter sets out how the Programme will be governed, financed, monitored, and evaluated, including the roles of key institutions, stakeholder engagement, funding mechanisms, and risk management.

Governance Model

The governance of the National SUMP Support Programme (NSSP) will be based on a multi-level and multi-actor structure ensuring strategic leadership, technical expertise, and strong links with local implementation.

Lead institution

The Ministry of the Sea, Transport and Infrastructure will act as the lead authority, responsible for the strategic direction, overall management, and formal decision-making of the NSSP. A dedicated National SUMP Office will be established under the Ministry (either as an internal unit or delegated to an external body) to carry out day-to-day coordination, communication, and support functions. The Office will serve as the national point of contact for municipalities, the European Commission, and the Expert Group on Urban Mobility (EGUM).

Supporting institutions

The Faculty of Transport and Traffic Sciences, University of Zagreb, will provide methodological and technical expertise, contributing to the development of guidelines, training programmes, and research-based input for monitoring and evaluation. The Faculty will also support capacity building and knowledge transfer within the Platform.

Role of the City of Zagreb

The City of Zagreb will play a dual role: as a pilot area for demonstrating integrated SUMP development, and as a representative of local authorities in the governance model. Zagreb will provide feedback on the applicability of national measures at local level, ensuring that the NSSP remains relevant for municipalities of different sizes.

Coordination mechanism

The governance model will be overseen by a Steering Committee chaired by the Ministry and composed of representatives of the National SUMP Office, relevant ministries, the Faculty, and selected municipalities (including the City of Zagreb). This Committee will meet at least twice per year to review progress, approve annual work plans, and ensure coherence with national strategies and EU requirements.

Stakeholder Engagement Plan

Effective stakeholder engagement is a cornerstone of the National SUMP Support Programme (NSSP). Building on the URBACT Local Group (ULG) experience in Zagreb, the Programme will establish a structured approach to involve stakeholders from national, regional, and local levels throughout its design, implementation, and evaluation.

Stakeholder groups

Engagement will cover a broad range of actors:

- National authorities (ministries responsible for transport, environment, spatial planning, health, finance, regional development, and interior affairs) to ensure cross-sectoral integration.
- Local and regional authorities (cities, counties, and municipalities) as the main implementers of SUMP.
- Academic and research institutions (e.g. Faculty of Transport and Traffic Sciences, University of Zagreb; Department of Geography, Faculty of Science) to provide expertise and evidence-based input.
- Civil society organisations and NGOs (e.g. ODRAZ, Cyclists' Union, environmental groups) to represent community perspectives and promote inclusiveness.
- Public transport operators and service providers (e.g. ZET, regional bus and rail operators) to integrate service planning and operations into SUMP.
- Private sector (consultancies, IT providers, mobility service companies) to contribute innovation and technical know-how.

Engagement mechanisms

- 1 National SUMP Platform (A1):** The main communication and engagement hub, providing open access to guidelines, tools, training, and news.
- 2 Annual national SUMP conference:** Convening stakeholders for peer exchange, networking, and policy dialogue.
- 3 Thematic workshops and training events:** Targeted sessions for municipalities, operators, and NGOs to build capacity and provide feedback.
- 4 Advisory groups:** Expert panels and consultative bodies to support guideline development, monitoring frameworks, and legislative proposals.
- 5 Public consultations:** Organised during legislative and strategic processes to ensure transparency and legitimacy.

Levels of participation

Engagement will move beyond consultation towards active involvement and co-creation, with municipalities and NGOs invited to test tools, co-design indicators, and provide feedback for programme improvement.

Monitoring of engagement

Stakeholder participation will be regularly tracked through indicators such as number of events held, number and diversity of participants, and satisfaction levels collected via surveys. This ensures that engagement is meaningful, inclusive, and responsive to different needs across Croatia.

Funding Strategy

The success of the National SUMP Support Programme (NSSP) depends on a stable and diversified funding framework that combines national resources with European Union financial instruments. The Funding Strategy ensures that municipalities have predictable access to financial support for both the preparation and implementation of SUMPs, while securing the long-term sustainability of the Programme itself.

National budget allocations

A dedicated budget line will be established within the Ministry of the Sea, Transport and Infrastructure to finance the operation of the National SUMP Office, the Platform (A1), and core activities such as training, monitoring, and stakeholder engagement. Annual reviews will ensure that sufficient resources are allocated to maintain continuity.

EU funding streams

The NSSP will align closely with EU funding opportunities, including the Cohesion Fund, Connecting Europe Facility (CEF), and Horizon Europe, to finance specific projects and innovation-oriented actions. Municipalities will be supported in accessing these funds through technical assistance provided under A6.

National incentive scheme

Through Action A3 (Financial Support and Incentives), a transparent national funding scheme will be introduced, linking financial support to the quality and comprehensiveness of SUMPs. This scheme will cover activities such as stakeholder engagement, baseline data collection, and expert consultancy, ensuring that even small and medium-sized municipalities can prepare SUMPs.

Complementarity of sources

The Funding Strategy will be designed to avoid overlaps and ensure complementarity between national and EU resources. National allocations will

provide stability, while EU programmes will be leveraged for larger-scale investments, innovation pilots, and digitalisation of mobility systems.

Long-term sustainability

To ensure continuity beyond single funding cycles, the NSSP will be legally anchored through Action A7 (Legislative Support), providing a permanent rationale for national budget allocations. This will reduce dependency on EU funding alone and guarantee a stable framework for long-term capacity building and implementation.

Monitoring & Evaluation

Monitoring and evaluation (M&E) will form an integral part of the National SUMP Support Programme (NSSP), ensuring accountability, transparency, and continuous improvement of actions. A structured system will be established to track both programme-level outcomes and action-specific progress.

Monitoring framework.

The NSSP will adopt a national monitoring framework (developed under A5 – Data Collection and Monitoring) that defines key performance indicators (KPIs) for municipalities and the Programme as a whole. Municipalities will submit annual reports on SUMP progress using standardised templates, feeding into the national urban mobility database. These reports will be synthesised into a consolidated national mobility report, published annually by the National SUMP Office in cooperation with the Ministry of the Sea, Transport and Infrastructure.

Evaluation process

Evaluation will take place at two levels:

- Mid-term evaluation (Year 3): assessing the effectiveness of funding mechanisms, capacity-building measures, and stakeholder engagement. Adjustments will be made where necessary.
- Final evaluation (Year 5): providing a comprehensive review of the Programme’s achievements, challenges, and lessons learned, with recommendations for the next programming cycle.

Indicators

Monitoring will focus on:

- Number of municipalities with SUMPs developed or updated.
- Share of national population covered by SUMPs.
- Level of compliance with national SUMP Guidelines (A2).
- Participation in technical assistance, training, and peer-learning activities (A6).
- Uptake of funding through the national incentive scheme (A3).

- Stakeholder satisfaction with the Programme (measured through surveys).

Governance of M&E

The National SUMP Office, supported by the Faculty of Transport and Traffic Sciences, will be responsible for designing methodologies, ensuring data quality, and compiling annual reports. Oversight will be provided by the Steering Committee (see Governance Model), which will review monitoring results and approve evaluation reports.

EU linkages

The system will be aligned with the EU Urban Mobility Observatory and contribute to the European Commission’s monitoring efforts, allowing Croatia to benchmark its progress against other Member States.

Risk Assessment

The implementation of the National SUMP Support Programme (NSSP) faces several potential risks, ranging from political and institutional barriers to financial and technical challenges. A proactive risk management approach will be adopted to ensure resilience and continuity.

Table 8. Key risks and mitigation measures

Risk category	Description	Potential impact	Mitigation strategy
Political commitment	Lack of sustained support from national decision-makers	Delays or weakening of NSSP measures	Formal anchoring through A7 – Legislative Support; regular reporting to Government
Institutional fragmentation	Poor coordination among ministries and agencies	Conflicting mandates, duplication of efforts	A4 – Cross-Sectoral Cooperation to ensure structured inter-ministerial dialogue
Financial sustainability	Over-reliance on EU funds or insufficient national allocations	Gaps in funding for municipalities and programme continuity	Establish multi-annual national budget line; diversify EU sources (Cohesion Fund, Horizon, CEF)
Municipal capacity	Limited skills and resources at local level	Low uptake of SUMP or poor-quality plans	A6 – Technical Assistance and Capacity Building; simplified tools (A2 Guidelines)

Data quality	Inconsistent or incomplete reporting by municipalities	Weak monitoring and evaluation outcomes	Standardised templates and training under A5 – Data Collection and Monitoring
Stakeholder engagement	Limited participation of NGOs, academia, or PT operators	Reduced legitimacy and inclusiveness of the Programme	Regular engagement via A1 – National SUMP Platform and annual conferences

Timeline

Action	Title	Year 1	Year 2	Year 3	Year 4	Year 5
A1	Establish a National SUMP Platform	Establishment, governance model, website	Operationalisation	Annual conferences & training	Ongoing activities	Review & update
A2	Develop National SUMP Guidelines	Drafting & adaptation	Publication, templates, pilot workshops	Uptake by municipalities	Ongoing updates	
A3	Financial Support and Incentives		Funding scheme established	First calls, disbursement	Expansion, annual review	Continued funding
A4	Cross-Sectoral Cooperation	Task Force established	Inter-ministerial meetings	Ongoing quarterly meetings	Annual reports	Ongoing coordination
A5	Data Collection and Monitoring	Database & KPI design	Pilot reporting	Annual reporting begins	Integration with EU standards	Linkage with EU Observatory
A6	Technical Assistance and Capacity Building		Network established, training modules	Training programmes, study visits	Learning clusters formed	Continued training
A7	Legislative Support		Legal review, drafting begins	Draft law submitted	Adoption & integration	Compliance monitoring

Start now.

CONCLUSION

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Countries and regions with national programmes tend to have higher rates of SUMP adoption and implementation, along with a longer history of such activities. Flanders has a 20-year history of government efforts to encourage cities to adopt SUMPs. As a result, 97% of municipalities in the region have a SUMP, with most being second or third-generation plans. In England, when SUMPs were mandatory, all municipalities with transport responsibilities had a SUMP and aligned their transport planning and implementation with national SUMP guidance. This led to a shift in focus from constructing new infrastructure (especially roads) to a more holistic approach, emphasising broader objectives, better management of existing infrastructure, and prioritisation of public transport, cycling, walking, and road safety in transport planning practices.

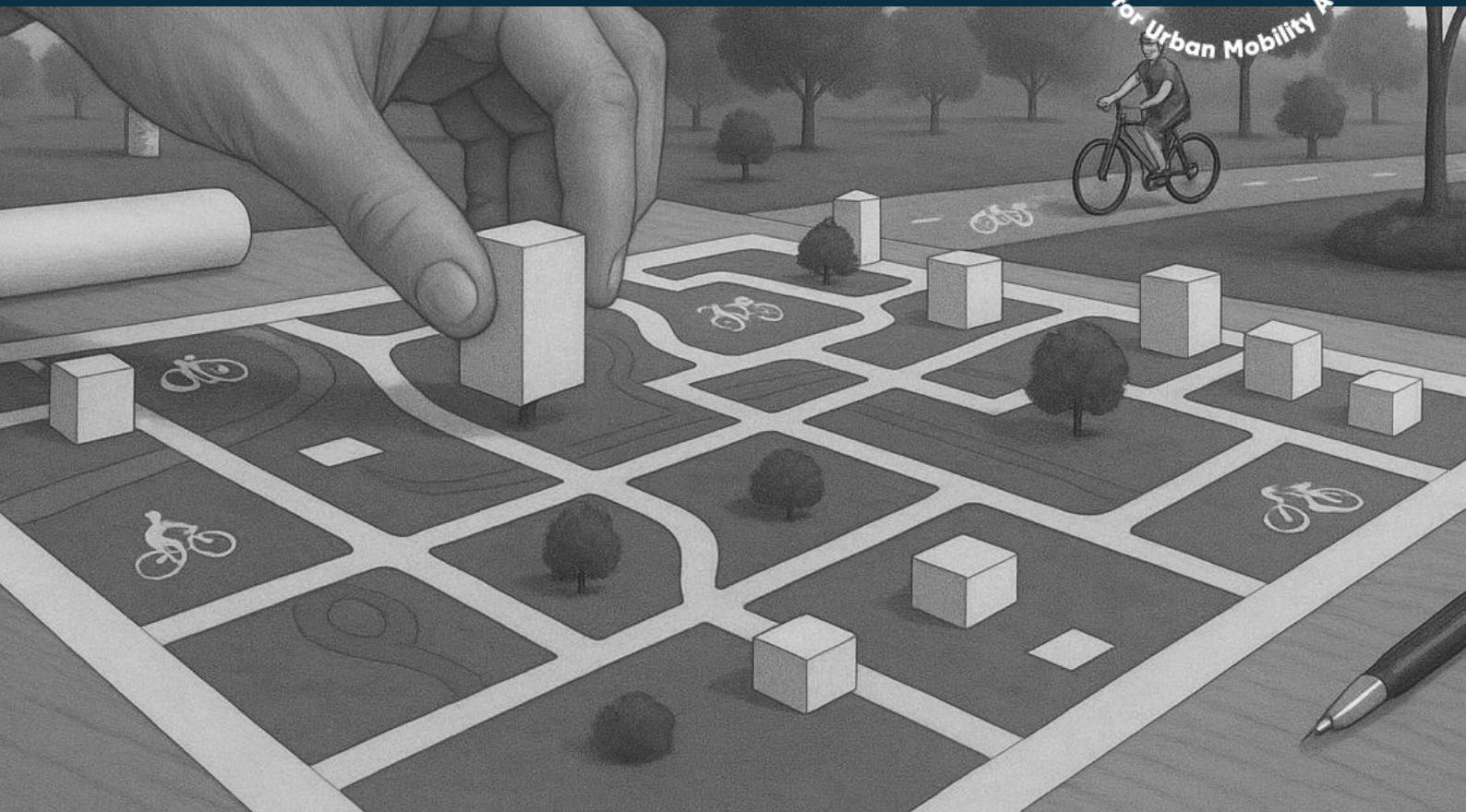
The National SUMP Support Programme for Croatia aims to create a sustainable urban transport system that improves the quality of life for citizens, reduces environmental impacts, and enhances economic development. By providing a comprehensive framework and support structure, this programme will enable Croatian cities to develop and implement effective SUMPs, contributing to the broader goals of the European Green Deal and the New EU Urban Mobility Framework.

To ensure coherence and sustainability, the Republic of Croatia should designate a national SUMP programme management office as a focal point for SUMP matters relating to cities and urban areas. These offices should be set up in cooperation with national, regional (county), and local authorities, and should be equipped with the necessary technical expertise, legal framework, financial resources, and human capacity to develop and implement the National SUMP Support Programme. They must operate in a neutral and transparent way, involving regions (counties), cities, and rural areas in their work. A dedicated task force composed of representatives from relevant ministries, regions, municipalities, academia, and other mobility stakeholders will provide strategic guidance, endorse national SUMP guidance documents, and ensure that European and national principles are properly implemented.

Through this Programme, Croatia will not only address its national needs but will also generate knowledge that is transferable within the URBACT PUMA network and beyond. Experiences gained through the ULG process in Zagreb and transnational learning exchanges with partners from Slovenia, Spain, Italy, and Poland have directly influenced the design of this IAP. These insights demonstrate the added value of URBACT: building local capacity through participatory processes, adapting international best practices to national frameworks, and creating solutions that can be replicated in other countries with similar challenges.

With its structured governance model, strong stakeholder involvement, and integrated support actions, the Zagreb IAP can become a flagship example of how national-level actors can support local sustainable mobility through systemic, well-structured programming.

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