Spatial Planning Tools as a Key Element for Implementation of the Strategy for an Integrated Governance System of Historical Built Areas within the Central Europe Region

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Abstract. A strategy represents a plan of actions designed to achieve a long-term vision, mission and related goals according to a generic definition. Regardless of the quality of a strategy, it is still the only plan or framework that needs to be implemented. For reaching the genuine effects and qualities incorporated within the objectives of the strategy, a wide set of integrative tools needs to be considered. Especially, when we are talking about the integrative strategy not only from a territorial point of view but also content, sources, challenges, time or multilevel integration. The strategy for the integrated governance system of historical built areas (later also as HBA) in Central Europe is precisely this type of integrative strategy. The paper is focused on the provision of an overview of available integrative spatial planning tools (socio-economic, land-use, land-scape planning tools) which have the potential to support or realise implementation of the goals. Spatial planning offers wide range of integrative approaches and tools supporting the participation of all groups of stakeholders, which is also a key aspect of successful implementation of this kind of strategies. The article demonstrates this approach on best practice from the city of Poprad (Slovakia) where historical built areas (HBAs) are important parts of the city and the strategy for the integrated governance system of HBA in Central Europe covering also this city. The paper, in particular, summarizes the preliminary outputs of international project BhENEFIT supported by Interreg Central Europe Programme. The project is focused on improving sustainable management approaches of historic built areas and looking for novel solutions improving decision-making and managing processes efficiently, through a strategy-based approach and effective monitoring and assessing, risk prevention, environmental sustainability, conservation and re-use.

1. Introduction
Urban development should be understood as a set of interdisciplinary, multilevel, complex processes linked to the needs and expectations of a wide range of stakeholders that are taking place in a voluntary and unexpected environment consisting of a multi-elements related to complex systems. All interventions and measures leading to managing these complex systems need to be carried out also through comprehensive, multi-stakeholder and integrative strategies. Effective tools and measures are crucial elements of successful implementation of all kind of strategies independently on the subject or the environment where the strategy is implemented. Without these tools defined and implemented through the strategy, the potential to reach defined innovations and qualities is strongly limited.
If we perceive a historical built area (HBA) not only as an arrangement of historical buildings but more of a socio-ecosystem framed by the historic built environment, then we can accept the premise that HBAs should be managed also through integrative strategies including a wide set of effective tools with a potential to mediate the needs and expectations of a variety of stakeholders connected to this area (owners, decision makers, inhabitants, users, tourist, non-governmental sector, etc.). But then, where could we find this kind of tools and measures?

Spatial planning represents a broad scale of planning activities, differing in the scope of complexity, spatial ties, methods tools and instruments, but also in the planning doctrines bound not only to the social system. Management of urban development in HBAs often taking place under a high level of complexity and uncertainty must be supported by professionally prepared planning documents providing a framework for implementation of necessary instruments. Important parts of these instruments are spatial planning tools as long-term instruments for regulating territorial development.

The objective the paper is to explore the available spatial planning tools and how they can be used in sustainable strategy-based management of HBAs with a demonstration of their application in Poprad. According to this proposal, the paper is consisting of the following parts. In the first part, the HBAs will be defined in more details, then we look into the spatial planning as a system for management of territorial development with the focus on land-use planning and, last but not least, their implementation through the land-use plan of the city of Poprad (Slovakia) will be presented.

2. Significance of Historic Built Area as the object
HBA is a result of a long-term process of evolution and a process of permanent multiple interactions (between peoples mutually, between people and nature, people and build environment) and everyday changes in natural conditions [1]. It can be defined as a historic built environment, both limited to a portion of an urban area or extended to a non-natural, designed landscape (shaped by complex human forces acting on the natural environment), which is made up of innumerable unique components [2]. HBAs are a part of national cultural heritage and require holistic understanding [3]. Preservation of HBAs needs to meet the contemporary needs of a changing world and the main necessity has become the sustainability, in term of environmental, economic and social issues.

Within the scope of the BhENEFIT project, one of the objectives was to design a Shared Strategy for an integrated governance system of HBA within CE region [3] and consequently this strategy was adjusted to specificities of the pilot areas, one of which was the pilot area of Poprad (Northern Slovakia) – HBA of Spisska Sobota. The next step within this process was a formulation of an action plan answering practical questions (such as who? when? how? etc.). The key considerations of the proposed strategy include:

- functional compatibility evaluation between the expected use and the historical value;
- performance optimization of the building, in the perspective of its energy efficiency and structural behaviour increase;
- long-term sustainability of the action, with minimization of emergency actions through a comprehensive monitoring strategy, which is aimed at planned preservation of cultural heritage.

In the case of Poprad, the strategy was focused in particular on:

- HBA protection and regeneration of physical structures including the buildings as well as infrastructure and urban public spaces following the principles safeguarding the sustainability of cultural and natural heritage values;
- HBA functional restructurisation and competition in order to fulfil the needs of stakeholders and bring new life into the HBA and city including positive social impacts;
• HBA accessibility and syntax supporting spatial and social inclusion of the area in the city and region as the precondition for the liveliness and attractiveness for citizens and visitors,
• sustainable capitalization of the HBA territorial capital.

All these areas are interlinked and the principles addressing them are based on an integrated, multidisciplinary and participatory approach.

3. System of spatial planning, planning cultures and Slovak specifics

Europe is characterised by different planning cultures and systems. The EU compendium of spatial planning systems and policies [2] characterises four different types of planning traditions in Europe. These are: the ‘regional economic planning approach’, the ‘comprehensive integrated approach’, the ‘tradition of land use management’ and the ‘urbanism’. It has to be said that those traditions are developing and have been all in the process of change especially within the past 10 to 15 years.

The **regional economic planning approach** is characterised by very broad and wide objectives regarding social and economic issues. Attention is given to regional disparities concerning employment and social conditions. The central government is taking a big part in the planning and undertaking public sector investment. Examples of this approach are France and to some extent also Portugal.

The second type **comprehensive integrated approach**, which also can be described as ‘framework management’, is characterised by a very systematic and formalised planning hierarchy from the national to the local level aiming the coordination across different sectors. This tradition is distinguished by mature systems and is in need of adequate and sophisticated planning institutions including a considerable political commitment to the planning processes. This tradition is typical for the Nordic countries. Germany and Austria characterised by the Federal systems also following this tradition.

The **land-use management** is the third approach and is much more focus on the controlling of changing land uses at the strategic and local level. Regulation is used to ensure a sustainable and growing development. The local level is the planning level while the central government is giving supervision on setting central objectives. The typical example of this proceeding is England.

The fourth tradition is named **the urbanism** and is putting a strong emphasis on the architectural flavour and concerned with urban design, townscape and building control. Regulation is very strong through the rigid zones and codes. A number of regulations and laws are existing but are not well established within the planning system as well as in the general public and politicians. For this reason, the urbanism has not been proved successful in controlling development. This tradition is typical for the Mediterranean member states.

Talking about the legal framework includes a number of influencing factors as the nature of the law, the extent to which plans and policies are binding and the existence of constitutional or other legal rights in relation to land and property [4]. Analysing legal and administrative systems in Central European countries two of five European main ‘families’ can be identified [5, 6]: the Napoleonic family, originating in France and including the Mediterranean countries and Germanic family with Germany, Slovakia, Czech Republic and Poland.

The Napoleonic family has a considerable amount of internal variation. The legal style has a tendency to use abstract legal norms. In general, the administrative system bases on a centralised national level and stronger municipalities. In some countries, like Italy and Spain, substantially power is transferred to the regional level. Until the early 1980’s France used to be much centralised. Since then power has been shared with local government. However, the state still has considerable influence over local government,
especially for the Grand Projects. In Italy, the national government is responsible for producing planning legislation, but this power has been shared with the regions and this has created considerable complexity. The principal planning authority is the municipality. However, the planning system is very fragmented and decision-making processes are often difficult to understand.

The Germanic approach has strong traditions in the Roman law. It is codified, of systematic order and more abstract and intellectual. Another feature is the importance given to the written constitutions. Countries like Germany, Austria and Swiss have strong legal frameworks and decentralised decision-making structures. In terms of planning the state level (Länder) plays a crucial role while the federal level only sets out a framework of regulations. This causes considerable variations in planning practices across the particular federal states. The local level has a strong role, too, expressed by the self-government of municipalities.

3.1. Spatial planning in Slovakia
Decentralisation and modernisation of public administration in Slovakia, the establishment of the second level of government and the shift of more than 300 competencies from the state administration to the municipalities and regions, strengthen not only the position of elected representatives in the state to the detriment of the representatives of the executive but creates new and better conditions for the participation of the public and private (entrepreneurial, civic) sector in the development. The mentioned changes affect new urban governance in the Slovak Republic substantially and increase the responsibility of the bodies of local and regional self-government for the development of the municipalities, regions and thus of the whole Slovak Republic. The change in the background conditions, along with the increased responsibility of the local councils brings also the requirements for changes in communication between the public and the private sector.

The system of complex spatial development management in Slovakia (Figure 1) consists of 3 main pillars [7]:
1. Spatial relevant planning activities – spatial planning
   a. Integrative planning activities represented by:
      - landscape planning,
      - socioeconomic strategic development planning,
      - land-use planning.
   b. Sectoral planning activities like transport planning, infrastructural planning.
2. Spatial monitoring and information management system
3. Spatial management - implementation control system

![Figure 1. The system of spatial development management in Slovakia [7]](image-url)
3.1.1. Strategic socio-economic development planning. Current stage in the progression of strategic development planning is characterised by searching for optimal tools, methods and system relations, either vertical/hierarchic or horizontal, with other planning activities and primarily with land-use planning. The basic documents of cross-sectoral strategic development planning are the National Strategy of Regional Development, including the Strategic Sectoral Plans, the Regional Operational Programmes (ROPs) and the programmes of social development and economic development of self-governmental districts and municipalities. The National Strategy defines as the primary task of regional policy of the Slovak Republic: gradual equalisation between the regions, socio-economic cohesion and increase in the living standard of the population.

3.1.2. Landscape planning. Landscape planning in Slovakia does not create an institutionally unified system. It is understood as the system of integrative and at the same time specific planning activities integrated into the different parts of spatial development planning and management system. Landscape planning in Slovakia is based on a long tradition of landscape-ecological and human-ecological assessment of the landscape; orientated towards ecological optimization of landscape use based on the co-ordination of present and proposed activities with landscape relevance following the goals of sustainable development and safeguarding the landscape ecological stability, efficient use of natural resources, preservation of cultural and natural heritage including the landscape character. Land-use planning creates the platform for the efficient transfer of the landscape sustainable development interest from the professional sphere into the society development management, from professional planning documents into the political decisions and from partial political decisions towards comprehensive territorial governance. In this position, the land-use planning as a part of the spatial planning system can be understood as the crucial instrument for the implementation of landscape convention in Europe.

3.1.3. Land-use planning. Land-use planning in the Slovak Republic is a continual and systematic activity, thanks to preserving its rational, but in the period of socialism partially politically deformed matter which covers the issues of planning of complex spatial development at the zonal, local, regional and national levels in the crossing activities of inventories, analyses, planning, decision-making and monitoring, but up to now without opportunities for active territorial management. Similarly, to other developed countries, also in the Slovak Republic land-use planning is implemented in the unity of the principles of subsidiarity and planning sovereignty of the basic spatial planning units – municipalities.

Land-use planning systematically and comprehensively addresses the spatial arrangement and functional use of land, lays down its principles, it proposes material and chronological coordination of activities which influence the environment, ecological stability, cultural-historical values of land, land development and landscape in accordance with the principles of permanently sustainable development. Land-use planning creates the conditions for permanent harmony of all activities in the territory with particular regard to care for the environment, reaching the ecological balance and ensuring permanently sustainable development, desirable using the natural resources and protection of natural, civilizational and cultural values.

The community objectives are projected into the objectives of planning documentation. This should ensure not only spatial conditions of sustainable development, access to social and technical infrastructure, quality of the environment in all parts of the territory, but it also guarantees the priority of social goals with respect to the goals of all individual subjects.

4. Land-use planning specifics in Slovakia

According to the Act no. 50/1976 Coll. (referred as the Building Act) [8] land-use plan is a document that arises as a result of a social agreement on land-use. It represents a summary of regulations – conditions under which the territory can be used. It does not address the concept of territorial
development, but transfers it into rules and regulations. The land-use plan is the only coordinating document that takes into account all inputs into the territory and coordinates each other activities and phenomena so as not to exclude each other's location and to guarantee access and use of the land in terms of equipping with transport and technical infrastructure.

Outputs of the municipal land-use plan are:
- Determination of land-use: principles and regulations where buildings can be placed in the designated area (on plots)
- Spatial regulation: principles and regulations of location, spatial configuration or architectural appearance of buildings
- Utilities: identification of those measures on the transport and technical infrastructure covered by the expropriation institute as required by the law.

4.1. Links to strategic and superior land-use planning documents
The territorial plans as a strategic document reflect the superior strategic documents and those specific objectives of long-term strategies that have spatial expression, i.e. those whose implementation is subject to certain construction interventions in the territory. All superior documents and local strategic documents with long-term goals must appear in the territorial plan. It is a state with a long-term strategy. The operational part of the strategic documents serves to meet these objectives, in terms of time is short-term. The land-use plan must include binding outputs from the regional plan of the region, its binding part. It is appropriate to explicitly mention these outputs in the territorial plan. However, they must be spatially related to the area under consideration and subsequently appear in the proposed regulations.

4.2. Property relations and public structures
The land-use plan does not address the ownership relationships in the territory, but it is necessary to take these facts into account when establishing regulations. The institute of public utility construction can determine for which construction in the territory the land can be expropriated or their use can be partially restricted. The land use plan is the only document that sets out what are the public utility buildings in the given area.

4.3. Processes of land-use planning
In land-use planning, it is necessary to identify the following processes:
- Acquisition of the land-use plan
- Elaboration of the land-use plan
- Approval of the land-use plan

4.4. Stages of the land-use plan
The entire process of procuring and elaborating a land-use plan goes through several stages, each of which has its own role and goal to fulfil.

a. Evaluation of the state of the territory. According to the currently valid Building Act, Act no. 50/1976 Coll. [8], is the first stage of elaboration of Surveys and analyses, from which it is necessary to make an output in order to evaluate the current situation, relation to strategic documents, the definition of potentially buildable areas and problems in the territory and subsequently defines recommendations strategic objectives were met and stability of further development was maintained.

   According to the legislation under preparation and in view of the implementation of the INSPIRE Directive [9] and NIPI Directive [10], it is likely that the established survey
structure will change, but the evaluation, as mentioned in the previous paragraph, is, moreover, the main objective of this phase.

b. Draft proposal. This stage does not follow from the current legislation. At this stage, the concepts of the solution of the territory resulting from the recommendations are proposed, and alternatives to problem solving are proposed. The concept has the character of a study and is focused on the overall solution of the territory or on the solution of partial problems of the territory.

c. Assignment. The basic objective of the Assignment is to define those recommendations from the evaluation of the territory and the concept of the solution, which are binding for the elaboration of the land-use plan, or those that are recommended. These recommendations are then requirements.

d. Concept. The concept represents a stage where proposals for regulation in the territory are compared and evaluated. At this stage, it is necessary to emphasize the interventions and measures proposed in the territory, respectively, which will allow for a new regulation in the zoning plan. Requirements resulting from the assignment must appear in the concept.

e. Proposal = own land-use plan. A land-use plan is a set of principles and regulations that define how the land can be used.

4.5. Structure of the land-use plan

Each stage of the land-use plan contains text and graphic part. They form a consistent document, two inseparable parts. In addition, the land-use plan consists of legally binding part (already proposed in the concept/draft) and an accompanying report (justification, guiding part). Both include textual and graphic part. Textual part consists of text, tables, help pictures. This is a non-visual part of the documentation. Rather, the accompanying report is justification, describing why such solutions and connections are chosen. The binding part concerns precise formulations. These must be concise and clear. The graphical part represents a summary of data layers with spatial data and associated attributes, the visual part of the master plan with relation to the data in the text part. The output of the graphical part are drawings that show certain phenomena and their certain properties for expressing the information we require from the drawing. The drawing represents a map composition of layers with symbolism related to the phenomenon.

4.6. Land-use plan assignment.
The assignment has three basic parts and an identification part:

a. Identification part. Provides basic identification data on the territory and on the processed documentation. The graphic part of the identification part of the assignment consists mainly of documents about the territory. These are spatial data with attributes provided by the administrators of the network, transport systems, other technical equipment of the territory, technical data about the territory - soil characteristics, geological composition, climatic conditions, data on historical development, delimitation of protection zones and special regime areas, protected territory and so on.
- Basic data
- Definition of the area and area of interest
- Evaluation of existing land-use planning documentation
- Reasons for obtaining the land-use plan
- Evaluation of the importance of the municipality in the settlement structure
• Summary of territory knowledge (Basic demographic data and forecasts, Technical equipment of the territory, Transportation, Civic amenities)
• Landscape and ecological stability system

• Strategic part. Comprehensively evaluates the development strategy and identifies those parts that have a projection into the territory. The strategic part of the assignment relates to the master plan and all its subsequent updates - it is a medium to long-term document. Graphical part may be the development schemes and the indication of the main interests in the area.
• Output from the binding part of the master land-use planning documentation
• Output from superior development documents and strategies
• Evaluation of spatial projection of sectoral concepts, strategies and known plans for the development of the territory
• Setting a basic vision of development and local specific objectives for the development of the territory (with spatial projection in the territory)

b. Evaluation part. Evaluates the territory against the specified objectives in the development strategy as well as identifies problems and potentials.
• Evaluation of the strategic relationship of the existing territory with the intentions and interests in the territory expressed in the strategic part
• Identification of problems and potentials (areas suitable for building and other uses)
• Definition and evaluation of territorial units (Definition of territorial units which represent homogeneous units in terms of monitored parameters. Assessment of territory, problems and conflicts in the territory. It is necessary to define recommendations for each territorial unit as to what interventions and measures are appropriate.)

Strategic relationship assesses the state of the territory against specific objectives. Individual territorial units are evaluated against specific objectives defined in the strategic part, either from the superior documentation and from the local, or to the objectives specified in the assignment. Subsequently, it is necessary to evaluate the spatial projection, whose objectives it is appropriate to place in the given unit and in what relation to the situation in the territorial unit. This implies interventions and measures that need to be placed in the whole. Evaluation does not only relate to objectives but may also cover measures and sub-measures.

c. Contracting part. Enters problems to be solved. It defines the development strategy and identifies those parts that have a projection into the territory. The strategic part of the assignment relates to the master plan and all its subsequent updates - it is a medium to long-term solving.

5. Principles of protective regulation in the land-use plan of Poprad
In the land-use plan of Poprad [11], as the overall and essential document for city development, it was decided to create a set of protective regulative which aim to keep the values of stabilized structures. Not by denying their further development, but by defining the rules of their restoration. These rules serve to protect certain values which were already identified. The protective regulation was defined in the field of monument preservation, landscape and eco/climate preservation and urban design preservation.

Conditions of the conservation of Spisska Sobota conservation area are specified in the binding professional-methodological background in the current wording. In all intentions and activities within the protection zone of Spisska Sobota conservation area and the National Cultural Monument
Cemetery Spisska Sobota, observe the conditions of protection determined by the decision of the Preservation Authority of the Slovak Republic.

The monument preservation can be object-based and area-based. The object-based preservation is still in progress and was not included in the masterplan regulation yet. The protection and restoration principles that were included in the land-use plan are area-based. There are two types of protective regulative, the first group is based on the legal act – Cultural Heritage Protection and cannot be changed by the land-use plan. They are defined in the Principles of Cultural Heritage Restoration document. The second group is defined in the land-use plan. There are developed protective zones – historical core areas with defined regulative. The urban context is the subject of the regulation.

Landscape and eco/climate preservation set up areas of greenery with the central green area defined within the existing wetland ecosystem. The green areas are stabilized in the walking distance in the touch with residential areas. The central green area was defined as a protected local area with a buffer zone. Within this block, there are defined the rules that should keep the ecosystem untouched, but still allowing further development of the area as a park.

The climate preservation was established on close analysis of the demographic structure of the city and defining the principles for protection of the most vulnerable groups – elderly persons and children. The protection is based on rainwater management and entrapping rainwater in the area by defining minimal quota of the penetrable surface on each building lot. Together with the green areas within the walking distance, it should act as protection against heat (and sudden temperature changes), wind and storm rainfall.

The urban design preservation was defined as height limits and advertising zones with defined types of advertising buildings with specific restrictions for Spisska Sobota conservation area and its protection zone. The aim was to define the city skyline, significant points and the economically prosperous city image. The inner-city urban design suffers mostly from uncoordinated development of advertising facilities, which lower the aesthetic value of inner urban spaces.

6. Conclusions
The purpose of this paper was to give an overview of preliminary results of the BhENEFIT project applied under specifics of Slovak spatial planning system. HBA strategy was described as a tool for integrative governance system within the CE region. The proposed application of this integrative strategy was summarised for the city of Poprad. Spatial planning itself was described as a complex mechanism with a wide range of methods, tools and instruments. One of the targets was to explore in more detail the land-use planning in order to present the complexity of the system where management of subsequent tasks plays an important role for the future success of the passed land-use plan. The strength of the land-use plan resides in its mandatory part which is legally binding in the area of interest. This was presented in the complex list of passed protective regulations in the land-use plan of the city of Poprad.

Under the BhENEFIT project, monitoring is perceived as one of the main mechanisms for successful operation and implementation of the HBA management strategy. The forthcoming challenge is to achieve excessive engagement of stakeholders, including professionals, as well as public, in order to obtain higher efficiency of monitoring. It is essential to have monitoring integration throughout all stages of any type of a project or strategy.

The main aim for the future, with regard to the land-use plan of Poprad, is to monitor the effect of the regulative under the broader scope of spatial planning. It is crucial to compare it with the newest scientific research in the field of spatial planning and confront with the public and political priorities.
The constraint of such confrontation can be dangerous if viewed in a long-term development perspective, due to the usually short-term aims and priorities of interested stakeholders.

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