

## 2. UPRAVNO-TERITORIJALNI USTROJ

### METODOLOŠKA OBJAŠNJENJA

#### Izvori i metode prikupljanja podataka

Županijski teritorijalni ustroj povijesni je čimbenik Republike Hrvatske. Prema nekim izvorima prve županije spominju se već u 10. stoljeću.

U statističkom ljetopisu iz 1874. (za dio područja današnje Hrvatske) navedeno je osam županija: Riječka, Zagrebačka, Varaždinska, Križevačka, Bjelovarska, Požeška, Virovitička i Srijemska, te šest okružja Vojne krajine i grad Rijeka kao samostalna upravna cjelina.

Nakon sjedinjenja Vojne krajine s civilnom Hrvatskom godine 1881. broj se županija povećao, ali su Dalmacija, Istra, Kvarnerski otoci, Međimurje i Baranja bili pod upravom Beča, odnosno Budimpešte te su ostali izvan županijskog ustroja.

Zakonom o ustroju županija iz 1886. u Hrvatskoj je formirano osam županija: Bjelovarsko-križevačka, Ličko-krbavska, Modruško-riječka, Požeška, Srijemska, Varaždinska, Virovitička i Zagrebačka. Zanimljivo je da Dalmacija nije imala županije, nego je bila podijeljena na okružja (14), kotare (35) i općine (88).

Poslije propasti Austro-Ugarske Monarhije, Hrvatska ulazi u sastav nove države, Kraljevine Srba, Hrvata i Slovenaca. Donošenjem Zakona o oblasnoj i sreskoj samoupravi u Hrvatskoj su ukinute županije, a od 1929. za područje tadašnje države bile su formirane banovine.

Godine 1939. utemeljena je Banovina Hrvatska, imala je stanovitu autonomiju, bana i bansku upravu, sabor, ali županije nisu obnovljene.

Početak travnja 1941. dolazi do pada Kraljevine Jugoslavije, a 10. travnja iste godine proglašena je Nezavisna Država Hrvatska (NDH). Prema stanju 30. rujna 1941. Nezavisna Država Hrvatska upravno i sudbeno bila je ustrojena u 22 velike župe, 141 kotar, te 1 006 općina, a glavni grad Zagreb izdvojen je u posebnu upravnu cjelinu s položajem županije.

Padom Nezavisne Države Hrvatske nestao je i županijski teritorijalni ustroj.

Poslije II. svjetskog rata u Republici Hrvatskoj nije obnovljen županijski ustroj, nego je Općim zakonom o mjesnim narodnim odborima (nositeljima vlasti) od 28. svibnja 1946. uspostavljen novi političko-teritorijalni ustroj. Mjesni narodni odbori kao političko-teritorijalne jedinice bili su različiti po veličini i funkcionirali su sve do kraja 1951., kada su ukinuti (NN, br. 71/51.).

Godine 1952. donesen je Zakon o podjeli NR Hrvatske na kotare, gradove i općine (NN, br. 16/52.). Navedenim zakonom u Hrvatskoj je formirano 89 kotara i 737 općina. Općina je bila osnovna političko-teritorijalna cjelina, a kotar je obuhvaćao skupinu općina udruženih najčešće na regionalnoj osnovi.

Kotari kao oblik političko-teritorijalnog ustroja održali su se do 1967. kada su ukinuti (NN, br. 13/67.). U navedenom razdoblju broj kotara je varirao, tako ih je 1955. bilo 27, 1962. godine 9 te 1967. godine 8. Općine kao osnovne političko-teritorijalne jedinice održale su se sve do današnjih dana, s različitim stupnjem organizacije i značenja u političkom odlučivanju. Njihov broj također je bio različit, od 737 koliko ih je bilo 1952., do 102 u 1991.

Početak sedamdesetih godina (1974.) bile su formirane po teritorijalnom načelu i zajednice općina.

U 1992. na temelju Ustavnog zakona o provedbi Ustava Republike Hrvatske (NN, br. 34/92.) formirana su dva kotara s posebnim samoupravnim položajem (Glina i Knin).

Današnje županije utemeljene su na Ustavu Republike Hrvatske, koji je donio Sabor 22. prosinca 1990., u kojem je predviđen povratak županijskoga teritorijalnog ustroja.

## ADMINISTRATIVE AND TERRITORIAL CONSTITUTION

### NOTES ON METHODOLOGY

#### Sources and methods of data collection

*Territorial division into counties is one of the historical features of the Republic of Croatia. According to some sources, counties were for the first time mentioned in the 10th century.*

*In the statistical yearbook of 1874 eight counties were mentioned for a part of the territory of present Croatia: the County of Rijeka, the County of Zagreb, the County of Varaždin, the County of Križevci, the County of Bjelovar, the County of Požega, the County of Virovitica and the County of Sirmium, as well as six regions of the Croatian Military Border and Rijeka as an independent administrative entity.*

*After the unification of the Croatian Military Border with civil Croatia in 1881, the number of counties increased, but Dalmatia, Istria, the Kvarner islands, Međimurje and Baranja, which were under the rule of Vienna and Budapest, did not make a part of the territorial organisation into counties.*

*According to the 1886 Law on County Constitution, there were eight counties constituted in Croatia: the County of Bjelovar-Križevci, the County of Lika-Krbava, the County of Modruš-Rijeka, the County of Požega, the County of Sirmium, the County of Varaždin, the County of Virovitica and the County of Zagreb. An interesting fact is that Dalmatia did not have counties, but was divided into regions (14), districts (35) and municipalities (88).*

*After the fall of Monarchy of Austria-Hungary, Croatia entered a new state, the Kingdom of Serbs, Croats and Slovenes. After the proclamation of the Law on Self-Government in the Districts and Regions, counties ceased to exist in Croatia, and from 1929 on, "banovine" (banates) were formed on the territory of the former state.*

*In 1939, the Banovina Hrvatska (the Banate of Croatia) was established. It had a certain autonomy, the "Ban" (Vice-Roy) and the "banovina" government, the Assembly, but counties were not re-established.*

*At the beginning of April 1941, the Kingdom of Yugoslavia fell, and on April 10, the same year, the Independent State of Croatia was proclaimed. According to the situation as on September 30, 1941, the Independent State of Croatia was legally and judicially constituted of 22 big parishes, 141 districts and 1 006 municipalities, and the capital of Zagreb was established as a separate administrative entity with the status of a county.*

*The territorial organisation into counties disappeared with the fall of the Independent State of Croatia.*

*After the Second World War, counties were not re-established in the Republic of Croatia but, according to the General Law on Local National Committees (holders of the administrative power), from May 28, 1946 on, the new political and territorial system was established. The local national committees, as political and territorial units, were different in size and existed until the end of 1951, when they were abolished (NN, No. 71/51).*

*In 1952, the Law on the Division of the National Republic of Croatia in Districts, Towns and Municipalities was passed (NN, No. 16/52). According to the above-mentioned Law, 89 districts and 737 municipalities were established. Municipality was a primary political and territorial unit, while district comprised a number of municipalities, united mostly on a regional basis.*

*Districts were a form of the political and territorial organisation until 1967, when they were abolished (NN, No. 13/67). In the mentioned period, the number of districts varied, so that in 1955 there were 27 of them, 9 in 1962 and 8 in 1967. Municipalities, as basic political and territorial units, have remained to the present day, with a different organisation and importance level in political decision-making. Their number also varied, from 737 in 1952 to 102 in 1991.*

*In the early '70-ties (1974), associations of municipalities were also formed according to the territorial principle.*

*In 1992, according to the Constitutional Law on the Implementation of the Constitution of the Republic of Croatia (NN, No. 34/92), two districts were formed (Glina and Knin), with a special status based on self-government.*

*Today's counties have been established on the basis of the Constitution of the*

Na temelju Ustava Republike Hrvatske (članak 89.) Zastupnički dom Sabora izglasao je 29. prosinca 1992. Zakon o područjima županija, gradova i općina u Republici Hrvatskoj (NN, br. 90/92.), po kojem su formirani: 21 županija, 2 kotara, 70 gradova i 419 općina. Stanje na dan 22. rujna 1995. (NN, br. 69/95.) bilo je: 20 županija, 75 gradova te 424 općine. Po Zakonu o područjima županija, gradova i općina u Republici Hrvatskoj, koji je objavljen u Narodnim novinama, br. 10. od 30. siječnja 1997. i primjenjuje se od 7. veljače 1997., Republika Hrvatska je imala 21 županiju, 122 grada i 416 općina, od 20. svibnja 1998. (NN, br. 68/98.) 21 županiju, 123 grada i 420 općina, od 9. studenoga 1999. (NN, br. 117/99.) 123 grada i 421 općinu, od 8. prosinca 1999. (NN, br. 128/99.) 123 grada i 422 općine, od 22. prosinca 2000. (NN, br. 129/00.) 123 grada i 423 općine, od 24. listopada 2001. (NN, br. 92/01.) 123 grada i 424 općine, od 16. srpnja 2002. (NN, br. 83/02.) 123 grada i 425 općina, od 19. veljače 2003. (NN, br. 25/03.) 123 grada i 426 općina, od 4. srpnja 2003. (NN, br. 107/03.) 124 grada i 425 općina, te od 4. studenoga 2003. (NN, br. 175/03.) 124 grada i 426 općina.

## Definicije

**Županija** je, prema Pravilniku o registru prostornih jedinica (NN, br. 75/00.), jedinica područne (regionalne) samouprave. Područje županije izraz je povijesnih, prometnih i gospodarskih čimbenika i predstavlja prirodnu samoupravnu cjelinu, a u svom sastavu ima u pravilu više gradova i općina. Granica županije određena je granicama rubnih općina odnosno gradova.

**Općina** je jedinica lokalne samouprave, osnovana u pravilu za područje više naselja koja predstavljaju prirodnu, gospodarsku i društvenu cjelinu te koja su povezana zajedničkim interesima stanovništva. Granica općine određena je granicama rubnih naselja.

**Grad** je jedinica lokalne samouprave na istoj razini kao i općina te predstavlja prirodnu, urbanu, gospodarsku i društvenu cjelinu. Status grada dobile su općine u kojima je sjedište županije te koje imaju više od 10 000 stanovnika. Iznimno, status grada dobile su i općine koje ne zadovoljavaju te uvjete u slučaju postojanja posebnih povijesnih, gospodarskih, geoprometnih i drugih razloga. Granica grada određena je granicama rubnih naselja.

**Naselje** je prostorna antropogeografska jedinica koja se sastoji od građevinskog područja i područja za druge namjene, a ima ime i vlastiti sustav obilježavanja zgrade u okviru naselja ili u okviru uličnog sustava u naselju. Naselje može pripadati samo jednoj općini odnosno gradu. Na području jedne općine, odnosno grada, dva ili više naselja ne mogu imati isto ime. Granica naselja određena je granicama rubnih statističkih krugova.

Prema Zakonu o lokalnoj i područnoj (regionalnoj) samoupravi (NN, br. 33/01.) definirane su županije kao jedinice područne (regionalne) samouprave te općine i gradovi kao jedinice lokalne samouprave.

## STATISTIČKE PUBLIKACIJE

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R, OBL, K, G, N.

Spisak naselja prema administrativnoj podjeli NR Hrvatske – stanje 31. 3. 1953.  
R, K, O, N.

Imenik naselja NR Hrvatske po političko-teritorijalnoj podjeli – stanje 1. 11. 1962.  
R, K, O, N.  
Imenik naselja SR Hrvatske – stanje 1. 1. 1977.  
R, ZO, O, N.

*Republic of Croatia, adopted by the Parliament on December 22, 1990, which brought back the territorial division of counties.*

*On the basis of the Constitution of the Republic of Croatia (article 89), the Home of Representatives of the Croatian Parliament adopted on December 29, 1992, the Act on the Territories of Counties, Towns and Municipalities in the Republic of Croatia (NN, No. 90/92), according to which 21 counties, 2 districts, 70 towns and 419 municipalities were formed. According to the situation on September 22, 1995 (NN, No. 69/95) there were 20 counties, 75 towns, and 424 municipalities. According to the Act on the Territories of Counties, Towns and Municipalities in the Republic of Croatia, published in Narodne novine, No. 10, of 30 January 1997, valid since 7 February 1997, in the Republic of Croatia there were 21 counties, 122 towns/cities and 416 municipalities. The data of 20 May 1998 (NN, No. 68/98) show that there were 21 counties, 123 towns/cities and 420 municipalities. Further on, data of 9 November 1999 (NN, No. 117/99) show that there were 123 towns/cities and 421 municipalities and those of 8 December 1999 (NN, No. 128/99) show that there were 123 towns/cities and 422 municipalities. Data of 22 December 2000 (NN, No. 129/00) show that there were 123 towns/cities and 423 municipalities. Data of 24 October 2001 (NN, No. 92/01) show that there were 123 towns/cities and 424 municipalities, data of 16 July 2002 (NN, No. 83/02) show that there are 123 towns/cities and 425 municipalities. Further on, data of 19 February 2003 (NN, No. 25/03) show that there are 123 towns/cities and 426 municipalities, data of 4 July 2003 (NN, No. 107/03) show 124 town/cities and 426 municipalities, and finally data of 4 November 2003 (NN, No. 175/03) show 124 towns/cities and 426 municipalities.*

## Definitions

**County** is a unit of regional self-government according to the Regulation Book on the Register of Territorial Units (NN, No.75/00). A territory of a county results from historical, transportation and economic elements. It represents a natural, self-government unity and, as a rule, it comprises a number of towns and municipalities. Borders of a county are determined by borders of marginal municipalities and towns, respectively.

**Municipality** is a unit of local self-government, established, basically, for a territory comprising a number of settlements that represent a natural, economic and social entity, and are connected by common interests of inhabitants. Borders of a municipality are determined by borders of marginal settlements.

**Town** is a unit of local self-government at the same level as a municipality, which represents a natural, urban, economic and social unity. Municipalities that are seats of counties and those with more than 10 000 inhabitants also have the town status. In certain cases, a municipality that does not meet the above stated requirements can also have the town status when there are specific historical, economic, geographically and traffic oriented and other reasons. Borders of a town are determined by borders of marginal settlements.

**Settlement** is a territorial anthropogeographical unit which consists of areas intended for construction and those intended for other purposes, and has its own system of numbering buildings within a settlement or a street system belonging to a settlement. A settlement can be part of only one municipality or a town/city. Two or more settlements cannot have the same name. A border of a settlement is determined by borders of marginal statistical enumeration area.

*According to the Law on Local and Regional Self-Government (NN, No. 33/01), counties are defined as regional self-government units and municipalities and towns as local self-government units.*

## STATISTICAL PUBLICATIONS

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R, RE, D, T, S.*

*List of settlements according to the Administrative Division of the People's Republic of Croatia – situation as on 31 March, 1953  
R, D, M, S.*

*Directory of Settlements of the People's Republic of Croatia according to the Political and Territorial Division – situation as on 1 November, 1962  
R, D, M, S.  
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Sistematski imenik naselja – stanje 31. 3. 1981. R, O, N.	<i>Alphabetical Directory of Settlements – situation as on 31 March, 1981</i> R, M, S.
Spisak općina i naselja SR Hrvatske 1. 1. 1990. R, O, N.	<i>Systematic Directory of Settlements – situation as on 31 March, 1981</i> R, M, S.
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Imenik naselja Republike Hrvatske / Sistematski popis naselja po županijama i općinama – stanje 1. lipnja 1998. R, Ž, G, O, N.	<i>Directory of Settlements of the Republic of Croatia / Alphabetical List of Settlements – situation as on 1 June, 1998</i> R, T, M, S.
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	<i>Changes in the Territorial Constitution, 2002</i> R, C, T, M, S.

R = Republika Hrvatska  
ZO = zajednice općina  
OBL = oblasti  
Ž = županije  
K = kotari  
G = gradovi  
O = općine  
N = naselja

R = the Republic of Croatia  
AM = Regional Associations of Municipalities  
RE = Regions  
C = Counties  
D = Districts  
T = Towns  
M = Municipalities  
S = Settlements