



Regional Development  
Centre of Koper

*RDA South Primorska*



PRIORITY  
ACTIONS  
PROGRAMME



REPUBLIC OF SLOVENIA  
MINISTRY OF THE  
ENVIRONMENT AND  
SPATIAL PLANNING

## MAP CAMP Slovenia

# Regional Plan for the Spatial Development of South Primorska

Phase 1 Interim Report



*Prostorsko načrtovanje,  
projektiranje in varstvo  
okolja Novo mesto, d.o.o.*

November 2004



Občina Piran



Občina Izola



Mestna občina  
Koper



Občina  
Hrpelje-Kozina



OBČINA  
DIVAČA



OBČINA  
SEŽANA



Občina Ilirska  
Bistrica



Občina Komen

Name of task: **Regional Plan for the Spatial Development of South Primorska**

Stage: 1<sup>st</sup> stage

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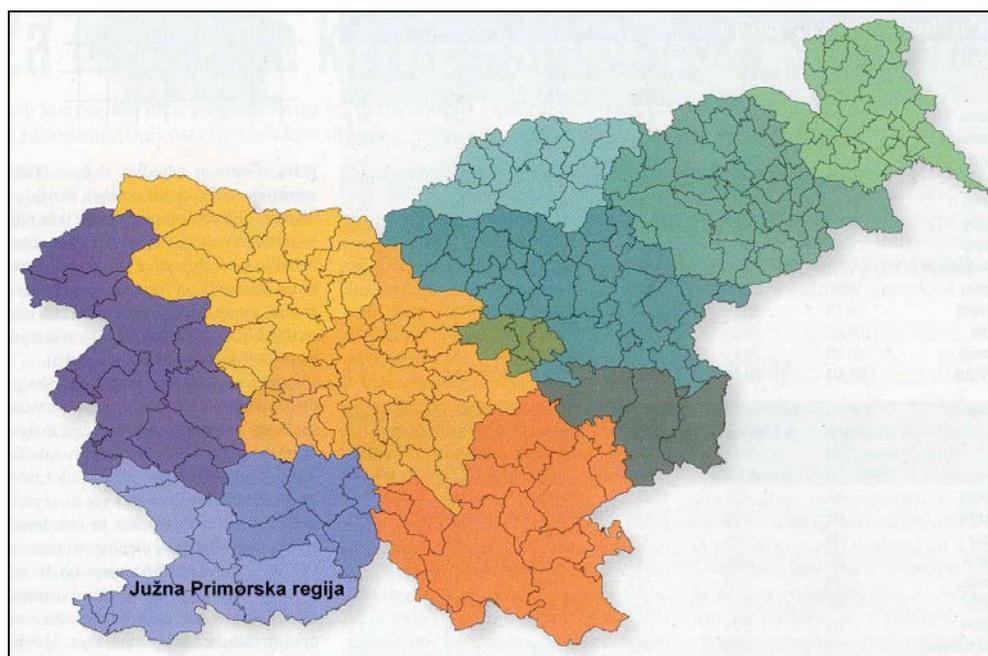
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## 1 Introduction

The Regional Plan for the Spatial Development (RPSD) for South Primorska encompasses the municipalities of Komen, Sežana, Divača, Hrpelje/Kozina, Izola, Piran and Ilirska Bistrica, as well as the City of Koper. In accordance with the spatial legislation in force, it is being drafted as a partnership act between the state and municipalities, i.e. as a long-term determination of the comprehensive and harmonised spatial development of the region. In addition to the legal premises in force, the plan will also take into account, wherever expedient, the expert material already prepared, the existing planning acts of municipalities, strategies and the regional development programme, and the Regional Development Strategy of the Republic of Slovenia.

The drafting of the regional spatial development plan was established as one of the priority tasks when the Regional Development Plan for South Primorska 2002–2006 (Koper RDC, 2002), which was drafted pursuant to the Promotion of Balanced Regional Development Act, was being drafted; in 2002 it was formally adopted by all municipal councils in the region. It was established that the adoption of this spatial act was required for the spatial establishment of projects from the implementational part of the regional development programme and that space has to be treated as a restrictive and at the same time developmental factor in the economic and social activities of the region.

In the drafting of the RPSD the existing situation, problems, aspirations and development opportunities in the region will be taken into account. The main spatial characteristic of the region is its lack of homogeneity in terms of regional opportunities; these differ widely from area to area within the region and are the result of natural features and manmade conditions. South Primorska is made up of three functionally integral areas: Slovenian Istria, the Karst and the area covered by the Ilirska Bistrica municipality. Koper is the regional centre, but not all inhabitants of the region gravitate towards it. There are great disparities between the levels of development in the coastal part of the region and in the Karst hinterland. The coastal area (particularly Koper and Piran) exceeds the Slovenian average according to many indicators, while the Karst hinterland is below this average, with only the municipality of Sežana exceeding the average in this part of the region. In development terms, the municipality of Ilirska Bistrica is particularly deficient.



Map1: Region of South Primorska in relation to other regions in Slovenia

***Subject:***

The subject of the regional plan is the drafting of guidelines for the comprehensive and harmonised spatial development of the region, of spatial regulations of significance for the country and the region, and of regulations that the state and municipalities agree to plan together. The main emphasis is on resolving the most significant spatial problems in the region and on regulating the coastal belt in greater detail.

In addition to the spatial development plan for the entire region, the RPSD will also include a detailed plan for the spatial regulation of the coastal belt, with spatial regulation solutions being drafted in a separate project.

***Objectives and purpose of the drafting of the RPSD:***

The objective of the RPSD is to determine the long-term development of South Primorska in such a way as to enable the accelerated development of the region in relation to the more developed regions of the Republic of Slovenia, secure the polycentric development of the network of towns, cities and other settlements in the region, plan transport and other infrastructure in the region in a more efficient way, and reduce the developmental disparities and other spatial problems that exist in the region today.

Along with the drafting of the RPSD as the central spatial act for South Primorska, the cooperation of local communities in directing spatial development, setting priorities in the region and promoting and enforcing the objectives of sustainable development should be strengthened.

The key objectives to be achieved in the drafting of the RPSD are:

- to formulate a vision and plan for the spatial development of the region;
- to formulate a (sub-)regional plan for the positioning of selected activities within the area concerned;
- to formulate a plan for more detailed regulation of the coastal belt;
- to draft guidelines for spatial development that will form a basis for information and analysis and a set of premises for municipal spatial acts (strategies for the spatial development of municipalities, inter-municipal location plans) and for national location plans;
- to lay down a programme of measures for the implementation of regional plans;
- to strengthen regional cooperation in determining spatial development and regulation;
- to publicise issues relating to sustainable spatial development and regulation.

The purpose of the regional spatial development plan is to lay down guidelines for the long-term spatial development of the entire South Primorska region. It will determine spatial regulation of regional importance: spatial regulation of national importance, spatial regulation of national and municipal importance, and spatial regulation of local importance that goes beyond importance to a single municipality.

This RPSD will not replace the spatial development strategies of individual municipalities or parts thereof; indeed, the RPSD will constitute an important point of departure for the drafting of such strategies and of (inter-)municipal location plans.

***Points of departure:***

In the planning of the future spatial development of South Primorska, the legislation in force in the area of spatial regulation and the findings made regarding the most significant problems in development of the region to date will constitute an important point of departure. In addition to this, newly established international links, the rapid development of the market economy, the

changed socio-economic, social and legal conditions, and the existing local government system will all be taken into account.

The basic **legal premises** for the drafting of this RPSD are:

- the Spatial Planning Act (*Official Gazette of the RS*, 110/02);
- Rules on the Detailed Content, Format and Method for the Drawing-up of Regional Spatial Development Plans and on the Relevant Background Documents (*Official Gazette of the RS*, 24/04);
- the Spatial Development Strategy of Slovenia (*Official Gazette of the RS*, 76/04);
- the Regional Development Programme for South Primorska 2002–2006 (Koper RDC, 2002);
- international points of departure contained in documents to which Slovenia is a signatory.

The most important **fundamental problems** in the area of spatial development are:

- the disproportionate development of the region and an inadequate balance between the countryside and urban areas;
- weak urban centres compared to those across the Italian border;
- the concentration of inhabitants and activities in the most vulnerable areas;
- lack of adequate access, disproportionate growth in traffic;
- environmental pollution and spatial degradation;
- loss of identity;
- the sea as the site of differing interests and activities;
- out-of-date municipal plans no longer an effective instrument for sustainable development;
- poor spatial regulation hindering socio-economic development;
- formal coordination between sectors and representatives of interests;
- deficient spatial information system;
- abandonment of old centres of settlement;
- a decline in activities in centres;
- growth in the share of elderly and socially less active persons, making comprehensive regeneration difficult;
- lack of comprehensive revitalisation programmes and political support.

#### ***Method of work:***

The drafting of the RPSD takes into account the legislation in force and the strategic guidelines adopted in parts of the region and/or municipalities, and uses existing expert background documents and those studies that will be drawn up as part of the task at hand (in particular a vulnerability study).

- Valid planning acts and strategies for the spatial development of municipalities and individual parts of the region;
- existing data and background documents relating to the situation regarding infrastructural provision and the level to which settlements are adequately equipped, and to the crucial spatial and developmental problems to be sent by municipalities in the region on the basis of specially prepared questionnaires;
- background documents drawn up at the time of the drafting of the Spatial Development Strategy of Slovenia (parts of *Slovenian Space 2020*);
- guidelines for spatial regulators.

The drafting of the RPSD will take place with the active cooperation of municipalities' expert services and clients (Koper RDC and the MESPE/OSD). In order to ensure the most efficient possible cooperation, opinions will be exchanged and compared at workshops, on the basis of working/discussion material prepared in advance.

There will be four working stages in the drafting of the RPSD:

1st stage: preparatory activities (acquisition and review of existing background material and international points of departure, the preparation of extracts from the SDSS and of a more detailed arrangement of the contents of the RPSD);

2nd stage: drafting of background material, situational analyses and analyses of development possibilities (situational spatial analysis, definition of aspirations, needs and development initiatives, a vulnerability study and an analysis of guidelines, and a definition of scenarios, objectives and the vision of spatial development of the region and the coastal belt);

3rd stage: RPSD proposal based on analyses, background material and assessments in the working stages of the planned spatial regulation; a spatial planning conference and public presentation/discussion;

4th stage: positions on remarks made at the public discussion, drawing-up of a supplementary RPSD proposal and the acquisition of opinions of those involved in spatial regulation.

Individual working stages will be implemented with the cooperation of both clients and the working group, and with the involvement of a project group made up of representatives of municipalities and selected persons involved in spatial regulation.

***Contents of the report on the 1st stage:***

During the drafting of the 1st stage of the task at hand, a range of background material and information on the region was acquired and reviewed; the most important international points of departure of importance for the planning of the spatial development of South Primorska were reviewed and summarised. Extracts were made of the SDSS, with an emphasis on those elements important for the South Primorska region, and of the Regional Development Programme for South Primorska 2002–2006. A more detailed arrangement of the entire RPSD for South Primorska was drawn up as content expected to form part of the reports for the 2nd, 3rd and 4th stages.

## **2 International Points of Departure**

Regarding the significance and role of the South Primorska region, the most important international points of departure, which provide the basic standards for ensuring high-quality spatial development in Europe and worldwide, must be taken into account in the planning of the future spatial development of the region.

The following are of key importance:

- Guiding Principles for the Sustainable Spatial Development of the European Continent (CEMAT, 2000);
- European Spatial Development Perspective (ESDP, 1999);
- Ljubljana Declaration on the Territorial Dimension of Sustainable Development (CEMAT, 2003);
- European Landscape Convention (2000, ratified 2003);
- Agenda 21 – World Conference on Environment and Development (Rio de Janeiro 1992, Johannesburg 2002);
- Istanbul Declaration, Agenda Habitat, Declaration of the World Assembly of Cities and Local Authorities (Istanbul 1996);
- Convention on Wetlands of International Importance (Ramsar convention, adopted 1971, ratified 1991);
- Convention on the Protection of the Marine Environment and Coastal Region of the Mediterranean (Barcelona convention, 1976, ratified 2002);
- MAP – Mediterranean Action Plan and CAMP projects;
- Convention on Biological Diversity (Rio de Janeiro, 1992, ratified May 1996);
- Natura 2000;
- Convention on the Protection of the Architectural Heritage of Europe (Granada, 1985);
- Common Agricultural Policy (CAP);
- Agenda 2000;
- Trans European Networks (TEN).

### **2.1 Guiding Principles for the Sustainable Spatial Development of the European Continent (2000)**

This document emphasises that the diverse continent of Europe contains areas which, on account of their geographical, environmental and developmental features, need to be subject to special objectives regarding careful, sustainable spatial planning: urban areas, rural areas, mountain areas, coastal areas, islands, river basins, floodplains, rehabilitation areas and border areas. Among the principles of sustainable spatial policy for the entire continent of Europe, the document states that the following should be promoted and encouraged:

- the harmonised socio-economic development of regions and the enhancement of competitive opportunities;
- the development of urban functions, improvements in the ratio between urban areas and the countryside, and the provision of equal access;
- access to information and knowledge;
- a reduction in harmful influences on the environment;
- the enlargement and protection of natural resources and natural heritage (water, agriculture, forestry, ecological networks, protected areas, ecologically sensitive areas, landscapes);
- enlargement of the stocks of cultural heritage as a development factor;
- the development of energy sources and, alongside this, the provision of safe functioning (renewable resources, nuclear power stations);
- high-quality, sustainable tourism;

- limiting of and reduction in the effects of natural disasters.

Among the spatial and developmental measures for individual European regions contained in the Guiding Principles are:

- *cultural landscapes*: their inclusion in spatial development policies and education programmes, and securing the protection, management and regulation of landscapes;
- *urban areas*: monitoring of the expansion of urban areas, the careful management of urban ecosystems, the development of efficient public transport, the preservation and enlargement of cultural heritage, and the development of urban areas;
- *agricultural areas*: the independent development of rural areas as places to live is achieved by protecting and improving endogenous resources, diversifying the economic base, promoting access to these areas and the opportunities for small and medium-sized enterprises, improving the marketing of regional initiatives and enhancing the attractiveness of living in rural areas;
- *coastal areas*: the increase in development opportunities alongside protection of the environment and heritage; improvements to links with the coastal hinterland;
- *border regions*: the development of cross-border cooperation in the development of transport and other infrastructure, and the provision and development of areas of settlement for ethnic groups.

## 2.2 European Spatial Development Perspective (ESDP, 1999)

In May 1999, the informal council of ministers responsible for spatial planning from the EU member states of that time adopted the European Spatial Development Perspective (ESDP). Common objectives and a common concept of future spatial development in the EU area were adopted on the basis of this document.

The ESDP is not a legally binding document but merely a political framework for better cooperation between sectoral policies, states, regions and cities.

The basic purpose of spatial development policies is to operate within the context of balanced and sustainable development in the EU. The basic objectives of European spatial policy, which should be achieved in a uniform manner across all regions of the EU, are:

- economic and social cohesion;
- the preservation of natural resources and cultural heritage;
- more balanced competition within Europe.

They are shown symbolically below in a pyramid of objectives for balanced and sustainable spatial development.



The aim is for all regions of the EU to work towards this objective at the same time and to take into account the interaction of the above elements at the national, regional and local levels.

Spatial development policies encourage sustainable development through the balanced construction of residential environments. This is the basis of *three sectoral policies or guidelines for the spatial development of the EU*:

1. the development of a balanced and polycentric system of towns and cities and the strengthening of partnership between urban and rural areas, including the superseding of the obsolete dualism between town and country;
2. the provision of equal access to infrastructure and knowledge (promotion of the concepts of integrated transport and communications, which support polycentric development and for which regionally adopted solutions must be found);
3. the prudent management and protection of nature and cultural heritage, which contributes to the preservation and deepening of regional identity and to the maintenance of natural and cultural diversity in this period of globalisation.

The first objective also includes efforts to make *cities and urban regions* dynamic, attractive and competitive, which can be achieved by means of the following:

- monitoring of the physical expansion of towns and cities;
- a mix of functions and social groups (especially in the larger towns and cities);
- prudent management of urban ecosystems and the saving of natural resources;
- better access to different types of transport (efficient and environment-friendly);
- the preservation and development of nature and cultural heritage.

The following in particular must be carried out in order to achieve better *ratio between urban and rural areas*:

- the maintenance of a basic supply of services and public transport in small and medium-sized towns in rural areas;
- the promotion of cooperation between town and countryside (strengthening the functional region);
- the inclusion of rural areas that surround large towns in the spatial development strategies of urban regions, where special attention should be focused on quality of life in urban environments;
- the promotion and support of cooperation between small and medium-sized towns;
- the promotion of an enterprise network encompassing small and medium-sized enterprises in towns, cities and rural areas.

One of the more difficult tasks in relation to the spatial development of the EU is the harmonisation of the objectives of development, balance and protection in such a diverse area. A decision needs to be made as to how much emphasis should be given to the set objectives and their interconnectedness with regard to the local situation, which is the sole method of achieving balanced and sustainable development in the EU.

The points of departure of the ESDP stress that spatial development can play an important role in the preservation and sustainable use of biodiversity in the whole area in question, at the local and regional levels.

European cultural heritage expresses identity and has world importance. Strict protective measures can cover only a small part of heritage. Natural and cultural heritage are economic factors that are becoming more and more important at the regional level. Various environmentally sensitive areas (mountain areas, wetlands, coastal areas, islands), in addition to existing protected areas, also have a high degree of biodiversity that cannot be protected with

a protection regime alone. It is possible, after an assessment, to assign economic uses to less vulnerable areas and at the same time preserve their ecological significance. In this way, new development possibilities can be opened up for individual regions. Protective legislation and restrictions on development must not have negative effects on the living conditions of inhabitants; this can be achieved by means of an appropriate tax policy. Individual regions can thus create their own development opportunities at the same time as they protect their natural heritage. Protected and at-risk areas must be treated as an integral part of the urban environment and the countryside. Spatial planning can play a decisive role here. The common feature of many European regions is the continuous development they undergo. Only a small number of areas need be protected as special examples of historical, cultural landscapes; for many regions in Europe, individual creative policies relating to landscape regulation need to be put in place (protection of the most valuable landscapes, placement of the protection of cultural landscapes within an integrated spatial development strategy, the rehabilitation of degraded landscapes).

### **2.3 Ljubljana Declaration on the Territorial Dimension of Sustainable Development (13th CEMAT, Ljubljana 2003)**

At the 13th meeting of the European conference of ministers responsible for spatial regulation, held in Ljubljana in September 2003, ministers responsible for regional planning from the member states of the Council of Europe (CEMAT) adopted the Ljubljana Declaration, which among other things emphasises that:

Sustainable development is not just an environmental issue. Three aspects of sustainable development have been agreed upon: economic sustainability, environmental sustainability and social sustainability. The first implies economic growth and development, the second includes ecosystem integrity and attention to carrying capacity and biodiversity, whilst the latter includes values such as equity, empowerment, accessibility and participation. In addition to these three components, the Guiding Principles for Sustainable Spatial Development of the European Continent introduced a fourth dimension: that of cultural sustainability.

Territory is a complex system, comprising not only urbanised, rural and other spaces, e.g. industrial land, but nature as a whole and the environment surrounding mankind. It is the bearing ground and indispensable framework of human dwelling and activity, and therefore the basis of sustainable development.

To manage adequately the major challenges for sustainable spatial development of the European Continent, relevant policies must be further improved, in order to:

- reduce disparities, particularly through a more balanced and effective territorial location of activities, infrastructure and services in order to improve their accessibility;
- support the balanced polycentric development of the European Continent and the formation of functional urban regions, including the networks of small and medium-sized towns and of rural settlements;
- provide measures for the revitalisation of declining settlements and for the redevelopment of brownfield sites in order to contain land consumption, to reduce social deprivation and unemployment and to improve the quality of urban life;
- increase the efficiency of transport and energy networks and minimise their adverse impacts, particularly through the fostering of public passenger transport and multi-modal solutions of cargo flows;

- prevent and reduce the potential damages of natural hazards, particularly by making settlement patterns and structure less vulnerable;
- protect and improve the natural and the built environment, particularly where already polluted or degraded or under threat of becoming such;
- reduce the intensification, industrialisation and the dependence upon chemistry of agricultural practice, and through spatial development policy allowing for diversified economic activity create new market opportunities for rural populations;
- achieve a balance between preserving the existing cultural heritage, attracting new investments and supporting existing living and working communities in urban and rural areas;
- increase public participation in spatial development approaches and in conceiving and implementing spatial development policies.

But in order to achieve sustainability, spatial development policies should reach a substantially stronger transsectoral dimension. The spatial development approach involves co-operation of various sectors of activity, various levels of authorities, and various stakeholders. Therefore it is an important policy implementation tool, providing widely acceptable solutions. It allows for all public policies with territorial impacts to be scrutinised and assessed so as to strengthen and increase their synergies and the sustainability of their outcomes. But sectoral policies should fully integrate the dimension of sustainability themselves, particularly the central ones, e.g.: transport, energy, agricultural and other.

Territorial impacts of development are wider than national, regional, local or any other administratively determined borders. Therefore transeuropean co-operation in the field of spatial planning, involving all levels of authorities, is indispensable and should be widely enhanced.

Effective spatial development requires active participation and adaptation based on regional differences and local needs. The regional level of government strengthens development initiatives, and optimises their results through interregional co-operation. Within the framework of their tasks, local authorities can co-operate with each other, with authorities from their own country and, if the Law allows, with those from other States. For matters which concern them, but which do not fall within their realm of power or responsibility, local and regional authorities should be involved or consulted as far as possible when decisions are taken.

Spatial development policies and spatial planning provide important tools for local and regional authorities. The interaction of political bodies, organs and parties, non-government organisations, professional and other unions and citizens in spatial development decision-making constitutes an important factor of local and regional democracy. Local and regional authorities have competence in spatial planning and spatial development policy at their scale, they can have an important role in transeuropean co-operation and can be very efficient in the implementation of spatial development policy at local and regional level.

## **2.4 European Landscape Convention (Florence, 2000)**

The European Landscape Convention was ratified by Slovenia in July 2003 (*Official Gazette of the RS*, 19/03). With this document the European landscape was recognised as an important part of the public interest in the cultural, ecological, environmental and social arenas, and is at the same time a beneficial source of economic activity whose protection, management and planning can contribute to the creation of jobs.

By signing the agreement, member states of the Council of Europe express their desire for sustainable development based on a balanced and harmonious relationship between social needs, business and the environment, realising that landscape contributes to the formation of local cultures and that it is a fundamental component of the natural and cultural heritage of Europe, which in turn contributes to human wellbeing and the strengthening of European recognisability. By signing the convention, the member states recognise that landscape is, for people everywhere, an important factor in their quality of life: in urban environments and the countryside, in degraded areas as well as areas of high quality, in areas recognised as extremely beautiful and those of a more workaday nature. They realise that the development of agriculture, forestry, industrial manufacturing, mining, regional planning, town planning, transport, infrastructure, tourism, recreation and wider changes to global business frequently hasten changes to landscapes; enforcement of the provisions of this convention signals a desire to control these processes. In the conviction that landscape is a crucial component of human and social wellbeing, and that its protection, management and planning are the right and duty of everyone, the signatories express a desire to meet public interest in being able to enjoy high-quality landscapes and play an active role in landscape development.

The convention recognises that the quality and variety of European landscapes are recognised as a common resource whose protection, management and planning require joint efforts. These take into account valid legal documents at the international level relating to the protection and management of natural and cultural heritage, regional and spatial planning, local government and cross-border cooperation.

By signing the European Landscape Convention, the member states have expressed a desire to provide a new instrument aimed exclusively at protecting, managing and planning all landscapes in Europe.

The entry into force of the European Landscape Convention demonstrates that concern for landscape is increasing in Europe and is helping to launch a series of efforts and operations towards improving the state of landscapes and causing as few changes to them as possible. The European Landscape Convention requires signatory states to ensure suitable measures for evaluating and preserving landscapes throughout the whole of their territory, where implementation of the convention must be arranged such that it accords with the administrative arrangements and policies of individual countries.

The European Landscape Convention makes reference, among other things, to general measures which each signatory binds itself to undertake:

- a) to recognise landscape in law as being a basic component of the human environment, an expression of the diversity of the common cultural and natural heritage of people, and the basis of their identity;
- b) to formulate and carry out landscape policy whose objectives are to protect, manage and plan landscapes by adopting the special measures stated in Article 6;
- c) to determine procedures for the participation of the public, local and regional communities and other interested parties in setting and carrying out the landscape policy stated in paragraph *b* above;
- d) to include landscape in its regional and town planning policies and in its cultural, environment-protection, agricultural, social and economic policies, as well as in other policies that can have a direct or indirect effect on landscape.

The convention also mentions a number of special measures that each signatory binds itself to undertake:

- a) *Awareness-raising*: to raise awareness in civil society, private organisations and public bodies of the values and role of landscapes and the changes they are undergoing.
- b) *Education and upbringing*: to promote:
- the education and training of professionals in the landscape evaluation and the performance of tasks;
  - multidisciplinary training and education programmes in the areas of landscape-related policy, protection, management and planning aimed at professionals in the private and public sectors, and appropriate forms of association for these professionals;
  - programmes in schools and universities, organised into appropriate thematic areas, that deal with the values that we attribute to landscape and issues linked with the protection, management and planning of landscape.
- c) *Recognition and evaluation*:
- to recognise its landscapes throughout the whole of its territory; to analyse the characteristics of these landscapes and the pressures and burdens that change them, and to monitor these changes;
  - to evaluate landscapes by taking into account the special values that interested parties and the population ascribe to them.
- Signatories will conduct recognition and evaluation procedures on the basis of exchanges of experiences and methodologies organised at the European level.
- d) *Landscape quality objectives*: to set quality objectives for recognised and evaluated landscapes, after public consultation.
- e) *Implementation*: to introduce instruments whose objective is the protection, management and/or planning of landscapes, through which landscape policy will be enforced.

## **2.5 Agenda 21 – World Conference on Environment and Development (Rio de Janeiro 1992, Johannesburg 2002)**

Agenda 21 is a programme of measures for realising the principles and agreements adopted at the United Nations Conference on Environment and Development that took place in Rio de Janeiro in 1992 (the so-called summit meeting). The document was conceived as a plan for the enforcement of socially, economically and environmentally sustainable development, i.e. development that satisfies current needs without threatening the opportunity of future generations to satisfy their needs (Agenda for Change..., 1995, page 7).

Agenda for Change... (1995) gave the basic emphases for individual elements of the documents adopted at Rio. One of the chapters is also devoted to the sustainable settlement. It worked on the assumption that half the world's population would be living in cities by 2000.

The basic guidelines for achieving the sustainable development of cities (at the global level) are:

- that the poor, homeless and unemployed be given access to land, loans and building materials;
- that people must be given the opportunity to secure property rights;
- that settlements of illegal construction and areas of poverty must should be suitably equipped so as to alleviate the problem of a shortage of urban housing;
- that all urban areas must have basic utilities (clean water, sanitation, waste collection, etc.);
- priority should be given in construction to local materials, energy-saving construction, building materials that do not harm health, and work-intensive technologies;
- energy-saving should be encouraged and renewable energy sources introduced;
- the use of mass public transport should be promoted, pavements and cycle paths kept in good order and motor vehicle use reduced;

- urban poverty must be reduced;
- living conditions in rural areas must be improved so as to reduce migration to large cities and the growth of medium-sized cities encouraged;
- the expansion of cities to agricultural land and ecologically sensitive areas should be prevented;
- settlements should be planned at locations and using materials that reduce the risk of damage from natural disasters.

The objectives and tasks of Slovenia towards sustainable development have been set out in the non-governmental organisations' project **Agenda 21 for Slovenia**. Three objectives have been set for cities and settlements: high quality of life, partnership and a harmonious relationship between town and country, and cities and settlements that are in harmony with the natural environment.

The following tasks have been set:

- to develop transport technologies that give priority to public transport, cyclists and pedestrians;
- to renew existing housing stocks and encourage mixed functions and homeworking;
- to respect regional landscape architecture traditions;
- to link to other cities at home and abroad where sustainable development principles are being enforced.

Real solutions are possible only on the basis of a comprehensive overview of the issues facing cities and settlements.

## **2.6 Istanbul Declaration, Agenda Habitat, Declaration of the World Assembly of Cities and Local Authorities**

The Istanbul Declaration, Agenda Habitat and the Declaration of the World Assembly of Cities and Local Authorities are basic documents of the Second United Nations Conference on Human Settlements that took place in 1996 in Istanbul. The documents constitute additions to and a continuation of the orientations of Agenda 21 and other documents from Rio de Janeiro within the context of efforts towards the sustainable development of human settlements. The purpose of the conference was to discuss two themes of global importance: "adequate housing for all" and "sustainable development of human settlements in an urbanising world".

The opening address points out that one of the basic problems in Slovenia facing the sustainable development of settlements and the countryside is precisely the structure of settlements, accessibility for transport and the level of utilities (particularly drinking water supply).

**The Istanbul Declaration** obliges the conference participants to support implementation of the objectives, principles and recommendations contained in Agenda Habitat.

**Agenda Habitat** is made up of three sections: objectives and principles, obligations, and the global operations programme/strategies of implementation.

It is emphasised in the objectives and principles that sustainable development is indispensable to the development of human settlements. It takes into account the needs for economic growth, social development and environmental protection to their fullest extent. The sustainable development of settlements requires balanced geographical (and other) distribution, supports

economic and social development, health and education, and preserves biological and cultural diversity, the quality of air, water, forests, vegetation and soil according to standards that enable the preservation of human life and the prosperity of future generations.

In the obligations section, "adequate housing for all" and "sustainability of human settlements" are seen of primary importance for the spatial development of settlements.

The following objectives, among others, have been set for attainment of the first obligation:

- ensuring that housing policies and strategies are in place;
- protecting the right to housing or ownership in law;
- promoting appropriate funding for housing;
- encouraging locally obtainable, adequate, affordable and safe construction materials and technologies;
- facilitating access for disabled people;
- increasing the amount of affordable housing;
- improving existing housing, etc.

The primary objectives regarding sustainable human settlements are:

- to create an environment that enables economic and social development as well as protection of the environment;
- to link urban planning with housing and transport issues;
- to equip all settlements to an adequate level;
- to recognise and strengthen the informal and private sector;
- to encourage improved conditions in illegal settlements as an immediate measure to combat the housing shortage in cities;
- to encourage the formulation of geographically balanced settlement structures;
- to reduce urban pollution;
- to stimulate dialogue between private, public and non-governmental organisations;
- to improve access to and within cities;
- to encourage the best possible use of land;
- to integrate demographic issues into settlement development policies;
- to encourage renewed development of once thriving land (restoration of land);
- to maintain and strengthen the vitality of rural areas.

**The Declaration of the World Assembly of Cities and Local Authorities** contains findings, declarations, obligations and appeals from those taking part in the World Assembly of Cities and Local Authorities. The most important emphases relating to the regulation of settlements are:

- care must be taken to ensure that cities encourage rather than impoverish rural areas, which requires greater awareness of the links between urban and rural areas;
- sustainable development must be planned in advance and realised at the local level;
- a policy of decentralisation is of central importance in the establishment of sustainable development and must acknowledge the strategic role of local communities in the expression and mobilisation of local power;
- links between all cities and settlements must be increased.

## **2.7 Convention on Wetlands of International Importance (Ramsar Convention adopted 1971, ratified 1991)**

The convention defines a wetland as marsh, fen, peatland or water, whether natural or artificial, permanent or temporary, with water that is static or flowing, fresh, brackish or salt, including

areas of marine water the depth of which at low tide does not exceed six metres and enables the inclusion of wetlands on the List of Wetlands of International Importance. According to Article 4 of the convention, the signatories are obliged to promote the conservation of wetlands and waterfowl by establishing nature reserves on wetlands. They must designate at least one wetland of international importance to be included in the list, draw up an inventory of wetlands and plan the wise use of their wetlands.

## **2.8 Convention on the Protection of the Marine Environment and Coastal Region of the Mediterranean (Barcelona convention, 1976, ratified 2002) and MAP (Mediterranean Action Plan) and CAMP projects**

The Convention on Protection of the Mediterranean against Pollution (Barcelona convention) was adopted in January 1976 in Barcelona at the Conference of Plenipotentiaries of Mediterranean Coastal Countries on Protection of the Mediterranean Sea. It entered into force in February 1978. The original convention was modified by amendments adopted in June 1995 in Barcelona at the Conference of Plenipotentiaries for the Convention on Protection of the Mediterranean against Pollution and its Protocols. The amended and supplemented convention was renamed the Convention on the Protection of the Marine Environment and Coastal Region of the Mediterranean. It was ratified by Slovenia in 2002.

The aim of the Barcelona convention is to reduce pollution of the Mediterranean and preserve biodiversity in the region. The convention determines actions that must be performed to protect the Mediterranean environment. The six protocols to the convention lay down in detail the direction to be taken by the measures in order to achieve the convention's objective.

At the initiative of the United Nations Environment Programme (UNEP), representatives of all Mediterranean coastal countries (with the exception of Syria and Albania) and the EU gathered in Barcelona in 1995 with the aim of establishing the Mediterranean Action Plan (MAP) to halt the rapid deterioration of the Mediterranean.

Amendments to the Barcelona convention were adopted in 1995 to address the principle of prudence. Among other things the amendments expanded the area of measures from the sea itself to its area of influence on land. The rearranged structure of the MAP and the convention is today known as MAP Stage II. The MAP is conducted by the coordinating unit in Athens (MEDU), made up of the Mediterranean Commission on Sustainable Development (MCSD), the Programme for the Assessment and Control of Pollution in the Mediterranean Region (MEDPOL), six regional centres for priority activities and the coastal heritage protection programme. The convention has been signed by 20 states and the EU.

In 2002 Slovenia ratified the amended Convention and Protocol for the Prevention of Pollution of the Mediterranean Sea by Dumping from Ships and Aircraft, the Protocol Concerning Cooperation in Combating Pollution of the Mediterranean Sea by Oil and Other Harmful Substances in Cases of Emergency, and the Protocol Concerning Specially Protected Areas and Biological Diversity in the Mediterranean (UL MP RS, 26/2002). Slovenia is not a signatory to and has not ratified the Protocol for the Protection of the Mediterranean Sea Against Pollution Resulting from Exploration and Exploitation of the Continental Shelf and the Seabed and its Subsoil (Offshore Protocol) or the Protocol on the Prevention of Pollution of the Mediterranean Sea by Transboundary Movements of Hazardous Wastes and their Disposal (Hazardous Waste Protocol).

The MAP has defined the integrated management of coastal areas as one of its priorities. The integrated management of coastal areas is an ongoing process of resource management for the

sustainable development of coastal areas. It is a process directed towards achievement of the objectives of sustainable development in coastal areas within the context of the physical, social and economic environment and of the permanent legal, financial and administrative circumstances. It should not replace sectoral planning but define links between different sectoral initiatives in order to achieve more integrated objectives and aims.

A number of CAMPs (Coastal Area Management Programmes) have been carried out (in Croatia, Syria, Israel, Greece, Turkey, Albania, Tunisia, Malta, Lebanon, Algeria and Egypt, with programmes underway or planned in Lebanon, Morocco and Slovenia). CAMP projects are directed towards the implementation of practical tasks, with the use of integrated management of coastal areas as the chief tool.

The objectives of CAMP projects are:

- to develop strategies and procedures for sustainable development;
- to make use of suitable methods and tools;
- to train key participants at the local, national and regional levels;
- to widen the integrated spatial management approach.

CAMP Slovenia is a project carried out jointly by the MAP, the Republic of Slovenia and those municipalities that have drafted and adopted the RDP for South Primorska. The drafting of the RPSD for South Primorska is one of the tasks forming part of CAMP Slovenia.

## **2.9 Convention on Biological Diversity (Rio de Janeiro, 1992, ratified May 1996)**

According to the convention the term biodiversity means the diversity of living organisms of all sources, which includes land, marine and other ecosystems and ecological complexes of which they are a part; this includes diversity within and between species and the diversity of ecosystems. In accordance with their special conditions and capacities, each signatory to the Convention shall:

- a) develop national strategies, plans and programmes for the preservation and sustainable use of biodiversity, or adapt existing plans or programmes that include measures laid down in the convention;
- b) link the preservation and sustainable use of biodiversity, when it is possible and proper to do so, within appropriate sectoral or inter-sectoral plans, programmes and guidelines. The Convention emphasises the need to include ecological and landscape variety in sectors by means of planning procedures.

The convention provides for protection *in situ* (system of protected areas) and preservation *ex situ* (botanical gardens, etc.). The convention binds the signatories to ensuring the sustainable use of the constituent elements of biodiversity so that it protects and promotes customary use of biotic resources in accordance with traditional cultural customs, and supports the local population during the development and rehabilitation of degraded areas in which biodiversity has been diminished.

## **2.10 Natura 2000**

The Natura 2000 network is made up of Special Areas of Conservation (SAC) proceeding from FFH directives and Special Protected Areas (SPA) from the Directive on the Protection of Birds. In Slovenia, areas designated according to Natura 2000 are called special protected areas. The Decree on Special Protected Areas (Natura 2000) (*Official Gazette of the RS*, 49/04)

determines these areas and the protection objectives within them, and the guidelines for achieving a good level of protection of free-living plant and animal species, their habitats and habitat types whose conservation is in the interests of the European Union. The decree also lays down rules of conduct for the conservation of these areas.

### **2.11 Convention on the Protection of the Architectural Heritage of Europe (Granada, 1985)**

This convention is the basic document for the comprehensive protection of cultural heritage in Europe. It places special emphasis on the importance of and responsibility for regulating the environment in heritage preservation. As dealt with and defined by the convention, built heritage covers settlements and open areas and most cultural heritage, including built archaeological heritage. It defines the preservation of heritage as an important factor in a better living environment and determines the lowest level of protection required to prevent the damage, ruin or destruction of protected elements, stating that:

- the preservation of heritage is a basic objective of town and landscape planning;
- measures for the general improvement of environmental quality within the vicinity of heritage, in settlements and other protected areas, must be planned;
- protection requirements must be introduced at all levels, from the drafting of plans to the issuing of permits;
- the reintroduction of traditional materials and techniques should be ensured.

Its key contribution is the comprehensive approach it takes to the protection of built and settlement heritage.

The chief method of implementing comprehensive protection is strategic planning (more especially its spatial elements, from planning to permits for interventions and encroachments); requirements for the planning of renovation and maintenance, protection in monument catchment areas, protection of non-heritage elements; and cooperation.

### **2.12 Common Agricultural Policy (CAP, 1992)**

The European Union Common Agricultural Policy (CAP, 1992) is a document that determines the development course to be taken by European agriculture. It has an important influence on spatial conditions. The CAP contains many spatial elements: measures for the structural area in the narrow sense (defining areas with limited capacities for agricultural production and measures to improve them, agricultural environmental programmes, other structural measures) and measures for the overall development of rural areas.

### **2.13 Agenda 2000**

Agenda 2000 dictates a new policy for the development of agriculture and the countryside. Three strategic objectives are laid down in the chapter on the countryside:

- to strengthen agriculture and forestry. The most important measures include support for the modernisation of farms and the production and marketing of high-quality, high-value agricultural products. In addition, farm yields must be increased by supporting the settlement of young farmers and improving the regulation of early retirement. Forestry has been recognised for the first time as an important factor in rural areas, with the introduction of measures of support where this is expedient;

- to improve the competitiveness of rural areas. The important objectives of these measures include improving the quality of life in rural municipalities and diversity in new activities; this should create alternative sources of income and employment for farmers and their families and for rural municipalities;
- to protect the environment and maintain rural heritage. Environment-friendly production procedures should be supported by means of agricultural environmental measures. These measures are the only binding element in the new generation of rural development programmes and are crucial for acknowledging the multi-purpose role of agriculture. Environmental interests are still emphasised; adjustment payments, which have so far only been made available to farmers in less developed areas, will in the future be made to farmers in areas where there are special environmental restrictions on agriculture.

## 2.14 Trans European Networks (TEN)

The EU has undertaken by agreement to contribute to the organisation and development of Trans-European Networks (TEN) in the areas of **transport**, **telecommunications** and **energy supply**. This decision serves the objective of ensuring the smooth functioning of individual markets, as well as strengthening economic and social cohesion. If the decision is to bear fruit, the integration of national networks must be improved, as should access to networks, especially through the linking of detached, excluded and peripheral areas with central areas.

### Transport systems

The share taken by transport in TEN is crucial to spatial development policies and financial frameworks. It is focused on ensuring a functional and sustainable transport system and contains different transport infrastructure networks, transport regulation systems and positional and navigational systems. The share taken by the construction of transport systems accounts for 80% of the entire TEN budget. It is becoming increasingly clear that growth in transport cannot be managed by expanding the roads infrastructure. Spatial development policy and urban development must have an impact on the conduct of local businesses and local populations so that opportunities for a redirection from road transport to environment-friendly transport systems (local public transport, cycling and walking) are increased. A great many different initiatives should also be adopted in the area of inter-regional transport, especially in terms of redirecting people to rail, river, coastal and marine transport.

Transport system objectives in TEN:

- improving the spatial distribution of people and economic activities in the EU;
- improving the accessibility of peripheral regions;
- avoiding pollution and environmental damage;
- links with third countries.

### *Transport Infrastructure Needs Assessment (TINA)*

The TINA process marked the beginnings of the development of a multi-modal network within EU candidate countries: Estonia, Latvia, Lithuania, the Czech Republic, Slovakia, Hungary, Poland, Slovenia, Romania, Bulgaria and Cyprus. The development of this network should be based on the principles, objectives and criteria put forward in the Guidelines for the Development of TEN in the EU. We can divide the process by which TINA arose into two main stages:

- a definition of the network, where cost estimates play the main role;
- an identification of the investment criteria by which the network will reach the desired level of quality.

The most important precondition for the establishment of the network is the principle that the network is regarded as a possible future expansion of TEN to the enlarged EU. The basic guidelines for the TINA network are:

- to determine the (future) trans-European transport network, which will link national networks, making them inter-operable, and link peripheral regions of the (enlarged) EU with the centre;
- to respect the environment built into in the transport system, which helps to resolve the main environmental problems;
- to encourage the highest possible safety standards;
- to establish links with third countries.

### **Telecommunications systems**

Modern telecommunications technology and services offer the possibility of supporting the development of rural and inaccessible regions. They can help to overcome spatial weaknesses and improve living standards, as well as local conditions for economic activities, with the aid of online work, learning and shopping. The promotion of new innovative telecommunications services is one of the objectives of TEN, with a likely impact on spatial development. Smaller regions with low market potential are at risk of further decline. EU initiatives have been formulated to ensure that universal services may be used at reasonable prices.

The usefulness of IT and communications technologies is not sufficient to establish regional development on its own. The other primary conditions include: the level of qualifications and training or the promotion of public awareness of the potentials of the information society. Despite the advancements made in recent years, spatial disparities in telecommunications still exist.

### **Energy systems**

The presence of TEN in the energy sector has an effect on spatial organisation with the help of two main mechanisms:

- the production and transmission of energy with an impact on land use and the distribution of energy;
- the use of technologies with an impact on territorial organisation.

EU policy is directed towards improvements in competitiveness, increases in the safety of energy stocks and the strengthening of economic and social cohesion. It addresses the two main energy sources, gas and electricity.

Allowing consumers to choose between different forms of energy is one way of improving competition. Cooperation with state producers of energy in central and eastern Europe and the former Soviet Union must be strengthened.

There are two priorities in the use of gas and electricity at the EU level: interconnecting links between electricity networks must be strengthened with the aim of allowing the best possible utilisation of capacities, avoiding overloading and improving stocks for more distant areas; and preparations must be made for the construction of a trans-European pipeline to secure long-term supply.

Energy use in the EU is predicted to rise by 1% annually for the next 10 or 15 years. According to predictions, the greatest increase will be in demand for gas. Energy production in the EU will likely fall by around 30% in the next 30 years; the EU will thus be increasingly dependent on energy from other countries by 2020.

Achieving spatial equality requires that all areas have the opportunity of choosing between different energy sources, which is currently required in many peripheral regions of the EU. The construction of the trans-European gas pipeline will be linked to regional policies, which will support the construction of a network in the most poorly supplied regions. The REGEN programme has been set up to promote the use of natural gas in more poorly developed regions and to add missing links to the European electricity network.

Electricity supply and environmental protection will have a greater impact on the location of new companies and distribution networks than was the case in the past. The share of renewable energy sources in the EU as a whole will probably not exceed 8% by 2005. Renewable energy potentials will have an important share primarily in isolated and peripheral areas where energy stocks are limited and where there is exposure to price fluctuations, particularly for oil, and potential instability is therefore greater.

### **2.15 Key emphases of international documents**

In recent decades a number of international strategic documents have been adopted to deal comprehensively with sustainable spatial development in Europe. Their most spatial important guidelines are:

- sustainable spatial development,
- the establishment of a European ecological network,
- the inclusion of landscapes in spatial policies and preservation of the characteristics of cultural landscapes,
- the preservation of natural and cultural heritage, also as economic categories,
- improvements to management systems for protected areas,
- establishment of the polycentric development of settlements,
- increases in accessibility and mobility through the development of transport networks and public transport,
- improvements to the accessibility of peripheral regions,
- ensuring choice and equal development opportunities,
- cross-border cooperation in the planning of spatial development.

### 3 Extracts from the Spatial Development Strategy of Slovenia

The Spatial Development Strategy of Slovenia (*Official Gazette of the RS*, 76/04), hereinafter referred to as SDSS or the Strategy, is the **basic national document for directing spatial development**. It gives a framework for spatial development throughout the entire country and guidelines for development in Europe, and provides concepts for the regulation, use and protection of space.

The SDSS is the basic strategic spatial act and comprehensive spatial document, and is based on the concept of sustainable spatial development. The SDSS does not contain compulsory points of departure (unlike the previous national plan); its entire contents are binding and guide the planning of spatial development at all other levels.

#### **The SDSS gives the following as the objectives of the spatial development of Slovenia:**

- cost-effective and efficient spatial development,
- the development of polycentric networks of cities and other settlements,
- greater competitiveness of Slovenian cities in Europe,
- high-quality development and attractiveness of cities and other settlements,
- harmonious development of areas with common spatial development characteristics,
- mutual supplementing of functions in rural and urban areas,
- links between infrastructural networks and European infrastructural systems,
- prudent use of natural resources,
- spatial development in line with spatial limitations,
- cultural diversity as the basis national spatial identity,
- nature conservation,
- environmental protection.

The **concept of the spatial development of the country** is defined by means of the following priorities:

- the integration of Slovenia into the European space under equal terms,
- a polycentric urban system and regional spatial development,
- vital and well-managed cities and towns,
- the harmonised development of wider urban areas,
- integrated and harmonised development of transport and settlement networks and the construction of public infrastructure facilities,
- vitality and attractiveness of rural areas,
- enhancing the recognisability of valuable natural and cultural landscape characteristics,
- spatial development in areas with special potentials and problems.

The following elements, which directly relate to the South Primorska region, are stated within the context of these priorities:

Area 1: To resolve common issues, the creation of development programmes and projects is also encouraged in other regions along the border with Austria, Italy and Hungary, and particularly along the European Union's border, i.e. at the border with Croatia.

Accelerated spatial development of Slovenian territory in the gravitational areas of large neighbouring cities (Trieste, Zagreb, Gorizia, Graz, Rijeka) is promoted in order to ensure the competitiveness of Slovenian regions compared to its neighbouring regions through planning efficient networks of cities, economic zones, tourist centres and other activities.

Area 2: Priority shall be given to the development of the towns into centres of national significance, among them the conurbation of Koper, Izola and Piran, so that:

- at the national and international level, Koper is developed into an important national freight transport node and seaport. As a coastal conurbation including Piran and Izola, Koper shall develop the functions of a centre of national significance, and at the international level, it shall form links with the neighbouring regions in Italy and Croatia;
- the city of Koper is developed into a centre of significance owing to its role, size and location;
- among the centres of regional significance, priority is given to the development of towns and other urban settlements, among them Ilirska Bistrica and Sežana.

Area 4: Due to their size, population pressures, universal issues and/or anticipated development, special attention shall be devoted to the harmonized development of wider urban areas of the centres of national significance (in South Primorska, Koper in particular).

Area 5: The long-distance transport network shall link the Slovenian centres of international significance (Ljubljana, Maribor and Koper) with Europe, and the centres of national significance with each other. Priority shall be given to the development of the port of Koper through its linkages with other Northern Adriatic ports and links to its continental hinterland and to the European transport corridors TEN V and X (Map No 2). An intercontinental passenger transport seaport shall be designed in Koper to improve transport links between towns in Slovenian Istria, and other towns on the northern Adriatic coast, and maritime public passenger transport shall be promoted.

Area 7: Slovenia is recognizable for its varied landscape and landscape patterns, architectural identity of towns and rural settlements, conserved nature, great biodiversity, a large number of natural values and natural processes, and the abundance of waters and forests. These features are particularly characteristic of the cultural heritage areas, ecologically significant areas and reserves, e.g. in the Karst, along the seacoast, and in the wine growing areas.

Area 8: Support shall be given to the spatial opportunities for the development of activities covering needs and areas across borders so as to make these areas competitive with the large adjacent urban agglomerations. Particularly those activities shall be developed which help to preserve and develop, on equal terms, the Slovenian minorities in neighbouring countries. Account shall also be taken of the potentials of zones which were abandoned by forwarders and other activities situated in the area of the now open border with Italy, Austria and Hungary after the accession of Slovenia to the European Union.

In the area along the border with Croatia, the consequences of a stricter border-crossing regime for the life of the border area population, enforced after the integration of Slovenia in the European Union, shall be mitigated through joint resolution of spatial, environmental, infrastructural and economic issues so as to preserve the traditional ties among the population. The spatial development issue shall be resolved and encouraged in the framework of spatially homogeneous units or units with shared problems such as the Istria region.

The coastal region combines the areas of high-quality natural and cultural landscape features with the conurbation of Koper, Izola, Piran and Portorož. Its coastal and border position determines its orientation towards the further development of tourism, transport, industry, agriculture and fishing. The integrated spatial concept of the Coast shall be ensured, by which the interests of development activities are harmonized with spatial possibilities and protection requirements. At the same time, conditions for the development of a high-quality range of

tourist services and amenities shall be established and permanent public access to the seashore and beaches shall be ensured.

Water-deficient areas comprise primarily southern Slovenia, the Slovenian Dinaric region, the Coast, Slovenske gorice and the Goričko region, where the water supply standards are not adequate. The inhabitants of these regions shall be provided with a permanent and high-quality water supply and waste water sewage systems.

The chapter on the **development of spatial systems** in the SDSS deals with settlements, public infrastructure and landscapes.

In relation to the development of **settlements**, it provides guidelines for the development of cities and other settlements, the cost-effective use of land and buildings in settlements, the provision of land with utilities, and the architectural recognisability of cities and other settlements.

- For the needs of human settlement development, the types of settlements shall be defined on the basis of criteria and indicators. Based on these criteria and indicators, settlements shall be defined as large, medium and small cities and towns, other urban and rural settlements, villages and hamlets. New urban development shall be directed primarily to the settlement development zones of urban settlements. The basic emphasis is on the renewal of existing settlements (inside development of settlements).
- In relation to construction outside settlement development zones, the SDSS states that a recognisable spatial order and the cost-effective organisation of activities should thus be created.
- Further guidelines are given for the development of settlement in rural settlements, villages and hamlets, tourist settlements and second home areas, etc.
- Regarding common architectural and urban planning features in Slovenia, the South Primorska region belongs to the following architectural regions: Kraška – Primorska and part of Soška – Vipava and Notranjska – Brkinska.

The basic **national road network** consists of the network of long-distance road links of international significance, the network of road links of cross-border significance, and the network of road links of national significance.

- The network of long-distance road links of international significance shall be linked to the network of long distance road links of the same significance in neighbouring countries, and passes through the South Primorska region as follows: from Koper through Ljubljana and Maribor to Lendava and further towards Budapest (Corridor V), with branches from Divača towards Trieste and from Postojna/Divača through Ilirska Bistrica towards Rijeka (Adriatic-Ionian Initiative).
- Linked to the network of long-distance roads of international significance shall be road links of cross-border significance, which in South Primorska run from the direction of Trieste through Škofije to Koper and across the Dragonja river towards Buje.
- The Koper – Izola – Piran conurbation shall be linked to the long-distance road network of international significance by respective connecting roads.
- Slovenian regional centres shall be interconnected and linked to the long-distance road network of international significance or to the network of road links of cross-border significance, and to the road networks of neighbouring countries through road links of

national significance. In the South Primorska region this means: in the directions from Črni Kal towards Sočerga and from Sežana towards Nova Gorica. Until a long-distance road link of international significance from Rijeka to Ilirska Bistrica and Postojna/Divača is constructed, the existing road link from Krvavi potok through Kozine to Starod and further towards Rijeka shall be maintained.

- The road ring along the borders is to provide access to the underdeveloped regions along the border, and shall connect border regions with the central Slovenian region.

The basic **railway network** consists of the network of long-distance rail links of international significance, the network of long-distance rail links of national significance and the network of regional rail links.

- To provide links to the Trans-European network (TEN) and Pan-European transport corridors X and V, long-distance rail links of international significance enabling train speeds of up to 160 km/h shall be reconstructed and additionally constructed. In South Primorska these run from Sežana to Ljubljana and Maribor and further towards Graz (2nd track running from Maribor to Šentilj and from Pivka through Ilirska Bistrica towards Rijeka).
- The construction of a new and more efficient long-distance rail link of international significance from Koper to Divača – 2nd railway track – shall be enabled.
- Transport nodes shall be linked to the high-speed long-distance railway line: in the area of Divača with links towards Koper and Nova Gorica, in the area of Pivka with a link towards Istria.
- The existing railway infrastructure shall be reconstructed, modernized and, where necessary, extended to provide for more efficient rail links in the directions from Nova Gorica to Sežana (in the South Primorska region).
- The existing regional rail link connecting Kreplje and Repentabor (near Sežana) shall be maintained and modernised.

In the **port of Koper**, further development of the port infrastructure, which is required for the development of this sole Slovenian seaport for international freight and passenger maritime transport, shall be ensured. The railway and other transport infrastructure, connecting the port of Koper with the hinterland through a more efficient Koper–Divača line, shall be completed and extended to promote the development and competitiveness of the port of Koper at an international scale.

The development of the port of Koper is interrelated with the construction of transport infrastructure in its hinterland.

That part of the port of Koper, which is functionally associated with the city, shall be designated for the development of domestic and international maritime passenger transport and for the provision of passenger terminals. The existing ports in Izola, Piran and Portorož shall be developed and modernized to promote maritime public passenger transport.

In the context of developing an environmentally friendly and profitable **nautical tourist industry**, it shall be made possible to develop marinas and tourist ports at the existing locations, and exceptionally as a way of restoring already degraded areas. The development of tourist boating activities and the necessary infrastructure on suitable rivers, lakes and artificial lakes shall be permitted.

An appropriate radar system shall be provided on the Slovenian coast for the needs of **safe maritime cargo and passenger transport** and for search and rescue operations at sea. This system shall be used to ensure supervision of shipping traffic and provide efficient coordination in the case of accidents at sea.

**Public transport:** The development of public maritime passenger transport will be accelerated in the inshore area.

**Multimodal transport terminals at the international level** shall be developed in Koper, and multimodal transport terminals of national significance at the national transport node in Divača (Sežana). Transport terminals of regional significance or distribution centres shall also be developed within other transport nodes (in Ilirska Bistrica in South Primorska).

The two primary development generating **telecommunications axes** shall be developed in the directions of infrastructure corridors V and X (corridor V crosses South Primorska).

As regards **energy infrastructure** the SDSS provides guidelines for the energy system, renewable sources and efficient energy use, the electricity system, the gas system, the oil industry and municipal energy.

- The national energy supply is based on individual energy systems, enabling harmonious development of Slovenia and ensuring high-quality, economical and adequate energy supply in the required form in all regions, towns and other settlements. Renewable sources of energy comprise water potential, biomass, wind energy, geothermal energy, sun energy, environmental and waste heat, and heat released in combustion of wastes which cannot be recycled. In planning, precedence shall be given to the use of these energy sources over fossil energy sources.
- Within the future development of electric power generation, facilities using renewable energy sources such as wind, geothermal energy and others shall be planned, taking into consideration the effectiveness of the chosen system, and its spatial, environmental and social acceptability.

Until adequate **oil and oil product** (including liquefied petroleum gas) storage capacities are provided in Slovenia (including at Sermin) and in other spatially acceptable locations accessible to traffic, they shall be provided by leasing storage facilities in neighbouring countries.

With regard to **water supply and the discharge and treatment of waste water and rainwater**, the SDSS gives guidelines for these areas. The following hold true for the South Primorska region in particular:

- Sources such as rainwater, treated waste water and seawater shall be used as sources for technological, fire flow, and other water not intended for drinking.
- Problems related to water supply shall be solved on priority basis in water deficient areas. No new major water consumers shall be located in such areas, and the use of the latest technologies and the best technical solutions in the preparation and use of drinking and technological water shall be promoted.

The centres of the first order or regional waste management centres, which are the highest form of merging preceding thermal treatment, shall be planned to be set up depending on

participation of the population (90,000 inhabitants or more) in the Northern Primorska and coastal region.

The centres of second order shall be planned for smaller areas having 55,000 and 90,000 participating inhabitants in the framework of the areas of centres of the first order, including the Karst – Notranjska region.

**Landscape development comprises:**

1. identity of Slovenia from the aspect of the cultural and symbolic significance of landscape,
2. natural landscape qualities,
3. use of natural resources,
4. defence activities,
5. spatial restrictions for development in the areas of potential natural and other disasters and in water deficient areas.

The following emphases have been laid down for the South Primorska region:

Area 1: Landscape areas with recognizable features which are important at the national level are: Lipica, the Škocjanske jame caves, a part of Brkini and the Matarsko podolje valley, the Karst, the area of Strunjan, Šavrini, Prem and Suhorje.

To ensure the conservation of recognisable features at the level of landscape regions, the structure of karst fields (poljes) and valleys, other specific karst features and the vulnerability of karst aquifers and subsoil shall be taken into consideration in the Interior Karst landscapes of Slovenia. In the coastal landscapes, account shall be taken of the characteristics of relief and geomorphology, vulnerability of natural parts of the seashore and the sea, and the ecological significance of natural vegetation for the landscape.

Area 2: In the South Primorska region, natural qualities are particularly characteristic of the area of Snežnik (area of predominantly natural landscape) and of the Karst (cultural landscape area).

The existing national reserves in the South Primorska region are: the Škocjanske jame caves, the Škocjanski zatok bay, the Sečoveljske soline salt pans, Strunjan, the Debeli rtič peninsula and the Rt Madona peninsula.

Area 3: In order to reduce pressures from tourist activities on the coast, inland waters will be promoted as sites for recreational activities. Activities that ensure the formation or conservation of high-quality coastal areas will be permitted in the coastal region of Slovenia, in accordance with the spatial possibilities and restrictions.

The development of activities that do not reduce the quality of water but enhance the quality of use without obstructing public access to the sea and coast, and that cannot be carried out anywhere else owing to the presence of the sea will be permitted in the coastal belt. Interventions and encroachments will not be permitted in the coastal and inshore belt that could restrict sea views or threaten nature conservation or the preservation of cultural heritage. Coastlines shall not be shortened but may be lengthened, in accordance with the spatial possibilities and restrictions.

The spatial development of tourist activities and the necessary infrastructure shall be enabled primarily in the framework of the basic tourist areas; in the South Primorska region this means

the coastal area and the Karst. The inter-connectedness of programmes and complementing the range of tourist facilities and services, with optimum utilization of tourist infrastructure shall be ensured, and the restructuring of tourist areas at the Coast and in the Julian Alps towards an improved quality of the environment, programmes and services. Excessive spatial concentration of tourist programmes and tourist infrastructure shall be prevented in order to decrease pressure in excessively frequented areas, such as the fringes of the Julian Alps and the Coast.

In the Coastal areas, the development of tourist activities shall be steered towards increasing the quality and using advanced technologies to decrease the use of natural resources in order to contribute to the reduction of environmental and spatial pressures. Support shall be given to the development of “bathing” towns on the Coast, which include the provision of modern and attractive bathing capacities, public and other maritime passenger transport, accommodation capacities and other programmes in connection with Slovenian Istria and Karst. When planning new areas for tourism, the use of degraded and abandoned areas shall be verified initially.

In the Karst areas of Slovenia, tourism shall be developed in connection with the specific natural features of the Karst, such as caves, periodic lakes, forests, etc., while taking into consideration the vulnerability of these areas. On the Coast, tourist and leisure activities shall be restructured in terms of high-quality programmes, and spatially balanced. In other core areas, e.g. in the Karst with the Podgrajsko podolje (Karst dolina), the individual existing or new programmes shall be integrated, while excessive spatial concentrations of programmes and infrastructure shall be avoided.

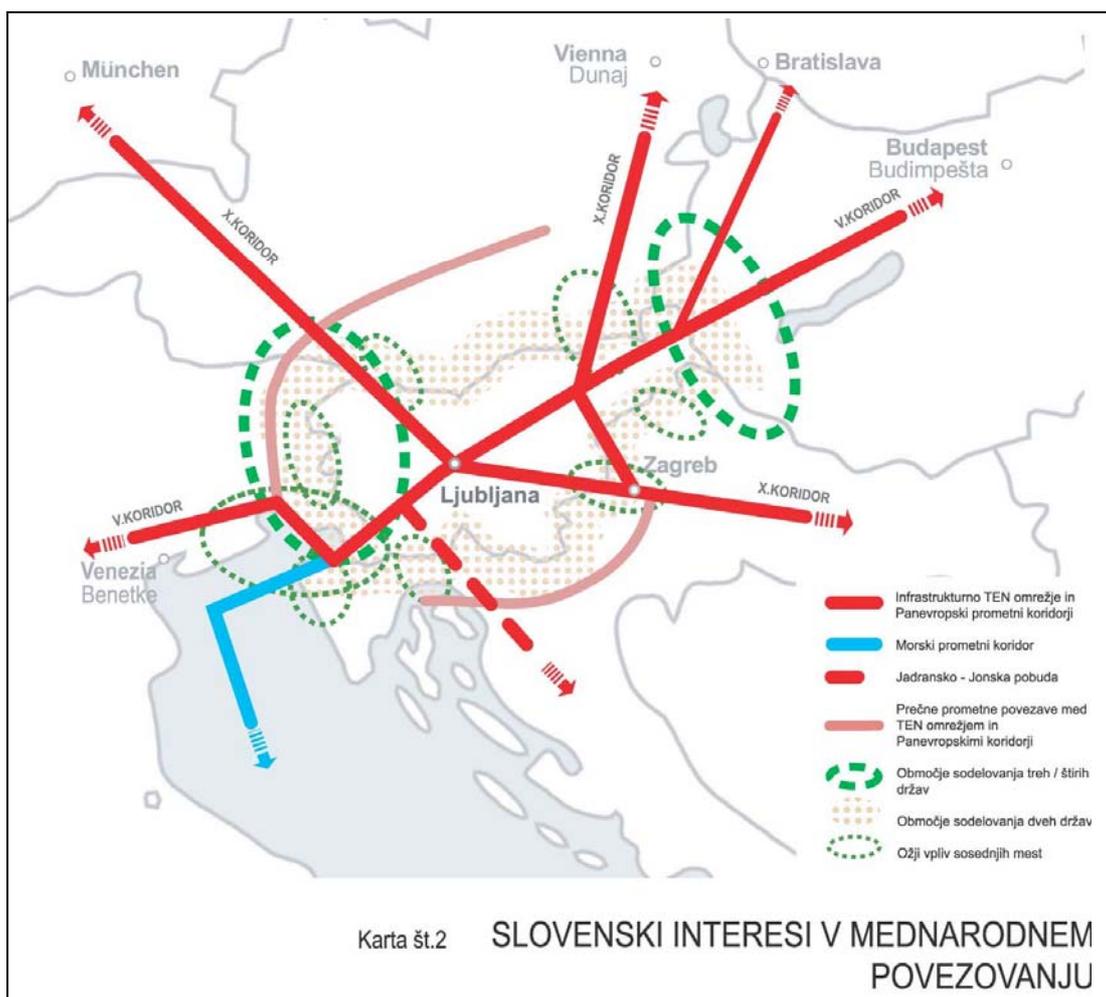
Area 4: Appropriate military infrastructure and its spatial distribution shall be provided for the development of the defence system. Defence activities shall be performed in defence areas.

The development of defence activities shall be steered primarily to areas which already serve the purposes of defence. Areas allocated for defence activities in urban areas shall be gradually decreased.

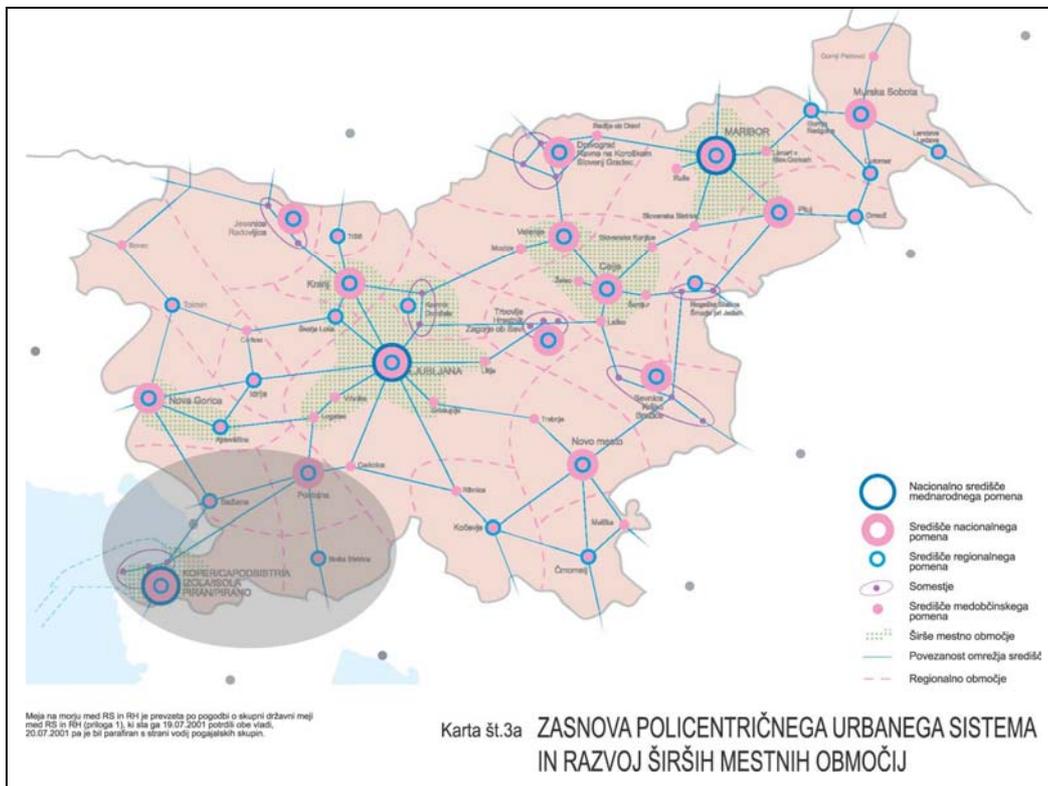
Area 5: In water deficient areas, priority shall be given to a reliable water supply to inhabitants in these areas. As a rule, no activities which could exceptionally increase demand for water shall be planned in water deficient areas.

As a rule, in areas with significant threat of forest fires, no activities or spatial arrangements presenting additional risk to people’s lives, material goods and nature shall be planned. The forests shall be gradually transformed by introducing tree species making them more resistant and renewable in a shorter period of time.

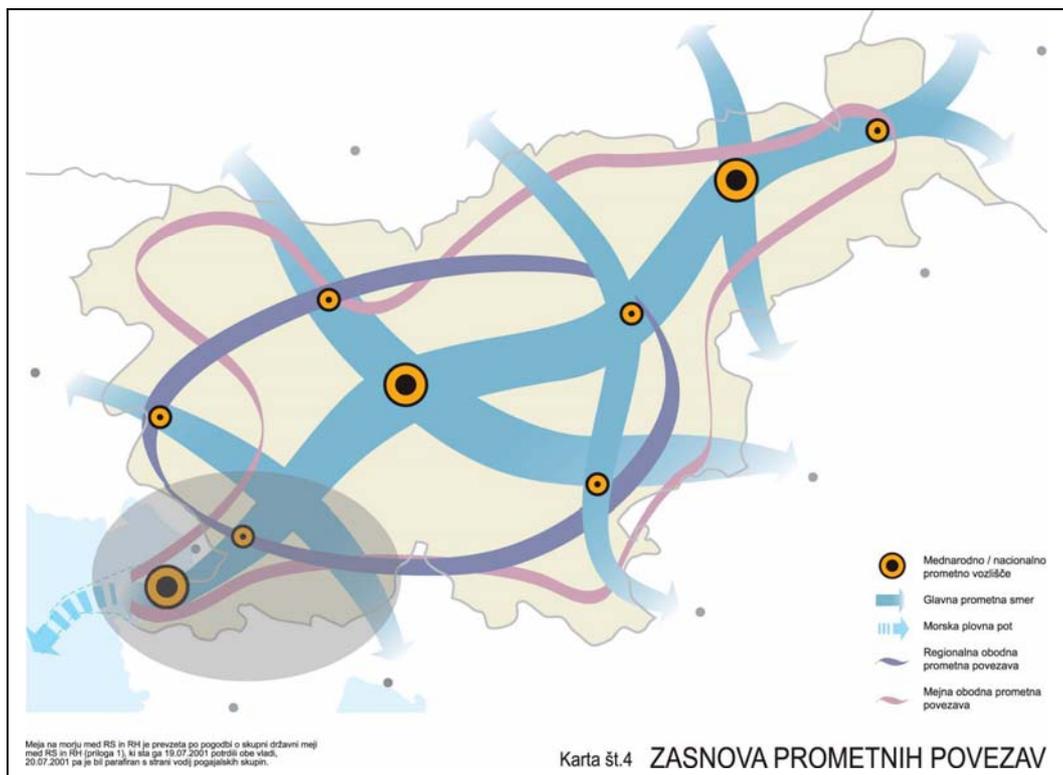
**Selected graphical appendices from the SDSS with the South Primorska region marked:**



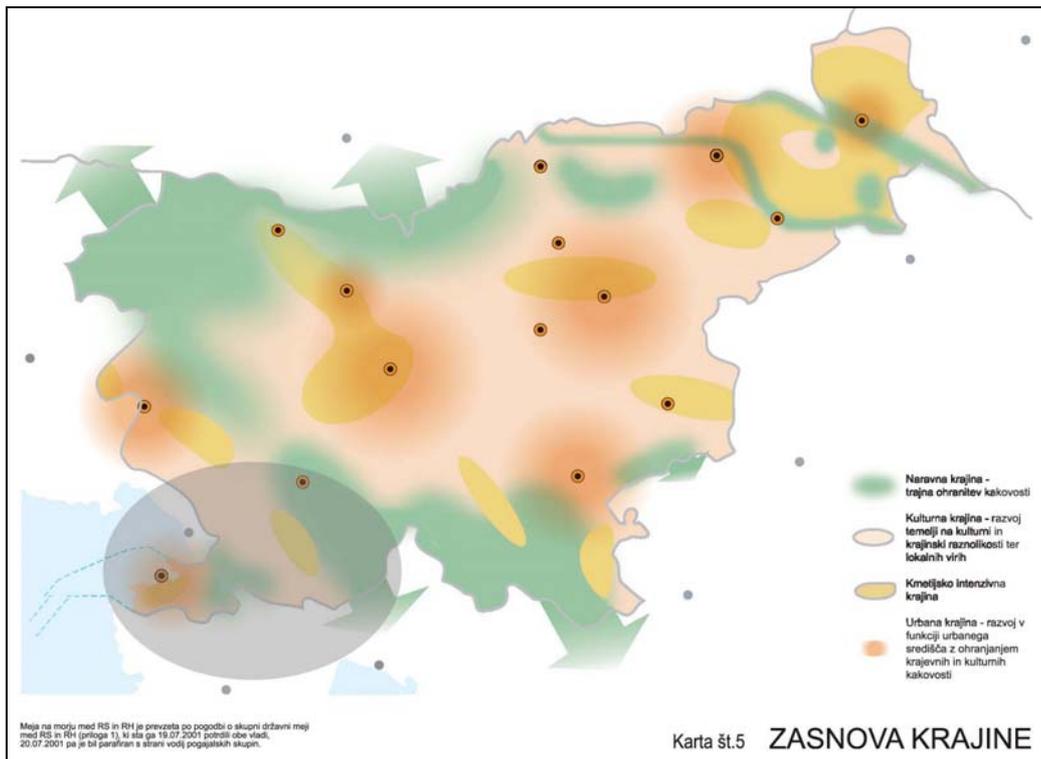
Map 2: Slovenia in Europe and international cooperation areas



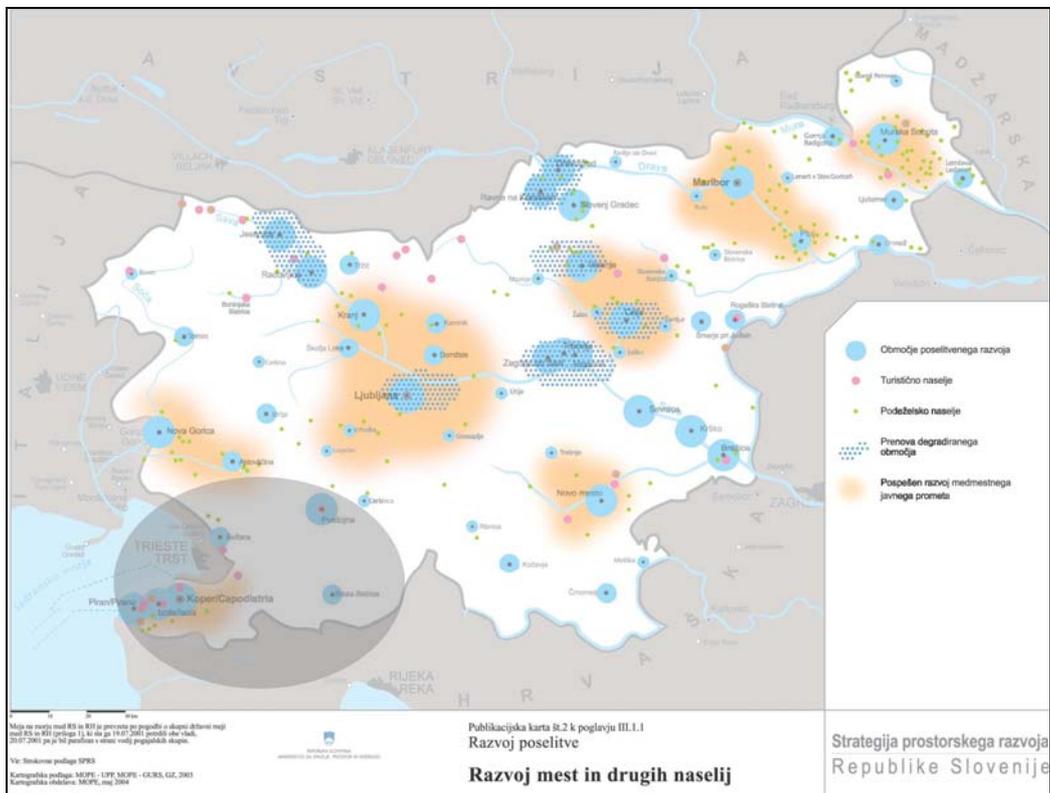
Map 3a: Concept of the polycentric urban system and the development of wider urban areas



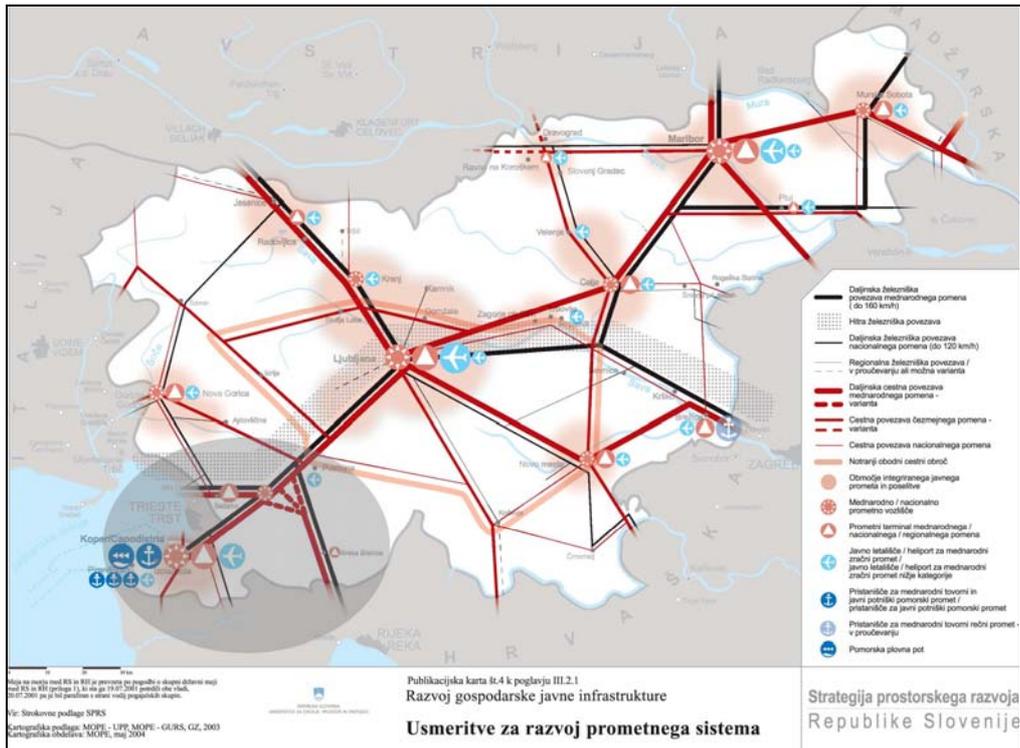
Map 4: Concept of transport links



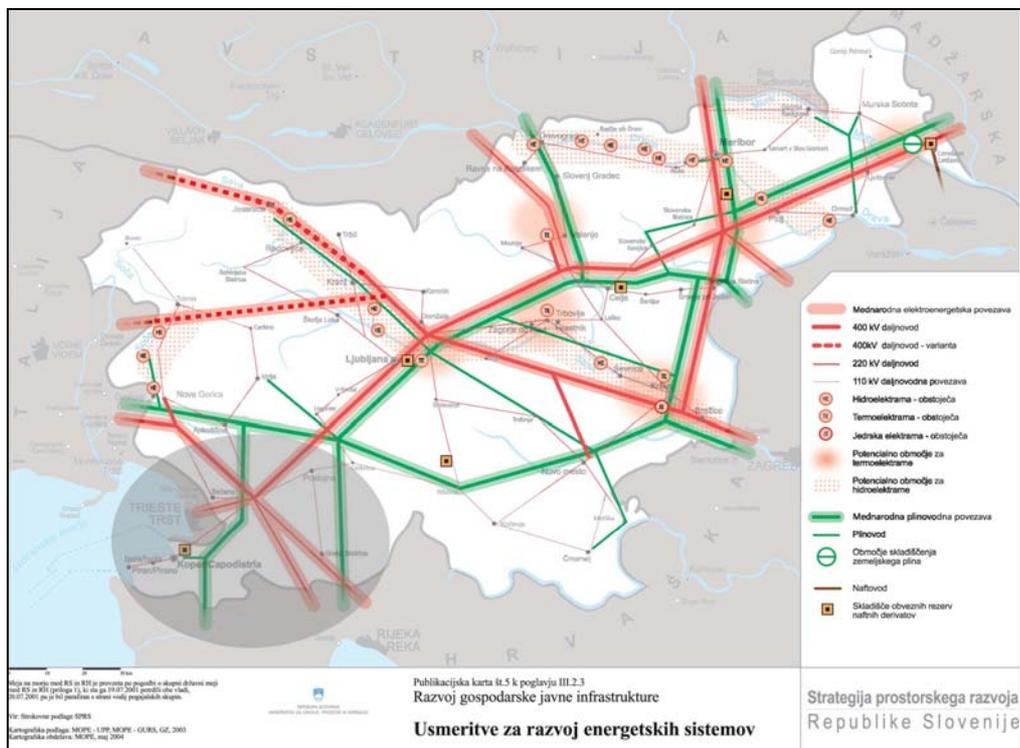
Map 5: Landscape concept



Publication map 1 in Chapter III.1.1: Development of towns, cities and other settlements



Publication map 4 in Chapter III.2.1: Guidelines for the development of the transport system



Publication map 5 in Chapter III.2.3: Guidelines for the development of energy systems

## 4 Extracts from the Regional Development Programme for South Primorska 2002–2006

The Regional Development Programme for South Primorska 2002–2006 (hereinafter: RDP) was published by Koper Regional Development Centre in 2002.

It starts with a situational analysis of the region and then goes on to set out a regional development strategy and programme (the strategic part of the RDP) and details regarding implementation (the implementational part of the RDP). It ends with a further assessment of the global public finance framework for the implementation of the RDP. A SWOT analysis showing the strengths, weaknesses, opportunities and threats in relation to development in the region was also drawn up as part of RDP preparations.

The strategic part puts forward a vision of development for the region, which is: "Satisfied people in a recognisable, economically successful north Adriatic region respected for creative responses to the social and environmental challenges of globalisation".

The *basic aims and strategic objectives* of the development of South Primorska that derive from this vision are:

- an increase in economic power in the region,
- improvements to education and training for work and quality of life,
- an increase in the prosperity of the region's population,
- an increase in quality of life,
- effective protection of the environment and cultural heritage.

The horizontal strategic objectives are:

- sustainable development,
- a reduction in the developmental disparities between individual parts of the region,
- the strengthening and linking of those involved in development.

The priority areas and tasks for realisation of the RDP are:

1. Development of the economy:
  - a. an increase in the competitiveness of companies and a growth in investment,
  - b. the development of tourism,
  - c. the development of agriculture, forestry, rural areas and fishing.
2. Human resource development:
  - a. a raising of education levels in the region,
  - b. improvements to employment levels in the region,
  - c. an increase in quality of life in the region.
3. Development of business infrastructure:
  - a. better accessibility and cost-effective mobility,
  - b. efficient energy use and an increase in the share of renewable and environment-friendly energy sources,
  - c. IT use across the region.
4. Environment and space:
  - a. improvements to the quality of vida and the sea, drinking water supply,
  - b. rehabilitation of environmental burdens,
  - c. spatial regulation.
5. Strengthening of institutions involved in regional development:
  - a. strengthening of institutions and cooperation in the field of regional development.

The main programmes and sub-programmes for the realisation of the development priorities are set out in the implementational part of the programme; the contents, objectives, indicators and framework projects for implementation of the programmes and sub-programmes are explained in detail for each programme.

## 5 Detailed Contents of the RPSD for South Primorska

Pursuant to Article 5 of the Rules on the Detailed Content, Format and Method for the Drawing-up of Regional Spatial Development Plans and on the Relevant Background Documents (*Official Gazette of the RS*, 24/04), the RPSD lays down:

1. the area of regulation to be covered by the regional plan,
2. the guidelines for spatial development in the area in question,
3. a plan for the spatial distribution of activities, with a plan for their use,
4. a plan for spatial regulation that is subject to more detailed planning (coastal belt),
5. guidelines for the preparation of municipal spatial acts and national location plans,
6. a programme of measures for implementation of the regional plan.

The RPSD will contain text, as well as a map section (M 1 : 100,000) that will also be prepared using a proper, more detailed scale for the coastal belt.

The RPSD proposal containing the above contents will, pursuant to the rules, be drawn up on the basis of the following analyses:

- *a situational spatial analysis*, containing an analysis of the physical state of spatial structures and an analysis of the legal situation regarding spatial and environmental protection regulations;
- *an analysis of trends* in the spatial development of the regulated area and an identification of problems and needs;
- *an analysis of development initiatives* from the public and private sectors;
- *an analysis of development needs and opportunities* for spatial activities that demonstrate the different opportunities for spatial development (an analysis of attractiveness, which is drafted as an analysis of spatial potentials on the basis of models of attractiveness and graphical presentations/maps of spatial attractiveness for settlement, tourism and agriculture);
- *a spatial vulnerability study* that shows the negative effects of individual activities and of planned spatial regulation on nature (including biodiversity and natural values), on the living environment, on cultural heritage and on natural resources (the vulnerability study is drawn up on the basis of models of vulnerability and graphical presentations/maps of spatial vulnerability for the most environmentally important activities or uses of space: settlement, economic zones, tourism and energy and transport corridors). The results of the vulnerability study will be verified by experts; on the basis of these results the final material will be drawn up (A Spatial Vulnerability Study for South Primorska, or SVS).

All analyses and studies will be drafted using data and background material provided by the client according to a more detailed definition of the contents.

### Contents of the 1st stage:

#### Text:

- 1 Introduction (subject, objectives and purpose, points of departure, work method)
- 2 International points of departure
- 3 Extracts from the Spatial Development Strategy of Slovenia
- 4 Extracts from the RDP for South Primorska 2002–2006
- 5 Detailed contents of the RPSD for South Primorska

#### Graphical appendices:

- The region in the wider context:
- Reference map of municipalities in the region

**The individual stages of the RPSD will be drawn up containing the following framework elements for the remainder of the task:**

**Framework elements for the 2nd stage:**

**ANALYSIS OF THE SITUATION AND OF DEVELOPMENT OPPORTUNITIES, VULNERABILITY STUDY AND VISION OF SPATIAL DEVELOPMENT OF THE REGION**

**Text:**

1 ANALYSIS AND EVALUATION OF MUNICIPAL SPATIAL PLANS and strategies

1.1 Settlement

1.2 Transport infrastructure

1.3 Utilities infrastructure

1.4 Landscape

2. POSITION OF THE REGION, SITUATIONAL ASSESSMENT AND EXPECTED MOVEMENTS WITHIN THE REGION

2.1 Definition of the position of the region within the national framework

2.2 Demo-geographic characteristics

2.3 Economic picture of the region and its relations with other regions

3 ANALYSIS AND EVALUATION OF DEVELOPMENT UP TO NOW AND OF THE SPATIAL SITUATION AND TRENDS

3.1 Analysis of settlement

3.1.1 Network of settlements

3.1.2 Trends in settlement development

3.1.3 Analysis of level to which settlements are equipped, on the basis of selected criteria

3.1.4 Architectural landscapes and regions in SE Slovenia

3.1.5 Typology of settlement patterns with an emphasis on areas of dispersed construction

3.1.6 Typology of settlements and settlement patterns in SE Slovenia

3.2 Analysis of transport infrastructure

3.2.1 Road network

3.2.2 Rail network

3.2.3 Maritime transport

3.2.4 Public passenger transport

3.2.5 Cycle path network

3.2.6 Airports

3.3 Analysis of municipal and energy infrastructure

3.3.1 Water supply and protection of sources of drinking water

3.3.2 Drainage and treatment of wastewater

3.3.3 Energy supply

3.3.4 Telecommunications

3.3.5 Waste management

3.4 Situational analysis of the landscape system

3.4.1 Morphological characteristics and an evaluation of landscape structures

3.4.2 Tourism and recreation

3.4.3 Agriculture

3.4.4 Forestry

3.4.5 Water management

3.4.6 Extracted minerals

3.4.7 Nature conservation and protection of cultural heritage

### 3.4.8 Defence

## 4. SPATIAL VULNERABILITY ANALYSIS/STUDY

### 4.1 Methodology of SVS preparation

### 4.2 Concepts of environmental vulnerability models according to individual activities, and maps

#### 4.2.1 Settlement

#### 4.2.2 Economic activities (zones)

#### 4.2.3 Tourism

#### 4.2.4 Transport and energy corridors

## 5 SUMMARY OF PROBLEMS AND DEVELOPMENT OPPORTUNITIES IN THE REGION

## 6 POSSIBLE VARIANTS IN THE SPATIAL DEVELOPMENT OF THE REGION

### 6.1 Variant A

### 6.2 Variant B

### 6.3 Proposed selection of variants

## 7 PROPOSED VISION OF SPATIAL DEVELOPMENT

### 7.1 Vision of the spatial development of the region and guidelines for its realisation

### 7.2 Objectives and development orientations for the entire region

### 7.3 Objectives and development orientations by sub-region or individual area within the region

### **Appendices:**

Appendix 1: Analysis of the guidelines for spatial regulators

Appendix 2: Summary of the 2nd stage report

### **Graphical appendices:**

- Reference map of municipalities in the region
- Reference map of sub-regions or self-contained areas in the region
- Typology of areas within the context of dispersed construction
- Roads network in the region
- Rail network, airports and maritime transport
- Utilities infrastructure
- Energy and telecommunications network
- Presentation of landscape units
- Areas of significance for the development of tourism
- Forested areas and larger areas containing the best agricultural land
- More important areas for mineral extraction
- Nature conservation areas
- Cultural heritage and exceptional landscape areas
- Defence areas
- Other restricted areas (water sources, water-deficient areas, etc.)

## **Framework contents for the 3rd stage**

### **PROPOSED RPSD**

#### **Text:**

- 1 PLAN FOR THE SPATIAL DISTRIBUTION OF ACTIVITIES, WITH SPATIAL USE GUIDELINES
  - 1.1 Plans for spatial systems with the distribution of individual activities
    - 1.1.1. Settlement plan
    - 1.1.2. Transport infrastructure plan
    - 1.1.3. Utilities infrastructure plan
    - 1.1.2. Energy and telecommunications infrastructure plan
    - 1.1.5. Plan of activities and spatial use within landscape
  - 1.2. Guidelines for the use of space by development area
    - 1.2.1. Guidelines for intensive development areas (in particular, settlement, priority development of agriculture, restricted agriculture)
    - 1.2.2. Guidelines for rural areas without special restrictions
    - 1.2.3. Guidelines for rural areas with tourism potentials and heritage values (in particular, areas of recognisability, natural qualities, other agricultural areas)
    - 1.2.4. Guidelines for areas with less settlement (in particular, areas of natural qualities)
    - 1.2.5. Additional guidelines for special areas (protection of water sources, nature conservation, cultural heritage protection, defence, special-purpose forests).
- 2 GUIDELINES FOR THE PREPARATION OF NATIONAL AND INTER-MUNICIPAL LOCATION PLANS AND LANDSCAPE PLANS
  - 2.1 Spatial acts for the realisation of individual regional projects
    - 2.1.1 Expected national location plan
    - 2.1.2 Expected inter-municipal location plans
  - 2.2 Guidelines for the preparation and implementation of national location plans and landscape plans
    - 2.2.1 National location plan for transport infrastructure
    - 2.2.2 National location plan for energy and telecommunications infrastructure
    - 2.2.3 Landscape plans
  - 2.3 Guidelines for the preparation and implementation of inter-municipal location plans
    - 2.3.1 Guidelines for the spatial placement of energy facilities
    - 2.3.2 Guidelines for the placement of facilities for the drainage and treatment of wastewater
    - 2.3.3 Guidelines for the placement of drinking water supply systems
    - 2.3.4 Guidelines for the regulation of quarries
- 3 MORE DETAILED PLAN FOR THE SPATIAL REGULATION OF THE COAST
- 4 PROGRAMME OF MEASURES FOR THE IMPLEMENTATION OF THE REGIONAL PLAN
  - 4.1 Measures for the realisation of the regional plan
    - 4.1.1 Measures for the realisation of the provisions of the RPSD
    - 4.1.2 Measures for nature conservation and the maintenance of cultural landscapes and forests
    - 4.1.3 Measures for the promotion of economic development
    - 4.1.4 Other measures
  - 4.2 Indicators for monitoring of the situation

**Appendices:**

Appendix 1: Summary of the 3rd stage report

Appendix 2: List of legislative arrangements used

Appendix 3: List of background materials

Appendix 4: Report on observation of guidelines

Appendix 5: Extract from the SDSS

**Graphical appendices:**

1. Settlement plan

2. Transport network plan

3. Utilities infrastructure plan

4. Energy and telecommunications infrastructure plan

5. Plan of landscape activities and use

6. Development areas

7. Planned spatial acts

8. More detailed plan for the spatial regulation of the coast

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