

**SPRS** STRATEGIJA PROSTORSKEGA RAZVOJA SLOVENIJE

# STRATEGIJA PROSTORSKEGA RAZVOJA SLOVENIJE 2050



Republic of Slovenia, Ministry of the Environment and Spatial Planning



SPRS STRATEGIJA PROSTORSKEGA Prostor prihodnosti RAZVOJA SLOVENIJE

# SPATIAL DEVELOPMENT **STRATEGY OF SLOVENIA 2050**

Space of the Future

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### **1** INTRODUCTION

The Spatial Development Strategy of Slovenia is a basic spatial strategic act of the Republic of Slovenia (hereinafter: Strategy), which, pursuant to the Spatial Planning Act (ZUreP-2, Official Gazette of the Republic of Slovenia [*Uradni list RS*], No. 61/2017; hereinafter: ZUreP-2), in conjunction with the Development Strategy of Slovenia and with other national development acts and the development objectives of the EU, sets forth the long-term strategic objectives of the country and the orientations for the development of activities in space. The Strategy contains: a vision for the spatial development of the country, long-term objectives and a long-term concept for spatial development, including priority tasks and orientations for achieving these objectives. The basic orientations are developed for the long-term perspective to 2050, while for implementing the objectives of the Strategy in the medium-term an Action Programme for the 2020–2030 period will be devised with activities, operators, deadlines and funds defined in greater detail.

The Strategy supports the paradigm for improving spatial cohesion, which ensures the balanced and sustainable development of all areas in the country, taking into consideration and using their endogenous spatial planning potentials (resources). The paradigm is based on enhancing the spatial efficiency of the quality of space and on the spatial identity. Spatial cohesion connects the three dimensions of space: the physical, economic and social and cultural. It implements the spatial approach at all levels and stresses the need for the cooperation between stakeholders and citizens and their active inclusion in the spatial planning participatory process.

The implementation is adapted to the improved set of spatial instruments introduced by the new Spatial Planning Act – ZUreP-2 (action programmes, regional spatial plans, wider urban areas). The success in achieving the objectives of the Strategy and implementing activities and measures will be periodically monitored through a specially set up system of target indicators and status indicators, which will be the basis for formulating proposals for amending the Strategy.

#### 1.1 SUBSTANTIVE MEANING AND USE OF TERMS

The Strategy uses the terms from the field of spatial planning as defined by the Spatial Planning Act – ZUreP-2. Some of the statutory terms are described in more detail in the Strategy for the purpose of clearer understanding and implementation. The following are terms that are not defined by the Act, although they are of key importance for the spatial policy and implementation of the Strategy and are used with the following meaning:

- 1 Mixed use of space is an urban concept of mixing different although complementary activities residential, business, service, public (educational, social, administrative, primary-level health care) and other activities (e.g. small basic supply unit, cleaning unit, pharmacy, socialising facilities) inside a completed unit of space for the purpose of better connectivity between residence, jobs and frequent daily services (to ensure its vitality and appeal). Ensuring mixed use of space strengthens the local economy, improves the conditions for sustainable mobility, reduces the need for daily long-distance labour migrations and enhances social cohesion.
- 2 Spatial (territorial) cohesion is a spatial development paradigm that ensures balanced and sustainable development of areas by considering and utilising the spatial potentials present in those areas. The paradigm is based on enhancing spatial effectiveness with the emphasis on the effective use of resources, improving the connectedness and economic competitiveness of areas, the quality of space with the emphasis on the quality of the residential and natural environment and access to services and spatial identity, with the emphasis on enhancing and using local knowledge, sense of belonging and the vision of the community. In addition to economic and social cohesions, spatial cohesion is the EU's third pillar of support and is intertwined with other

integrated policies in the fields of the environment, nature, cultural heritage and human and intergenerational rights.

- **3 Polycentric urban system** is a hierarchically divided network of settlements with their service areas. The urban centres of different levels are interconnected in the system in terms of functionality and infrastructure.
- **4 Spatial potential** is a specific area's own capacity for spatial development, in terms of environmental, economic, anthropogenic, social, human, cultural and institutional resources.
- 5 Territorial resilience is the ability of cities/towns and other settlements or their administrations to respond to expected or unexpected environmental, social, economic and other changes in the shortest possible time and with the least negative consequences, and thus to continue to (effectively) provide services to residents of the settlement and its service area.
- 6 Centre is an urban settlement with jobs, services of general public interest, housing and other supply services (trade) and other activities (cultural institutions) that supply residents of the settlement and other settlements in its area of influence/service area. The dimension/size of the areas of influence/service areas depends on the size and development/equipment of the centre and its role in the polycentric urban system. Centres and their role are determined by the Strategy on the basis of criteria (size, number of functions, location, etc.) and they are divided into levels I to IV.
- 7 Wider urban area is a functionally connected service area of one or more centres, within which daily migrations of the population occur due to work, administrative, school, cultural or supply activities, which causes high traffic loads. A wider urban area includes at least a centre of level II, and may also include several other urban settlements that are identified as centres. Wider urban areas are determined for areas with a population of at least 50,000 and with more than 25,000 jobs in the area. They cover areas up to a distance of 25kms from the centre for level II centres and up to 35kms for level I centres. A wider urban area may extend into the territory of several local communities surrounding the municipality.
- 8 Other functional integration areas are functionally connected service areas of one or more complementary centres of level III or IV that extend into the territory of several local communities. Within the area there are daily population migrations due to work, administrative, school, cultural and supply activities. They include areas within 20kms from the centre of level III or IV.
- 9 Functional urban area is a functionally connected area of a centre and its service area, whereby the centre provides access to goods and services of general and general economic interest to residents of the near and far hinterland. Functional urban areas may overlap, although they do not homogeneously cover the entire territory of Slovenia. A functional urban area is defined as the set of basic spatial units from which a certain percentage of the active working population commutes daily to work to the centre (according to the OECD and EUROSTAT methodology, the proportion is 15%). A functional urban area is used as an instrument for monitoring spatial trends in the situation monitoring system.
- **10 Rural area** is an area with similar natural, economic and social characteristics and a recognisable spatial identity and resources. Rural areas are characterised by smaller towns and other urban settlements, rural settlements and villages and a lower population density. Agricultural and forestry use of land are predominant.
- **11 Rural settlement** is a settlement with more than 500 and less than 2,000 inhabitants and where the share of agricultural holdings exceeds 10% of households. Rural settlements are characterised by a lower population density and a predominant share of agricultural and forestry land use. The share of residents engaged in agricultural and forestry activities is higher than in urban areas, although they are not necessarily predominant.
- **12** Village is a settlement with less than 500 inhabitants and more than 10 residential buildings.
- **13** Settlements, in accordance with ZUreP-2 and the Strategy, are cities/towns and other urban settlements, rural settlements and villages.

- 14 Green infrastructure is a strategically designed network of natural and semi-natural areas and connections between them, designed and managed to provide a wide range of ecosystem services. Green infrastructure includes green and water areas and other landscape elements that ensure biodiversity conservation while enhancing the resilience of space to climate change, improving ecosystems performance or providing other benefits to the population and the economy, in particular for health and quality of life, the conservation of resources and the recognisability of space. The key features of the green infrastructure network are the diversity of areas, morphological or functional connectedness and the multi-functionality of individual areas. The green infrastructure connects urban and rural areas. The green infrastructure is, at a regional level, made up of green systems of regions and at local level of a green system of settlements. Green systems are properly functionally interconnected.
- **15 Recognisability of space** is a defined value formed by structural and symbolic or associative values and the expression of cultural and natural elements of space. The recognisability of space is formed by settlements with a built structure, recognisable architectural and landscape features and cultural heritage, cultural landscape and shaped nature and natural phenomena and shapes, especially natural values and protected areas.
- **16** Services of general and general economic interest are services that are defined by the state's public authorities as services of general interest and are subject to specific public service obligations. They can be provided by the state or the private sector. Examples of the services of general interest include public transportation, postal services and healthcare.
- 17 Separating green belt between settlements is a strip of land on which agricultural, forestry or water use of space is maintained for the purpose of preventing the settlements from growing together and preventing the fragmentation of space, providing migratory routes for wild fauna and providing other ecosystem services. Separating green belts are defined as part of the green system of regions in the regional spatial plan and as the green systems of settlements in municipal spatial planning acts.
- **18 Protection belt on agricultural land** is the part of agricultural land between the planning zone of the settlement and the part of agricultural land where intensive agricultural production is carried out (e.g. hop fields, intensive orchards and vineyards). A protection belt is intended to prevent the potential impact of agricultural activity on the health of the inhabitants of the settlement. It is defined in municipal spatial planning documents.
- **19 Soil sealing** means covering the floor with a waterproof layer. In such a case, soil is limited to its load-bearing function and, due to being covered by manmade elements, it loses its natural functions. Fully covered are areas on which the buildings are built or are arranged as hardened exterior surfaces with natural or building materials (paths, parking lots, driveways, production land or space, etc.) and are not preserved in their natural state.

#### 1.2 GENERAL STARTING POINTS OF THE SPATIAL DEVELOPMENT STRATEGY OF SLOVENIA

The national space is the basis for the development of the country. Development cannot be planned and implemented without considering spatial potentials in the long term. Spatial development is conditioned by social and economic development, culture and social values that shape the identity and influence the perception of opportunities to ensure prosperity.

Space was recognised as a key factor of the development of society and the integration of policies with spatial influences already in the 1970s in the social planning system. Comprehensive consideration of all three

components of the development of the state – social, economic and spatial – was a unique precursor to the approach to sustainable development planning.

The Strategy addresses and at the same time responds to the social, economic and environmental factors of spatial development in the country and in the European and global context. It refers to, complies with and adopts the principles of spatial development from the documents, guidelines and recommendations of the bodies of the United Nations Organization, the Council of Europe and the European Union, as well as the economic, social and environmental starting points defined in sectoral national documents and regulations that affect spatial development in Slovenia.

In accordance with Article 66 of the ZUreP-2, the Strategy is the basic strategic spatial document for guiding the spatial development of the country in the long term. It is an umbrella act that defines strategic spatial orientations and starting points at regional and local levels and is at the same time the basis for the coordination of sectoral policies. In addition, the Article provides for the interministerial coordination of national development documents and compliance with EU development objectives, whereby the Strategy is to act as a harmonised set of country's development objectives that either receive their respective spatial component with the placement in the Strategy or this spatial component is specified in other development documents, although not contrary to the Strategy. In this way, it is ensured that there are no conflicts between the strategic development objectives of the country and, consequently, no unfeasibility of policies at the operational level, and that the principle of harmonisation of interests is also implemented at the level of national development documents.

The Strategy derives from generally accepted values and norms of the Slovenian society written in the Constitution of the Republic of Slovenia and summarises directly from it the basic substantive starting points determining that the state in accordance with constitutional provisions manages healthy living environment, protects natural and cultural heritage, generates opportunities for citizens to obtain suitable housing, protects land, manages economic, cultural and social progress of citizens living in hill and mountain areas and local self-government.

Long-term objectives and orientations of the Strategy pursue and realise fundamental strategic policies and development objectives of Slovenia's Development Strategy 2030 (SDS 2030, Government of the Republic of Slovenia, December 2017), which placed the objective 'High-quality of life for all' at the centre of its development efforts. Development objectives healthy and active life, decent life for all, strengthening of national identity, economic stability, low-carbon circular economy, sustainable management of natural sources, safe and globally responsible Slovenia, are integral starting points also supported by the objectives of spatial development defined in this Strategy.

The Strategy adheres to the 2030 Agenda for Sustainable Development (United Nations, New York, 2015) and adopts the globally accepted development principle of balanced integration of the three dimensions of sustainable development – economic, social and environmental – in the process of achieving the 17 global sustainable development objectives by the year 2030. In its objectives and orientations, the Strategy either directly or indirectly addresses several global sustainable development objectives, especially in the area of the development of sustainable towns/cities and communities (objective 11). The link between the global objectives and the spatial objectives of the Strategy is presented in more detail in Chapter 3. Objectives of spatial development

The Strategy stems from the recognised role of towns/cities in sustainable spatial development and urban development orientations that have been established at the global and European level over the last decade,

notably with the adoption of the EU Leipzig Charter on Sustainable European Cities and the Pact of Amsterdam on the Urban Agenda for the EU. By taking into account the New Urban Agenda (Habitat III, Quito 2017), the Strategy follows the global vision of urban development for the 21st century. It reaffirms its commitment to the promotion of sustainable urban development and integrated and coordinated development at all territorial levels.

Slovenia ensures the protection, management and planning of the landscape under the European Landscape Convention through regulations in the field of cultural heritage, nature conservation, preservation of agricultural land and rural development, spatial planning and the spatial orientation of the Strategy. The Strategy addresses the landscape in a number of ways: as green infrastructure at state, regional and local levels, enabling multi-functionality of space and quality of life, as an element of recognisability and identity in rural and urban areas, and as an element of planning (landscape design).

The Strategy specifically recognises the diversity of areas, including mountainous and border/remote areas and treats them as areas with specific problems, challenges and potentials, taking into account the provisions of the Convention on the Protection of the Alps.

On the basis of the Protocol on Integrated Coastal Zone Management and the Convention for the Protection of the Mediterranean Sea Against Pollution, the Strategy defines orientations for the integrated treatment of the coastal zone and the sea and realises the provision on the prohibition on construction in the coastal zone.

As a member of the European Union, Slovenia is integrated into the wider European area and is included in the European spatial development processes. The strategy is based on two basic European documents: Guiding Principles for Sustainable Spatial Development of the European Continent (Conference Europeenne des Ministres Responsables de l'Amenagement du Territoire – CEMAT, Hannover, 2000) at the level of the Council of Europe and European Spatial Development Perspectives (ESDP, Potsdam, 1999) at the level of the European Union.

Although spatial planning at the European Union level is not subject to the acquis it is the responsibility of the Member States, over the past fifteen years, EU development policy has adopted several development documents which focus on developing and implementing planning models for sustainable development. These are based on balanced social, cultural, economic, environmental and spatial development and intergenerational solidarity, while the strategic objective is to achieve social, economic and spatial (territorial) cohesion, as the three basic pillars of the EU.

Being aware of the importance of the spatial dimension of development in the implementation of development orientations, the Ministers of the Member States agreed on priority content or fields (EU Territorial Agenda 2020, Gödöllő, 2011) to which the EU and national policies should contribute in the field of spatial development. These are: promoting polycentric and balanced territorial development, promoting comprehensive development in regions, towns and cities and in rural areas, spatial/territorial integration in cross-border and transnational functional areas, ensuring global competitiveness of the region, which is based on a strong local economy, better territorial connectivity for individuals, communities and companies and managing and integrating the ecological, natural and cultural values of a region.

#### 1.3 CHARACTERISTIC FEATURES AND TRENDS OF THE SPATIAL DEVELOPMENT OF SLOVENIA

In the decade after Slovenia's accession to the EU and the adoption of the first Spatial Development Strategy of Slovenia (2004), many changes have taken place that have marked Slovenia's space. They have been influenced by

both spatial and other sectoral policies with spatial effects and external factors. The Report on the Spatial Development of Slovenia (Ministry of the Environment and Spatial Planning, 2016) provides fundamental findings on the situation and trends in space; it is an expert basis for the creation of different solutions and is an accompanying document of the Strategy.

The Slovenian space is extremely diverse and varied. It is shaped by its position on the intersection of four major European natural geographic areas – the Adriatic, the Alpine, the Dinaric-Karst and the Pannonian area – and by the intertwining of different geomorphological and climatic features, cultural influences and historical development. The Slovenian space is recognisable for its diverse cultural landscape, architectural and urban heritage, as well as for diverse, spatially extensive and well-preserved natural systems, which is reflected in a large, 41.4% share of protected and safeguarded areas of the country's territory (MESP, 2019). Due to numerous preserved environmental qualities, natural and cultural values, the proximity of European economic and cultural centres and good infrastructure connectivity to European transportation networks, it provides its inhabitants with a relatively high quality of living.



#### Source of data: EUROSTAT

FIGURE (left to right): Slovenia, Croatia, Bulgaria, Slovakia, Cyprus, Greece, Spain, Luxembourg, Romania, Hungary, Portugal, Poland, Italy, European Union, Estonia, Germany, Austria, Czech Republic, Belgium, Ireland, France, Malta, Netherlands, Finland, Sweden, Latvia, Lithuania, United Kingdom, Denmark

Slovenia is characterised by a diversity of settlement structures. Settlement in Slovenia is uneven, characterised by a large number of small settlements. Towns are small or medium-sized and only Ljubljana and Maribor have more than 50,000 inhabitants. Areas that are most attractive for settlement and densely populated are flat land, basins and valleys, which also feature most of the quality agricultural land suitable for modern agricultural cultivation. In terms of the urbanisation rate, Slovenia is the least urbanised EU country. The urbanisation rate in Slovenia is around 50%, while the average urbanisation rate in the EU is 72.5%. Between the densely populated areas there are large, sparsely populated or even uninhabited areas – the Alpine area and the areas of Dinaric plateaus in the Notranjska region and Kočevje region. The Slovenian territory is characterised by a mosaic intertwining of forest and agricultural land, which increases its landscape diversity. The largest part of the country's surface is covered by

forest, arable land covers 3.3%, while artificial and built-up areas also cover 3.3% of the country's territory (EUROSTAT - LUCAS, 2015).



#### Source: EUROSTAT, LUCAS

FIGURE – top to bottom: water areas and wetlands; pastures; arable land; forests and shrubs; artificial/built areas; Countries left to right: Malta, Belgium, Germany, Italy, France, Portugal, Austria, Hungary, Croatia, Greece, Slovenia, Lithuania, Estonia, Latvia, Sweden

Space is constantly changing due to social and economic reasons and needs, which are reflected through anthropogenic interventions and also due to natural processes. The changing of space due to human activity is understood as spatial development and is the result of the implementation of various public development policies. In addition to the spatial policy, this also includes other comprehensive and sectoral policies (transportation, energy, agriculture, social, environmental, etc.). The impact of public policies on spatial development can be either direct (e.g. construction of transportation infrastructure) or indirect (e.g. tax policy measures) and intentional (e.g. restricting the spreading of urbanisation to deprived areas) or unintentional (e.g. suburbanisation in the motorway corridor).

In the last decades, spatial development trends have had the characteristics of suburbanisation, reckless dispersed construction outside agglomerations and degradation of the cultural landscape and urban heritage. The overgrowing of cultivated land, predominantly in remote mountainous and border areas and the construction of transportation and energy infrastructure and economic zones also contribute to the visible transformation of the Slovenian space.

The trend of suburbanisation is especially characteristic in the functional areas of major towns and cities. Suburbanisation pressures are particularly strong along the motorway network and in areas that are well connected to road infrastructure. Suburban settlements are more attractive due to high prices of residential real estate in towns and cities, as land and real estate prices in these settlements are more affordable than in city centres, high levels of population mobility (number of passenger cars per capita) and well-branched road infrastructure. The lack of affordable rental housing affects the low level of housing mobility and contributes to inhabitants resolving the housing issues with their own construction of housing. Investors in residential buildings, especially since 2008, have predominantly been natural persons and the predominant type of newly built residential buildings have been single-dwelling buildings. The population in suburban and peri-urban settlements is younger than the national average, the migration balance is positive and the employment rate is generally higher than in the nearby urban centre.



#### \*data for 2016, \*\*data for 2015

#### Source of data: EUROSTAT

FIGURE (left to right): Luxembourg, Italy\*, Finland, Malta, Cyprus, Poland, Germany, Austria, Estonia, Slovenia, Czech Republic, Belgium, Spain, Portugal, Greece, Netherlands, Lithuania, Sweden, France, United Kingdom, Ireland, Denmark, Slovakia, Bulgaria, Croatia, Latvia, Hungary, Romania\*\*

In towns and cities – urban settlements – there are concentrated jobs and services of general social interest. Larger towns and cities are demographically stagnant – the population in urban areas is increasing at a slower pace than the national average.

In addition to the population, supply (mainly trade) and service activities are also moving to the outskirts of towns and cities and to the hinterland, which is well-connected in terms of transportation. Over the last decade, we have witnessed the construction of numerous shopping and business centres on the outskirts of towns and cities, which leads to degradation of town/city centres and a reduced level of supply in town/city centres for urban residents, encourages new traffic flows, especially with passenger motor traffic, causes traffic congestion and traffic jams, and the loss of mainly agricultural land on the outskirts of settlements.

Remote, border or mountainous rural areas are experiencing accelerated demographical emptying, while the population is aging. The registered unemployment rate is often higher than the national average (Pomurje, Koroška, Bela krajina and Pokolpje, Posočje, etc.). It is especially difficult for well-educated young people in these areas to find employment that is suitable for their education and interests; therefore, they move to or near urban settlements.

The shortest land routes between the Adriatic Sea as the northernmost bay of the Mediterranean, the northern Italy and the Mediterranean part of western Europe on the one hand and Central Europe and the Balkans on the other all pass through Slovenia. The transitional and strategically important position offers economic opportunities in logistics and transport, while the increase in transit traffic causes environmental burden and the saturation of transportation infrastructure.

In the past, the transportation subsystems were not developing in a consistent manner. The motorway network was successfully completed and some regional roads were modernised. There was little investment in the railway infrastructure (connection Murska Sobota–state border with Hungary, modernisation of the Maribor–Šentilj line). The railway infrastructure is outdated, it does not provide sufficient capacities in both freight and passenger transportation and the problem of the Ljubljana railway hub remains unresolved. The traffic in the port of Koper is increasing, while the insufficient capacity of the hinterland railway infrastructure presents a barrier to growth.



#### Source of data: EUROSTAT

FIGURE (left to right): Greece, Netherlands, Luxembourg, Belgium, Slovenia, Germany, Portugal, Spain, Denmark, Cyprus, Croatia, Italy, France, Hungary, Austria, Czech Republic, United Kingdom, Ireland, Slovenia, Bulgaria, Poland, Lithuania, Sweden, Estonia, Romania, Finland, Latvia, Malta; motorway/km2; railway/km2

The development of the transportation infrastructure, settlement and planning of public passenger transportation networks were not carried out in a coordinated manner. Urban development was not concentrated around railway hubs but rather around motorway junctions. Public passenger transportation does not meet the needs of passengers and Slovenia is one of the European countries with the lowest share of passengers using public transportation. Motor passenger transportation is the dominant mode of mobility that causes heavy traffic loads, needs for additional investment in road infrastructure, high maintenance costs, environmental burdens (emissions and noise, night lighting), congestion and loss of agricultural land.

Spatial development trends in Slovenia represent a deviation from efficient, rational and quality spatial development and impact on the changing of spatial identity due to the depletion of its key elements.

#### 1.4 DEVELOPMENT CHALLENGES AND SPATIAL DEVELOPMENT OF SLOVENIA

The future spatial development of Slovenia will be significantly influenced by spatial development trends and spatial development so far, as well as development challenges and problems, which are reasonably expected to intensify in the future. The Strategy responds to changed international circumstances and social and economic trends, which have spatial and regional effects at the EU level as well as in Slovenia, namely:

- demographic changes,
- climate change including region-specific effects,
- decrease in Slovenia's energy dependency on fossil fuels and a transition into a low-carbon society,
- the globalisation of the economy,
- a new role of towns and cities,
- decreasing the state of preservation of nature and landscape diversity,
- integration in cross-border and broader macro regional space.

**Demographic changes** are reflected in space in different ways, such as in changing settlement patterns, emptying of certain areas (remote, border and mountainous areas, city centres), inequalities in space, which can be seen in economic development and the quality of living at the level of regions, towns and cities and settlements and within them. The strategy considers demographic changes as a starting point for adapting the space and its structures to the expected future characteristics of population dynamics (expected trend of population aging and expected population decline after 2030). A decent life for all generations is conditioned by spatial factors such as accessibility to services of general interest, the quality of the living environment, accessibility to suitable housing for all generations, transportation links and the proximity and availability of jobs.

The impacts of **climate change** increase the vulnerability of space, risks for people, infrastructure, cultural heritage and activities in space and the consequences of these impacts are increasingly affecting the quality of life, energy supply, the economy, food production and the environment. Slovenia is recognised as an area where the effects of climate change impacts will be significant in the future, which is the result of Slovenia's geographical position in the southern part of the Alps and its mountainous characteristic. It is expected that there will be changes in rainfall patterns, an increase in the incidence of droughts, a decrease in the height and duration of snow cover and more frequent and longer heat waves in towns and cities. Sustainable spatial development cannot be discussed nowadays in any other way than in relation to climate change mitigation and adaptation. Therefore, it is necessary to ensure reliable risk forecasts and effective measures to mitigate the negative impacts of climate change, to reduce the threat in areas in risk of flood and withdraw settlements in flood-prone areas, as well as measures to effectively retain water for different needs, such as agricultural irrigation and water supply during dry periods. The energy supply and the transition to a low carbon society is characterised by the tendency to reduce energy dependency on fossil fuels through energy efficiency, increase the share of energy production from renewable resources and improve sustainable mobility (public transportation, cycling, walking). Rising energy prices constitute greater exposure to energy poverty, which is higher where the energy efficiency of the housing stock is low. New concepts of energy-efficient spatial planning and urban planning and comprehensive functional renovation of buildings and neighbourhoods are an opportunity to create synergies with sectoral measures to increase energy efficiency.

The globalisation of the economy further enhances the role and importance of global centres, which are transportation hubs, centres of global financial systems and decision-making centres, hosts of development centres and headquarters of major international organisations. These are, for example, London, New York or Asian cities and in the EU Paris, Berlin, Milan, the conurbation in Ruhr, Istanbul and Moscow. Slovenia is economically integrated and connected in terms of infrastructure with the global flows and development initiatives, such as China's new Silk Road, which also includes the Slovenian territory (port of Koper and the hinterland infrastructure). The importance of transportation and logistics infrastructure is further emphasised with the global involvement of the economy and the organisation of supply chains, which is reflected in the concentration of infrastructure and new needs and initiatives for its further strengthening. There is an increasing importance of entry points, where the increase and concentration of jobs also increases the need for housing and accompanying social infrastructure facilities.

In the future development of Europe, the new role of towns and cities is being strengthened. Towns and cities are expected to play a much larger role in the future. They are the driving force behind European and national economies. More than two thirds of the GDP in the EU is created in urban areas. Jobs are concentrated there and are a place of creativity and innovation. The towns and cities of the future will be spaces of social progress, platforms of democracy, cultural dialogue, centres of green and environmental renewal and focal points of economic development. In this context, urban development is intended to adhere to certain principles, in particular polycentric spatial organisation, good accessibility to services of general interest, compactness of the urban structure and a high level of protection and quality of the environment and cultural heritage in towns/cities and their surroundings. Slovenian towns and cities are small in comparison to European cities, although they are very important for the balanced spatial development of the country. Those that stand out are Ljubljana, Maribor and coastal towns like Koper, which also play a role in the international arena. Some towns such as Koper and Nova Gorica are connected with towns and cities in neighbouring countries, forming cross-border urban agglomerations. Slovenian towns and cities are employment centres for 94% of all employed population and living space for 70% of Slovenian population with higher education. Towns and cities can strengthen their leading role by interconnecting and coordinating urban development within wider urban areas, as well as with functional integration with the rural hinterland.

Slovenia consists of a large part of predominantly preserved natural areas, consisting of natural and cultural landscapes outside urban areas, in particular forests, watercourses and water lands and agricultural land of landscape and nature conservation value. **State of preservation of nature** is the basis for the diverse ecosystem services that society needs for a healthy and quality life. Key challenges in this field are: increasing the resilience of natural ecosystems to climate change, preserving and improving the status of preserved natural areas that cover more than 37% of the country's territory and are included in the European Natura 2000 network, maintaining the amount and production capacity of agricultural land for food production and the provision of ecological functions, improving the supply of fresh air in urban areas, while also ensuring that it does not deteriorate in rural areas,

providing quality drinking water and its purification by taking into account the specific features of individual areas, e.g. karst areas, and using natural resources to launch locally-bound industries, e.g. of wood industry chains. Protected areas and the capacity of the population in these areas to make greater use of natural values and biodiversity and cultural heritage for sustainable local development present a particular challenge. Preventing further fragmentation of the landscape also presents a change, especially in lowland areas or in areas with important infrastructure; fragmentation reduces the possibilities for efficient ecological connectivity or the provision of related ecosystem services.

Slovenia is located at the junction of large European regions; therefore, integrating its geographical position into the development and spatial development policies of the country and the wider region is particularly challenging. Macro-regional integration is a process of intergovernmental cooperation whereby countries enforce national interests in fields where coordinated action is required. Slovenia is integrated into three macro-regional strategies: the EU Strategy for the Danube Region, the EU Strategy for the Adriatic and Ionian Region and the EU Strategy for the Alpine Region. It has recognised its interests in the areas of economic cooperation and innovation, the connectivity of regions in the field of transportation and energy and their integration into wider global flows, areas of ecological networks, environmental protection and risk management, sustainable tourism and institutional strengthening and cooperation. Some parts of the country are more open to the neighbouring areas, especially the lowlands on the west and east side of the country along major transportation corridors, where the intensity of connections is already high and in the future more attention needs to be paid to unburdening and also improving infrastructure, especially where the existing infrastructure is not suitable in terms of Slovenia's integration into global flows. Future connectivity should also support connectedness in the field of employment opportunities, migration and services. In mountainous and remote areas, it is important to maintain their vitality, in particular by supporting cross-border integration with regards to mountain products and sustainable forms of tourism, and the improvement of services, connectivity and sustainable mobility.



FIGURE 1: SLOVENIA'S INTEGRATION INTO THE AREAS OF EUROPEAN MACROREGIONAL STRATEGIES FIGURE (top to bottom, left to right): Alpine Region, Danube Region, Adriatic and Ionian Region

#### 1.5 SPATIAL DIMENSION OF DEVELOPMENT PLANNING AND MANAGEMENT

The Strategy reinforces the implementation of the principle of sustainable spatial development by placing the requirement for achieving competitiveness in relation to the rational use of resources, in particular natural, genetic, space and energy. The effects of development decisions are examined in spatial management and spatial planning

processes in terms of their contribution to multi-functionality and spatial optimisation, as well as to the upgrade and development of existing endowments, without qualitatively or quantitatively compromising the limited resources in an area.

#### Spatial cohesion

The Strategy follows the paradigm of spatial cohesion and as its elements highlights the spatial potentials of the country as a whole and specific spatial potentials of its diverse territories, such as, for example, mountainous, sea and coastal, karst, protected, recognisable or degraded areas. By taking into account the principles of spatial management, in particular sustainable spatial development, strengthening of the spatial identity and guiding of settlements, it sets the framework for achieving spatial efficiency, quality and identity.

#### Long-term orientation and targeted achievement of orientations in the medium term

By taking into account the common development framework of the country, defined in the Slovenia's Development Strategy (2017), the Strategy provides a long-term and strategic framework for spatial development of the country by 2050 (the vision of spatial development) for all development and sectoral policies at national, regional and local levels and starting points for the integration of spatial aspects for achieving the principles of sustainable spatial development in different areas. For the mid-term period up to 2030, the Action Programme, in line with the Strategy, includes medium-term measurable spatial development objectives as a step towards achieving the longterm objectives and links them with the implementation of sectoral policies. In order to monitor implementation in the medium and long term, a spatial development monitoring system is in place.

#### Harmonisation of public policies

In the process of drafting the Strategy, cooperation was established between different operators to create a common vision and development objectives as a framework for creating synergies between policies and for a spatially coordinated approach. Coordinated development decisions, supported with spatial aspects, will contribute to a better business environment and to the elimination of administrative barriers that arise from non-harmonisation of policies.

#### • Comprehensive approach to the area

Comprehensive consideration of the spatial potentials of areas provides greater opportunities for creating synergies between them. The strategy establishes the foundations for the comprehensive consideration of the challenges of spatial development in functional areas and a participatory approach (e.g. territorial dialogue) as a basis for the coordinated implementation of the vision of spatial development at all territorial levels in the framework of development regions. It draws on a good experience in the integration of spatial planning and regional development, the implementation of the instrument of urban development in urban municipalities in the 2014-2020 programming period and in coordination within the informal maritime spatial planning coordination group.

#### • Economical, sustainable, efficient and innovative use of resources and space

The continued growth in the use of environmental resources and the expansion of urbanisation are not crucial to economic development and the achievement of population well-being. The inclusion of external costs into individual policies can contribute to reversing unsustainable spatial patterns, such as the irrational organisation of activities in space, which increases social costs in the fields of mobility and energy. The Act introduced the instruments that are followed by the Strategy, especially in the implementation of the internal development of

settlements, while it further strengthens the concept of an efficient spatial organisation supported with sustainable mobility.

• A gradual transition from a normative to a new participatory communication model of spatial management As part of the preparation of the Strategy, it was concluded that continuing the normative model with purely formal forms of the harmonisation of sectoral development documents with the objectives of spatial development will not satisfactorily bring about a break from undesirable trends in space, which is the purpose of the Strategy. The use of participatory and communication mechanisms was proposed to connect conflicting interests in space and create synergies between sectoral policies. This model has been used in the strategic evaluation of the Strategy and will be further developed as part of the implementation of the Strategy, in particular in coordinating sectoral policies to achieve spatial cohesion.

### 2 VISION FOR SPATIAL DEVELOPMENT BY 2050

The vision of the Strategy is to achieve spatial cohesion, which enables the quality of life, agreed upon by stakeholders at all stages of the spatial policy, on the basis of the multifunctional use of identified internal (endogenous) potentials of space.

#### Efforts are aimed at achieving a diverse, multifunctional, effectively connected and internationally integrated space, in which Slovenia builds its development advantages on recognisability and identity as a basis for a high quality of life for everyone. A high quality of life in space!

Slovenia is a safe country, which provides its people with welfare and satisfaction in a healthy environment. People live in close contact with nature and even towns and cities contain natural elements; many technological and management solutions based on natural processes are used. The residents are proud of the space in Slovenia and they work with other stakeholders and experts to form a public spatial planning policy and implement it. Participatory planning forms are used in spatial management.

Small settlements and a few larger cities are predominant in the settlement structure; these settlements work well together and form connections when resolving common challenges. The suburbanisation process has come to a halt. Due to the proximity of employment centres and due to new forms of work, commutes have decreased. Urban planning, landscape architectural and architectural solutions create a recognisable order in space and take into account high-quality traditional settlement patterns.

Slovenian towns, cities and other settlements are well-maintained, renovated, vibrant, safe and pleasant for life and work. Their management is participatory and sustainably oriented. Housing areas and areas with service activities are connected with compatible activities. A high proportion of green surfaces in towns and cities contributes to the quality of the environment (the quality of air and water; it also contributes to reducing noise levels), it allows residents and visitors to socialise and enjoy recreation in the outdoors and it contributes to alleviating the consequences of expected climate change (reducing the urban heat island effect, improved wind circulation, reducing flood risk and the results of drought – water retention). Towns and cities are known for modern and recognisable architecture and a high quality of living in newly built and renovated buildings. Public areas are well-maintained and vibrant. Green roofs reduce energy consumption in buildings and they are also used for generating energy. Urban agriculture improves the supply of food to towns and cities.

Towns and cities will physically spread until 2030, while after this year the physical growth will cease due to the foreseen decrease in population. Degraded urban areas are being regularly renovated and new job-generating activities and residential areas are introduced there. A lot of attention is paid to housing accessibility in towns and cities. Housing is ensured through new construction, replacement construction projects and the renovation and modernisation of the existing housing stock. Housing is functionally adjusted to the needs of the population and new technical solutions and materials are introduced.

Modernisation notwithstanding, the countryside has kept its traditional and recognisable image. The prevailing economic activities are agriculture and forestry and the service sector is developing pursuant to spatial planning potentials (mainly tourism and recreation); smaller companies are present, which contribute to the employment

rate in primary activities. Manufacturing largely relies on local resources (timber and food industry, the construction industry, etc.). In rural areas, agricultural land is cultivated, which enables a better food self-sufficiency of the country, while the typical image of the landscape is still preserved. Towns, cities and settlements are supplied daily with food produced locally, in the countryside or near urban areas. Facilities that are required for intensive agriculture have been sited so as not to disrupt the coherence and identity of space.

In rural settlements, construction is carried out within existing settlements and the housing and heritage stock has been renovated and well-maintained as well as functionally adjusted to the needs of the population and technological improvements. Individual settlement is renovated in terms of design and municipal infrastructure, so as to ensure that the traditional settlement pattern is preserved. Settlement in areas that are most at risk (floods, landslides) is being abandoned, re-location to safe areas is being carried out.

Preserved natural and other unsettled areas as well as green settlement systems are interconnected into a green infrastructure system. Preserved natural and cultural landscape as well as urban heritage are the basis for tourism, which improves Slovenia's recognisability in the broader area as a green, healthy and active country.

Slovenia is a maritime-oriented country, which treats its sea and coast as the country's advantage in terms of spatial planning and development. In addition to innovative activities based on the principles of sustainable development and activities related to the sea, the country preserves and develops traditional maritime activities, such as fisheries, as a part of its national and spatial planning identity.

A polycentric and spatially balanced system with centres at various levels enables all of the inhabitants to enjoy suitable and equal access to high-quality services of general interest – education, healthcare, cultural, administrative and supply services. In remote and sparsely settled areas where services of general interest are not in the immediate vicinity of people, supply forms that are adjusted to local needs and circumstances are organised. Services for which physical presence is not necessary are mainly carried out through electronic systems. Accessibility to modern IT networks and technologies is guaranteed in all settled areas.

The centres of the settlement system are well-interconnected (transportation and communications infrastructure). This enables the quick and comfortable movement of locals visitors, and goods. The effects of transportation on the environment and space (in terms of loss of space) are minimal. Quick and effective public passenger transportation is organised between centres, means of transportation are modern, safe and comfortable, emissions of substances and noise into the environment are minimal. The rail network is well-spread, technologically modern and enables organised, frequent and fast rail transportation. Transit goods transportation is carried out on the railways.

The Slovenian transportation and energy system are well-interconnected with the systems in neighbouring and other European countries. Through the Port of Koper, Slovenia is connected with international maritime transportation flows as a significant link between the Mediterranean and the Baltic Sea.

Slovenia has been increasing the proportion of its own green energy supply. The economy is led by high technology, sustainably oriented activities and sectors adjusted to the principles of circular economy and green technologies.

Natural resources are suitably protected, their use for economic development is rational and sustainable. Preserved natural and cultural heritage is well-managed and used to develop various economic activities – sustainable tourism as a priority.

### **3** OBJECTIVES OF THE SPATIAL DEVELOPMENT OF SLOVENIA

The strategic objectives of the Spatial Development of Slovenia 2050 determine the framework conditions for achieving spatial cohesion, enhancing the role of Slovenia in cross-border and international integration processes and promoting positive changes in devising new multifunctional solutions for the developmental problems of modern society. They are defined by taking into consideration the bases for spatial development, key future challenges, policies of documents at the global and European levels and bases for national public policies with identified impacts on spatial development.

Taking into account social needs, environmental factors and the needs of the economy, the strategic objectives of spatial development:

- strengthen the spatial effectiveness in terms of promoting the effective use of resources, improving the cohesiveness of space (within the country and internationally) and the economic competitiveness of areas;
- improve spatial quality, which includes the quality of the living and natural environment, housing accessibility and access to services and promote social inclusion;
- strengthen spatial identity by enhancing local knowledge, sense of belonging and the vision of the community and by enhancing the recognisability of Slovenia as a country with high-quality preserved natural and cultural landscape elements.

In formulating their instruments and actions, development and sectoral policies must take into account the objectives of spatial development and effectively contribute to achieving them in different areas, coordinate interests and seek synergies that they can create in that process with other public policies. The harmonisation of development documents related to individual fields and activities is established in the processes of their preparation and adoption on the basis of determining the spatial effects of the envisaged orientations and measures or achieving the so-called cross-cutting logic.

Achieving the strategic objectives of spatial development contributes to achieving the objectives of the Slovenian Development Strategy.



FIGURE 2: THE CONTRIBUTION OF THE OBJECTIVES OF THE SPATIAL DEVELOPMENT STRATEGY OF SLOVENIA TO ACHIEVING THE OBJECTIVES OF THE SLOVENIAN DEVELOPMENT STRATEGY

FIGURE (top to bottom):

LEFT: Objectives of SDSS: 1-Rational and effective spatial development; 2-Competitiveness (and attractiveness) of Slovenian towns and cities, 3-Quality life in towns/cities and in rural areas, 4-Enhancing spatial identity and multi-functionality of space, 5-Resilience of space and adaptability to change

RIGHT: Objectives of SDS: 1- Healthy and active life, 2-Knowledge and skills for quality life and work, 3-Decent life for all, 4-Culture and language as fundamental national identity factors, 5-Economic stability, 6-Competitive and socially responsible business and research sector, 7-Inclusive labour market and high-quality jobs, 8-Low-carbon economy, 9-Sustainable management of natural resources, 10-Trustworthy legal system, 11-Safe and globally responsible Slovenia, 12-Effective management and high-quality public services

#### 3.1 C1 RATIONAL AND EFFECTIVE SPATIAL DEVELOPMENT

Spatial development creates the conditions for achieving spatial equity and spatial cohesion in the area of Slovenia, which is based on the rational organisation of activities in space and the equipment of centres, accessibility, effective use of spatial potentials taking into account spatial constraints and cohesion between all parts of Slovenia.

With even and well considered distribution of the centres of the polycentric urban system, efficient and adequate accessibility of the population and the economy to services and supplies is achieved in the entire territory of Slovenia. The processes of co-ordinated solving of key spatial, environmental, economic and social problems are established in wider urban areas and other functional integration areas, as well as in areas of development regions, through cooperation between the state, regional stakeholders, local communities, representatives of the economy, NGOs and residents. Regional development is linked to those spatial potentials and resources which, when used sustainably, provide support for the economic and social development, increase resilience to climate change, reduce spatial vulnerability and strengthen national and regional identity. Development based on regional spatial

potentials and resources creates conditions for greater employability in the local environment, without increasing commutes between municipalities or population emigration.

#### Priorities for achieving the objective:

#### P1: Improving the efficient use of spatial potentials while considering spatial constraints

- promoting the preparation and implementation of integrated development visions based on spatial potentials and by taking into account spatial constraints. By implementing development visions, synergies are achieved between sectoral policies and their measures in specific areas (in the framework of regional spatial plans);
- integrated planning of settlements, the transportation system, public infrastructure and green infrastructure;
- promoting the transition to material, energy and spatial efficiency by: enhancing the use of secondary
  resources in the economy to reduce the pressures to open new areas for the use of natural resources;
  achieving energy efficiency at the level of buildings, neighbourhoods and settlements in the context of
  complete (functional) renovations, while taking into account the vulnerability of the architectural heritage;
  promoting cascading energy use (use of surplus energy generated by heating or cooling by another user) and
  industrial symbiosis or circular economy principles and other innovative and environmentally acceptable
  approaches in the framework of the development of smart towns, cities and communities;
- achieving forms of settlement densification that enable balance between built up, public open and green areas for a quality of life and adaptation to climate change;
- promoting the re-use of degraded land in urban areas;
- promoting the establishment of a community-based approach to energy supply, especially in rural areas.

# P2: Ensuring adequate accessibility to services of general interest in support of the development of different types of areas

- cross-sectoral and multi-level coordinated implementation of measures to ensure an adequate level of equipment in the centres in a polycentric urban system;
- cross-sectoral and multi-level integration for the development of innovative service models for remote mountainous and border areas, which support the preservation of rural settlement and vitality.

### 3.2 C2 COMPETITIVENESS OF SLOVENIAN TOWNS AND CITIES

#### The development role of towns, cities and centres in a polycentric urban system is being enhanced, both within the national framework as well as in cross-border and international integration processes. In this way, towns and cities contribute to the economic, social and societal development of the country.

Slovenian towns and cities at the junction of three European macro-regions – the Alpine, Danube and Adriaticlonian region – are well connected to the European transportation corridors. Towns and cities located at the intersection of traffic corridors take on the role of traffic hubs. Key entry points (*gateways*) and links between them should be strengthened to take advantage of location advantages for the development of the country, while the high quality of the environment and the landscape needs to be maintained. Entry points need to be linked to major urban hubs, major European cities and metropolitan areas. The role of urban areas in the border area needs to be strengthened, in particular through quality and diverse functions and infrastructure, which will enable them to play an equal role as well as to take a leading role in spatial development at cross-border level.

Urban settlements will focus (restructure) on the development of specific areas that derive from their comparative advantages such as, in particular, location and infrastructure, supply of services, access to top-level management functions, availability of workforce and skills, quality of living environment and cultural heritage, proximity to rural hinterland. They will upgrade their role in the development of the country with planned and coordinated development in wider urban areas and other functional integration areas, in the framework of which with integration and support from smaller urban settlements they will have a comparable critical mass in infrastructure endowment and the offer of services, labour market size and other key areas. Within wider urban areas and other functional integration of locations for economic activities (jobs), the provision of urban development, in particular on the allocation of locations for economic activities (jobs), the provision of housing, the integration of sustainable mobility systems, quality and reliable supply of green energy and other resources, equipment and accessibility of services, a high quality of life arising from environmental and landscape quality, methods and instruments of implementation, and provision of funding sources for projects important for the development of wider urban areas and other functional integration areas.

#### Priorities for achieving the objective:

#### P3: Functional integration and integrated management of towns and cities

- promoting functional integration and strategic planning in the framework of urban areas and other functional integration areas and with rural areas;
- promoting integrated management of towns and cities by integrating economic, environmental, design, functional, technical and technological aspects.

#### P4: Strengthening Slovenian towns and cities in the international arena

- establishing intermodal transportation hubs for passenger and freight transportation in the centres of the polycentric urban system in connection with an infrastructure that enables the integration of towns and cities into international flows;
- strengthening towns and cities entry points and border urban areas in the country's development strategies, especially in transportation, education, health, economic, residential and environmental policies.

#### P5: Improving the location appeal of towns and cities

- designing towns and cities to be spaces of interaction, innovation, culture and community-based connectedness and social cohesion;
- developing work environments and support services to attract workforce and their family members from abroad, such as training offers, networking, international schools, cultural services;
- preparing measures (fiscal, etc.) and renovation and reactivation of less utilised or degraded areas;
- ensuring a safe and healthy living environment by adapting towns and cities to climate change;
- providing opportunities for healthy lifestyles in towns and cities by establishing quality public space, green urban systems and sustainable mobility systems.

#### 3.3 C3 QUALITY LIFE IN URBAN AND RURAL AREAS

We wish to create compact, attractive, healthy and safe towns and cities and other settlements for living, working, creating and enjoying leisure and to improve the sustainable approach to managing energy, water, air and soil within a comprehensive management system in towns, cities and other settlements.

Slovenia is characterised by small and medium-sized towns and cities. By reducing the trend of suburbanisation and improving the management of daily migration in wider urban areas and other functionally integrated areas, the attractiveness of towns and cities for quality life, work and leisure for different age groups will be enhanced. Towns and cities will be transformed into spaces of interaction, innovation, culture and community-based connectedness, where spaces of living, work and leisure are functionally intertwined and connected with the surroundings and the landscape. The compactness of towns and cities will be increased, while the focus will be on appropriate forms of concentration and on the preservation of public and green spaces that serve as mitigators of the effects of climate change and provide greater quality of living in towns/cities. Sustainable mobility is a basic concept of comfortable, efficient, healthy and environmentally friendly accessibility in towns and cities that needs to be strengthened. Towns and cities are substantial consumers of energy and natural resources; therefore, it is necessary to balance the needs by introducing circular management solutions and integrating them into complete renovation and construction at the level of buildings, urban areas and neighbourhoods. Good architecture, well-designed and maintained public spaces and green urban systems as well as cultural heritage that is well-integrated into the life of the community will all contribute to the greater attractiveness of towns/cities. Expertly supported interdisciplinary planning of urban spaces will be strengthened and the excellence of urban management in accordance with the role of towns and cities in the development of Slovenia will be promoted. In the process of restructuring, rural settlements will harmonise their needs for residence, jobs and development of primary activities and related supplementary activities. The increased functionality of rural settlements, which preserves tradition and cultural heritage and incorporation into the mosaic of the cultural and natural landscape, will enhance the attractiveness of the countryside as a destination of interest for the development of tourism programmes. In rural settlements, the housing function that would change these settlements into dormitories will not be enhanced.

#### Priorities for achieving the objective:

#### P6: Increasing the attractiveness of towns and cities for living

- developing towns and cities to be spaces of interaction, innovation, culture, community-based connectedness and sustainable development;
- providing quality and affordable housing for different population groups;
- increasing concern for the equipment and intertwining of complementary uses in urban areas in accessibility radii with sustainable mobility;

• improving the quality and diversity of public open and green areas of towns and cities and accessibility to green systems of towns and cities and through them to green systems of regions.

#### P7: Implementing complete functional renovation of settlements

- strengthening the integral approach to planning, arranging and managing settlements by integrating economic, social, cultural, design, technical, technological and environmental aspects;
- promoting the densification of settlements in a balanced ratio with the open and green areas of the settlement as part of climate change adaptation;
- revitalisation and re-urbanisation of less utilised or degraded areas by integrating sustainable mobility, circular economy, energy efficiency and self-sufficiency.

#### P8: Improving the vitality and attractiveness of rural areas

- strengthening the renovation and reactivation of less utilised or degraded areas in rural settlements, primarily
  for agricultural and other (supplementary) activities, which enable an increase in local employment and the
  reduction of commutes to towns/cities;
- reducing the negative impacts of agricultural activity on the quality of living in settlements;
- improving spatial possibilities for the development of agricultural holdings in rural settlements and villages;
- providing environmentally suitable and affordable forms of urban infrastructure for rural settlements;
- ensuring the development of sustainable forms of mobility in rural areas with the connection to regional mobility systems to improve accessibility to services;
- strengthening the connection between towns/cities and rural areas for the supply of locally-produced food as an element of modern urban management and the design of towns/cities.

#### **3.4** C4 ENHANCING SPATIAL IDENTITY AND MULTI-FUNCTIONALITY OF SPACE

The key elements of spatial identity, which consists of valuable natural features and biodiversity, cultural heritage and landscape, are being preserved and developed. Their prudent inclusion into economic and social development contributes to Slovenia's greater reputation as a well-maintained, attractive, creative, healthy and green country.

Spatial identity is created by natural, landscape and built structures that stand out because of their characteristics, structure, position, cultural or symbolic importance. Slovenia is recognised for its large proportion of preserved natural areas, outstanding valuable natural features and cultural heritage, as well as for the rich and diverse mosaic of the cultural landscape. The most valuable areas are protected according to the rules for the preservation of nature and cultural heritage, while the management of space and its elements outside of the protected areas is also important for the spatial identity. Therefore, on the one hand there is a desire to strengthen the preservation of spatial identity in protected areas, and on the other hand to ensure that parts of space important for the identity that are outside of these areas are also preserved. Spatial identity will be recognised and given a place in all public policies and documents and educational programmes with the aim of strengthening values, attitude to space, historical development and homeland, and will be integrated as a potential for creativity, development and quality of living space.

Achieving multi-functionality in space will be strived for, especially in areas where this can contribute to greater resilience of space and mitigate the adverse effects of natural disasters. For projects that change spatial relationships and thus affect the spatial identity or multi-functionality of space, the care for their siting, preservation of ecological connectivity and high-quality architecture will be strengthened. At all levels of planning, efforts will be strengthened to ensure that the modern development of society will contribute to the creation of

spatial order, the preservation of the recognisability of nature and cultural heritage and the harmonious image of the landscape.

#### Priorities for achieving the objective:

#### P9: Identifying and integrating spatial identity into development policies and spatial documents at all levels

- strengthening the renovation of cultural heritage in urban and rural areas and its involvement in the development of these areas;
- preserving and establishing the recognisability of the rural cultural landscape, in particular the mosaic intertwining of rural settlements and villages and of agricultural and forest landscapes;
- increasing concern for the adaptation of infrastructure and other major systems to the preservation of urban and landscape recognisability and ecological connectivity;
- encouraging sectors to include spatial identity in their development documents, in particular cultural diversity (heritage), biodiversity and landscape diversity;
- promoting the integration of spatial identity and urban and landscape recognisability into spatial development planning at regional and local levels.

# P10: Establishing and implementing integral instruments in support of the long-term strengthening of spatial identity

- implementing architectural policy, in particular public urban, architectural and landscape architectural competitions for publicly funded structures;
- adopting and implementing landscape policy, in particular for areas of landscape recognisability and measures for their preservation;
- promoting sustainable construction and renovation;
- developing instruments and approaches for the integral preservation of spatial identity and urban and landscape recognisability in the areas of natural parks, protected areas of cultural heritage and in towns/cities.

# P11: Increasing awareness of the importance of spatial identity and the manners of including it in the development

- increasing the sensitivity of the public media space to spatial identity issues;
- establishing education on spatial identity and ways of including it in the development;
- promoting good practices.

#### **3.5 C5** RESILIENCE OF SPACE AND ADAPTABILITY TO CHANGE

# The level of qualification of administrations and decision-makers to timely recognise changes that affect the opportunities for spatial development and for the mobilisation of the necessary resources and participatory processes for expert-supported and socially acceptable decisions and measures is being strengthened.

The space is influenced by numerous external and internal circumstances, both social and natural. Spatial policy must establish a governance structure that will not only lead the preparation of spatial planning documents, but will also strengthen informed, spatial fact-based decision-making regarding spatial development and the connective role that space plays at all levels. The ability to detect problems and challenges that have spatial effects, analytical evaluation and the provision of timely action must be strengthened. Appropriate basic and applied research must also be supported. It is necessary to strengthen strategic spatial planning at all levels, which is integrated into European and global trends, connected with sectoral policies, promotes the enhancement of

synergies in space and builds on spatial potentials and the achievement of multi-functional solutions. Attention must be drawn to the transfer of experience and knowledge between levels and ministries, professionals and politics. Encouragement will be given to the development of active citizenship, which will open up opportunities for change in habits in support of the implementation of spatial policy and sustainable development.

#### Priorities for achieving the objective:

#### P12: Improving the resilience of space

- strengthening a multifunctional approach, especially in areas and fields where synergies in space can be achieved through integration between sectoral policies;
- increasing effort to reduce the vulnerability of space and the exposure of the population and infrastructure to the risks of hazards;
- establishing and managing the green infrastructure system at different levels in relation to the green systems
  of regions and settlements and areas in wider space;

#### P13: Enhancing the ability to detect problems and challenges and to recognise their effects on space

- strengthening the analytical support for spatial development decision-making, i.e. basic, applied, targeted and interdisciplinary research and professional bases and indicators for monitoring the state of spatial development;
- increasing public administration's sensitivity to the challenges of diverse areas and the ability to innovatively integrate strategic planning by designing appropriate actions and monitoring effects;
- establishing and implementing integrated assessment of effects on space.

#### P14: Strengthening professional competence and raising awareness of space and the role of spatial planning

- developing instruments to achieve the objectives of spatial cohesion;
- raising awareness of space, in particular recognising the role of space and the spatial management system at different levels for maintaining the identity and development of the country;
- strengthening the competence of spatial planners;
- enhancing the exchange of knowledge and experience between stakeholders at all levels;
- continuous training for active citizenship in the field of spatial development and planning.

The defined objectives relate to the entire territory of Slovenia, while their implementation relates to specific areas that are an integral part of the concept of spatial development of Slovenia and are subjects of more detailed orientations.





FIGURE (top to bottom, left to right): Spatial diversity of the area; Spatial development objectives; urban areas, rural areas, other areas of functional integration, rural areas in the hinterland of towns/cities and other urban settlements; C3: Quality life in urban and rural areas; C4: Enhancing spatial identity; urban settlements; centres; C2: Competitiveness (and attractiveness) of Slovenian towns/cities; municipalities; Rural areas in border and remote areas; urban border areas; wider urban areas; C1: Rational and effective spatial development; C5: Resilience of space and adaptability to change; Polycentric development

### 4 THE CONCEPT OF THE SPATIAL DEVELOPMENT OF SLOVENIA

The concept of spatial development supports the strengthening of internal spatial cohesion of the country and Slovenia's developmental integration into European space and macro-regional integrations. It represents a strategic framework for the integration of spatial systems and structures, through which the vision and objectives of spatial development are realised. It is based on the simultaneous, synergistic, integral and interdependent development of three spatial systems: (1) settlement, (2) public infrastructure and (3) green infrastructure. When planning and developing these systems, social, economic and environmental development aspects are all taken into account simultaneously, as well as the justified needs of individual specific areas.

#### The concept of spatial development consists of the following elements:

- development corridors and entry points,
- a polycentric urban system with centres and wider urban areas,
- rural areas,
- green infrastructure.



FIGURE 4: THE INTEGRATION OF A POLYCENTRIC URBAN SYSTEM, TRANSPORTATION INFRASTRUCTURE AND GREEN INFRASTRUCTURE INTO THE CONCEPT OF THE SPATIAL DEVELOPMENT OF SLOVENIA

FIGURE (top to bottom): CENTRES; level II centres; level I centres; employment centres; municipalities; housing needs; wider urban areas; other functional integration areas; rural areas; GREEN INFRASTRUCTURE; TRANSPORTATION LINKS; main railway links; main road links; circumferential links; planned railway links; planned road links; airports; ports; entry points; hubs

The concept of spatial development:

- follows the principles of polycentric development and the rational organisation of activities in space; by supporting the development of several centres in a polycentric urban system, the rational organisation of activities in space and equal access to the services of general interest and to public infrastructure in the entire area of the country are ensured, as well as the improvement of a quality of life;
- supports the strengthening of the competitive power of centres, while at the same time, through cooperation
  and with the provision of functional connections and interactions between the centres, settlements within
  wider urban areas and other functional integration areas and rural settlements, ensures the balance of the
  conditions for development between various areas and enables combating the negative effects of remoteness;
- pays special attention to remote areas, away from the centres of levels I, II or III and from traffic flows and to mountain areas where development opportunities are limited due to elevation and relief;
- encourages local communities to cooperate and complement each other beyond administrative limits and promotes greater connection between the development of areas and spatial potentials (spatial specialisation).

The key supporting elements of the concept are a transportation infrastructure with sustainable mobility systems and a green infrastructure that connects urban and rural areas and with which green systems of regions and settlements are connected (FIGURE 4).

Key services and functions are maintained and concentrated in urban settlements, which play the role of centres and traffic hubs in a polycentric urban system. The division and complementarity of functions between centres, settlements in wider urban areas, other functional integration areas and rural settlements contribute to increasing the efficiency of the use of limited natural and financial resources needed to ensure an adequate level of supply of services of general interest to the population, while avoiding duplication of roles and functions.

In order to improve the spatial cohesion of the country, it is crucial to ensure quality and safe internal transportation links between centres at the same hierarchical level, links between lower level centres and higher level centres, links within wider urban areas and within other functional integration areas, between urban and rural areas and links between centres of the highest level and centres outside of the country.

The planned support for the development of centres in urban border areas balances the impact of larger neighbouring urban agglomerations and ensures the equivalence of Slovenian territories compared to the territories of neighbouring countries.

To increase critical mass in urban border areas and to reduce the asymmetric impact of the border, towns, cities and other urban settlements are encouraged to implement networking in wider cross-border urban areas and other functionally integrated areas. Within them, the economic and production zones are being interconnected and economic activities are being strengthened. The presence of infrastructure and services on one side of the border contributes to greater accessibility and greater competitiveness of the areas on both sides of the border. Services in the border areas are also being developed in cooperation with the border areas of neighbouring countries.

A large part of Slovenia consists of remote and mountainous areas where there is a desire to maintain the population and decelerate its decline and to maintain the landscape and urban recognisability of the areas.

Therefore, internal regional connections, the connectedness with the Central Slovenian space and level IV centres are all being strengthened. This is particularly important for improving the accessibility of services of general interest to the population, ensuring the quality of life, social security and inclusion of the population and for enabling local employment.

Slovenia's integration into the natural systems of the wider area, especially the Alps, Dinarides, the Danube basin and the Adriatic Sea, is ensured by connecting the country's green infrastructure with green infrastructure in these areas.

#### 4.1 DEVELOPMENT CORRIDORS AND ENTRY POINTS

Development corridors and entry points enable Slovenia to be integrated and connected with neighbouring territories and territories in Europe and the rest of the world. Through its public infrastructure, integration of the most valuable parts of nature into a green infrastructure network and the inclusion into macro-regional and cross-border integrations, Slovenia is enhancing the competitiveness of Slovenian towns/cities and its space in the European urban network.

As part of large European geographical regions – Alpine, Mediterranean, Danube and Central European – Slovenia is taking over an active role in macro-regional and cross-border integrations. In this way it is strengthening its role and ensuring the resolution of common issues, particularly those that are related to resolving development challenges in cross-border, hilly and mountainous areas, which are experiencing demographic and economic stagnation or decline. Slovenia is an equal partner in cross-border integration, which is why border towns and other urban settlements are being strengthened and cross-border wider urban areas are being formed, which is increasing the cross-border impact of Slovenian border areas. Forming and strengthening border wider urban areas and other functional integration areas (Maribor – Graz (A), Nova Gorica – Gorizia (I), Koper – Trieste (I), Krško – Brežice – Samobor – Zagreb (Cr), Ilirska Bistrica – Rijeka (Cr), Gornja Radgona – Bad Radkersburg (A)) also contributes to balancing the impact of neighbouring towns/cities at a cross-border level. The formation of the common development programmes and projects is being supported for the purpose of resolving common cross-border problems. Slovenia will provide priority support for the establishment of those cross-border associations that seek to realise spatial development objectives and the priority tasks of the Strategy and have headquarters in Slovenia.

Slovenia ensures efficient integration of its public infrastructure into European infrastructure networks. The development of transportation and other types of public infrastructure creates opportunities for taking advantage of the comparative advantages of the Slovenian territory.

Public infrastructure is part of Europe's infrastructure networks, part of a core and comprehensive TEN-T network. It is located at the intersection of two important European transportation axes, i.e. Corridors V and X. In addition to multimodal transportation axes, the core TEN-T network also comprises the multimodal logistics platform Ljubljana, Maribor and Koper, the core port of Koper with connection to maritime transportation links, the core airport Jože Pučnik Ljubljana; while the comprehensive TEN-T network also comprises the Edvard Rusjan Maribor Airport and the Portorož Airport, the Ptuj–Gruškovje motorway link and the motorway or railway section from Postojna to Jelšane or the border with Croatia. Part of the Corridor V from Kranj to Austria is also included in the core network in order to ensure integration into international transportation links.

Slovenia is developing an energy infrastructure that enables full integration with the energy systems of neighbouring countries. This ensures the security of supply, a single EU energy market and adaptability of supply to market conditions. Users in Slovenia are thus provided with an energy supply that is competitive in terms of prices, while a favourable geopolitical position is also taken advantage of for integration into international energy flows.

Green infrastructure at the national level is connected with green infrastructure in the wider area through the preserved natural areas of the Alps and Dinarides and the larger rivers Soča, Sava, Drava and Mura. At the national level, interconnections between the Alps and the Dinarides are ensured, which will enable the implementation of ecological functions at national and international levels and strengthen the resilience of space to the effects of expected climate change.



FIGURE 5: INTEGRATION IN THE INTERNATIONAL ARENA

FIGURE (top to bottom): cooperation area of cross-border/neighbouring areas; enhanced cooperation with neighbouring towns/cities; cross-border green infrastructure; port; airport; hub; transportation infrastructure; marine transportation corridor

#### 4.2 POLYCENTRIC URBAN SYSTEM

A polycentric urban system, which is based on prudent organisation of the activities of the general public and economic importance, contributes to rational and effective spatial development; it contributes to improving the

quality of life in urban settlements; it creates attractive, vibrant and more competitive urban settlements and decreases the trend of emigration to the periphery and suburbanisation. As a result, pressures of construction and (auto) mobility on the extent and quality of resources are reduced, thus enabling a greater level of organisation of spatial structure. Green systems of towns, cities and regions ensure a quality of life in urban areas and the spatial coherence of settlements using separating green belts. When devising a concept for the development of settlement, infrastructure and landscape, one of the key guiding principles should be the concern for spatial identity, which respects natural and cultural spatial elements and contributes to the coordinated external and internal image of urban and rural settlements and landscape in terms of design. The quality of life in rural areas has been improving due to the suitable spatial distribution of centres enabling equal access to services of general interest in remote areas and the introduction of a minimum accessibility standard through suitable infrastructural connections to central Slovenian and cross-border areas. A network of transportation, i.e. rail transportation, road and cycling connections has been outwardly functionally connected with the European transportation network; within the country, this network connects urban centres into a single polycentric network and it is developing together with it. Considering the justified needs at the regional level, a circumferential system of traffic routes is being developed.

The distribution of centres in the settlement system ensures uniform coverage of the entire territory of the country, with 80% of the population residing within a radius of 25kms from the centre of at least level II, while 90% from the centre of at least level III. It is ensured that at least this level of accessibility and standard of equipment of these centres are maintained. They are interconnected with safe and quality transportation infrastructure of higher level and they provide supply to service areas within a rational accessibility radius.



FIGURE 6: DISPLAY OF THE CENTERS OF THE POLICENTRIC URBAN SYSTEM IN SLOVENIA WITH AREAS OF POPULATION CONCENTRATION

FIGURE (top to bottom): CENTRES; level I centres; level II centres; municipalities; housing needs; connectedness of the network of centres; areas of population concentration

#### 4.2.1 CENTRES IN A POLYCENTRIC URBAN SYSTEM

The framework of the polycentric urban system consists of the centres of different levels. The classification of centres according to hierarchically organised levels of centres in the concept of the spatial development of Slovenia is crucial for the implementation of polycentric spatial development according to the principle of subsidiarity and it enables rational organisation of the positioning of services of general interest, provided by different ministries (of education, health, public administration, culture, etc.) and accessibility to services.

Towns and cities reach a level in the hierarchy of centres by themselves by fulfilling the criteria (Table 1) or with functional integration and supplementation of centres within wider urban areas and other functional integration areas. Strengthening the existing functions and activities or restructuring towns and cities for new activities according to their specific advantages (location, knowledge, infrastructure, workforce, recognisability, cultural heritage) enhances the competitiveness of Slovenian towns and cities, maintains their attractiveness to the existing population and reduces settlement pressure in suburbanised areas on the outskirts of centres of the highest level. In accordance with the identified developmental needs, the development of settlements is directed into the centres and wider urban areas and other functional integration areas, measures are being taken to preserve the existing settlement and the active housing stock through renovation and functional modernisation, while the expansion of settlements is not encouraged.

raven središča	število prebivalcev naselju	število prebivalcev v občini	št. preb. ŠMO	število delovnih mest (občina)	Prometno vozlišče	lega cestna inf.	lega žel. inf mednarodna	dodatni kriteriji
I	90.000	100.000	200.000	50.000	mednarodno	AC	DA	obsežna konurbacija
II	15.000	20.000	50.000	10.000	nacionalno	AC/HC	DA	obmejnost, obsežno podeželsko zaledje, oddaljenost od drugih središčenake ali višje ravni, sedež MO, oblikovano ŠMO z vsaj 50.000 prebivalci
111	5.000	10.000	50.000	3.000	regionalno	-	-	obmejnost, obsežno podeželsko zaledje, oddaljenost od drugih središč enake ali višje ravni, pomembno prometno vozlišče
IV	3.000	5.000	-	2.000	-	-	-	obmejnost, oddaljenost od središč enake ali višje ravni, nizka gostota poselitve v zaledju

Centre level	No. of population in a settlement	No. of population in a municipality	No. of population - wider urban area	Number of jobs (munici- pality)	Transportation hub	Road infrastr. location	Railway infrastr. location – international	Additional criteria
1	90,000	100,000	200,000	50,000	international	Motorway	YES	extensive conurbation
Π	15,000	20,000	50,000	10,000	national	Motorway/ highway	YES	border area, large rural hinterland, remote from other centres of equal or higher level, municipality headquarters, formed wider urban area with at least 50,000 inhabitants
II	5,000	10,000	50,000	3,000	Regional	-	-	border area, large rural hinterland, remote from other centres of equal or higher level, important transportation hub
IV	3,000	5,000	-	2,000	-	-	-	border area, remote from centres of equal or higher level, low population density in the hinterland

TABLE 1: DETERMINING THE LEVEL OF CENTRES ACCORDING TO SETTLEMENT, ECONOMIC AND TRANSPORTATION POTENTIAL
raven središča	zdravsto	šolstvo	javna uprava	sodstvo	kultura
					univerzitetna
			vladne službe		knjižnica, narodno
	univerzitetni klinični center	sedež javne univerze	diplomatska predstavništva	vrhovno	gledališče, muzeji in
1	večja regionalna bolnišnica	raziskovalne institucije	ministrstva	višje	galerije
		sedež visoke šole	ministrstva		ljudsko gledališče,
		fakultete	izpostava ministrstva ali		pokrajinski muzej,
II	večja splošna bolnišnica	akademije	zavodov	višje	splošna knjižnica
	specializirana bolnišnica	sedež višje šole	izpostava ministrstva ali	okrožno	muzej, galerija,
Ш	zdravstveni dom	sedež srednje šole	zavodov	okrajno	splošna knjižnica
			teritorialna organizacija		
			(dekoncentracija) državne		muzej, galerija,
IV	zdravstveni dom	sedež srednje šole	uprave	okrajno	splošna knjižnica

TABLE 2: CRITERIA FOR DETERMINING THE LEVEL OF CENTRES WITH REGARD TO THE SUPPLY OF SERVICES OF GENERAL INTEREST

Centre level	Health care	Education	Public administration	Judiciary	Culture
Ι	university clinical centre, larger regional hospital	headquarters of a public university, research institution	government service, diplomatic representations, ministries	supreme, higher	university library, national theatre, museums and galleries
Π	larger general hospital	headquarters of colleges, faculties, academies	Ministries, branch of a ministry or institutions	higher	people's theatre, regional museum, general library
111	specialised hospital, health care centre	headquarters of a college, headquarters of a secondary school	branch of a ministry or institutions	district, local	museum, gallery, general library
IV	health care centre	headquarters of a secondary school	territorial organisation (deconcentration) of state administration	local	museum, gallery, general library

#### Level I centres

Urban settlements that have a population of at least 90,000 and a population of at least 200,000 within their wider urban area are located along the European transportation corridors and are transportation hubs of international importance are being developed as centres of the first level of importance. These settlements have a potential for further development of top-level public services in the fields of science and education (such as university headquarters, university libraries, national research institutes), health care (university clinical centre), culture (national theatres, museums), the judiciary (constitutional court, higher court), administration (ministries, diplomatic representations) and for acquiring representative offices or the headquarters of prominent international organisations and companies. The criteria for level I centres are met by Ljubljana and Maribor. Due to its role of an international transportation hub, its involvement in the coastal and cross-border wider urban area, Koper is being developed as a level I centre.

#### Level II centres

Urban settlements that have a population of at least 15,000, potentials for the development of services of general and general economic interest, developed potential for the development of intermodal transportation hubs and urban and suburban public passenger transportation and make a significant contribution to the supply of residents

in rural service hinterland are being developed as level II centres. Level II centres are Celje, Kranj, Novo mesto, Ptuj, Nova Gorica, Murska Sobota, Slovenj Gradec and Velenje. With regard to population and activity distribution and the natural features of the area, level II centres in wider urban areas connect with lower-level centres and develop as functionally interconnected urban settlements on the basis of connecting and complementing services of general interest.

#### Level III centres

The following centres are being developed as level III centres: Krško, Trbovlje, Kamnik, Jesenice, Domžale, Škofja Loka, Izola, Postojna, Kočevje, Ravne na Koroškem, Brežice, Idrija, Črnomelj, Tolmin and Dravograd. In level III centres, services, supply and other activities (services of general and general economic interest) are being developed to supply the inhabitants of these centres and the inhabitants in the service hinterland of the centres, which are often rural, border, remote, mountainous and away from major transportation corridors. Level III centres are a suitable location for tertiary and secondary levels of health care, higher education, judicial and administrative institutions, specialised social care and public research institutions. The range of services tailored to the regional conditions and needs of the population and the economy is further defined in the regional spatial plan.

#### Level IV centres

The following centres are being developed as level IV centres: Gornja Radgona, Zagorje ob Savi, Hrastnik, Ajdovščina, Logatec, Vrhnika, Grosuplje, Litija, Ilirska Bistrica, Žalec, Laško, Šentjur, Rogaška Slatina, Sevnica, Metlika, Trebnje, Ribnica, Slovenske Konjice, Slovenska Bistrica, Ljutomer, Ormož, Lendava, Radovljica, Bled, Tržič, Cerknica, Radlje ob Dravi, Ruše, Lenart v Slovenskih Goricah, Piran, Sežana. Level IV centres ensure at least a health centre or medical care at the primary level and a territorial organisation of the state administration; level III centres that are farther from upper-level centres ensure also secondary school and local courts.

#### Other settlements important for the development of the region

In the regional spatial plan, the state and municipalities agree on the identification of potential other settlements important for the development of the region, in accordance with the development objectives of the region, the identified priority areas for the development of individual activities and the proposal for the design of social and economic infrastructure networks. Such settlements may be identified in those priority areas for the development of individual activities that are more than 20kms away from the higher level centres (level I – level IV) with the use of the road network, have a rural hinterland and are important in terms of provision of services of general interest for the inhabitants of these areas. The settlements important for the development of the region have a population of at least 1,500, are the seat of a municipality with at least 2,000 inhabitants, have complete primary school, primary healthcare (health station) and are of economic importance (labour migration index> 96 – moderately working municipality).

#### 4.2.2 WIDER URBAN AREAS

The core areas of settlements, which are also the most urbanised areas in Slovenia, are connected into the wider urban areas. Wider urban areas comprise the narrower service hinterland of the municipalities, centres of levels I and II, within which residential areas are connected with efficient public transportation, with jobs, services and public services and the built structures are integrated with the green infrastructure through green systems of regions and towns/cities.

The wider urban areas are an upgrade of the polycentric urban system with the cores of urban development that support Slovenia's competitiveness. The development of a wider urban area is guided by coordinated and joint regional and spatial planning. In wider urban areas, the development of housing, public passenger transportation, jobs, services and public services and green systems is planned in a coordinated manner. Based on the existing features, wider urban areas may have one larger centre or agglomerated areas around several centres (Figure 7). In all cases, the connections between the centres as well as the centres and their hinterland are particularly intensive and diverse and require cooperation and agreement on how to achieve the objectives of spatial development.



FIGURE 7: DIFFERENT TYPES OF WIDER URBAN AREAS: (A) SINGLE-CORE WIDER URBAN AREA, (B) MULTIPLE-CORE WIDER URBAN AREA WITH COMPARABLE CENTERS, (C) MULTIPLE-CORE WIDER URBAN AREA WITH A SINGLE HIGHER-LEVEL CENTRE

Wider urban areas are areas of intensive functional integration. Functional integration requires addressing common development problems and challenges with the enhanced participation of municipalities within the wider urban area and regional operators and the state through coordinated planning and implementation of infrastructure and other development projects. Due to the close functional connection of a wider urban area with the central town or city, which is usually the centre of level I or II, municipalities are the operators of urban development in wider urban areas. Green infrastructure is a key element for the preservation of landscape elements in wider urban areas, which are important in terms of ensuring the quality of living, identity of space, opportunities for recreation in the natural environment, protection of the environment, nature, water and soil and green systems of towns and cities and other urban settlements are connected to it. Wider urban areas are areas of integrated public passenger transportation with public passenger transportation hubs, located in centres. Centres are connected with the transportation infrastructure with their functional hinterland. Forms of sustainable mobility, which are based on intermodality, connection of rail and road public passenger transportation, cycling and passenger motor transportation are being developed. Priority is being given to developing the railway infrastructure. In a wider urban area, coherence of transportation and spatial planning is ensured, especially in the case of the expansion and renovation of settlements or the siting of major traffic generators (e.g. business zones or shopping centres).

Depending on their location and connections to international corridors, wider urban areas play a global/transnational, national or cross-border role.

Wider urban areas are:

- 1. Ljubljana in cooperation with Kranj (level II centre) and Domžale, Kamnik and Škofja Loka (as level III centres) forms the **Central Slovenian wider urban area**, which acts as a central entry point at the intersection of the EU transportation corridors.
- 2. In cooperation with Ptuj, Maribor forms a **Podravje wider urban area**, which is strong in terms of settlement and economy and which successfully balances the impact and exploits economic synergies with the cross-border urban areas of Graz and the agglomeration of Zagreb.
- 3. The coastal wider urban area consists of Koper, Izola and Piran together with the Karst hinterland, which at the cross-border level forms connections with the neighbouring regions of Italy and Croatia and develops its competitiveness in the field of logistics and tourism and the development of export-oriented activities in connection with the activity of the port.
- 4. Novo mesto, in cooperation with level III centres and level IV centres of Bela krajina, forms the Dolenjska–Bela krajina wider urban area, within which a regional labour market is being established, which strengthens the competitiveness of the centre also in a cross-border space. In order to strengthen the internal connectedness of the wider urban area, the transportation links in Bela krajina are being improved with the extension of the road infrastructure and the modernisation of the railway infrastructure.
- 5. Murska Sobota, with its service hinterland, extending to Gornja Radgona, Lendava and Ljutomer, forms the **Pomurje wider urban area**.
- 6. **The Savinja wider urban area** is formed by Celje and Velenje, Žalec and Laško by connecting and complementing the functions of Celje in the Savinja wider urban area along the third development axis.
- 7. **The Goriška wider urban area**, the centre of which is Nova Gorica with the contacting settlements of Šempeter pri Novi Gorici and Vrtojba, as a densely populated urbanised area with related multifunctional economic orientation on both sides of the border represents a symmetrical and efficient cross-border area.
- 8. Wider urban area of Koroška It consists of the area of Slovenj Gradec with Dravograd and Ravne na Koroškem. In the wider border area, the Slovenian area is more densely populated and more industrialised than the Austrian Carinthian cross-border area. There is a considerable degree of cross-border cooperation and cooperation with the representatives of the Slovenian minority in Podjuna.

#### 4.2.3 OTHER FUNCTIONAL INTEGRATION AREAS

In some more densely urbanised areas where there are smaller although functionally interconnected and complementary centres of the polycentric urban system, the concept of spatial development identifies other areas of functional integration. These include areas of functionally interconnected municipalities with at least 30,000 inhabitants. Within these areas, a coordinated development of housing, public passenger transport, jobs, social infrastructure, the provision of services of general and general economic interest and green systems are planned in the regional spatial plan.

These areas are: Jesenice–Radovljica; Trbovlje–Zagorje–Hrastnik and Sevnica–Krško–Brežice.

#### 4.3 RURAL AREAS

Rural areas are defined as spaces outside of the areas with greater concentrations of people, which, however, are not homogeneous. They differ depending on various spatial development challenges and potentials, particularly the location, natural, demographic and social characteristics and the connectedness with and accessibility to the centres in the polycentric urban system. Space in rural areas is predominantly used for agriculture and forestry; rural areas are also known for preserved natural processes and natural elements as well as a high percentage of rural settlements and villages, protected natural areas and areas of cultural heritage. A mixture of these elements creates distinctive landscapes and urban and landscape recognisability, which increases the quality of life and attractiveness for tourism. Rural areas are also known as having a large percentage of green infrastructure and related eco-system services. Rural areas are strategic areas for agriculture, which are important for food security and local supply with high-quality food; they also have natural resources, which can be used in a sustainable way to increase welfare in society.

To guide spatial development, we distinguish between rural areas in the hinterland of towns and cities and urban settlements and rural areas in mountainous, remote and border areas, whereby mountainous rural areas may be border areas or inland areas and border rural areas may also be lowland areas. Urban border areas are addressed in the context of wider urban areas.

In order to maintain the settlement and vitality of rural areas, particularly in mountainous and remote and border mountain areas, inhabitants are provided with comparable living conditions and suitable and equal access to services of general interest and general economic interest, particularly to education, healthcare, administrative and supply services. In rural areas in the hinterland of towns and cities and urban settlements, accessibility to services is achieved by strengthening level III centres and in rural areas in mountainous and remote areas by strengthening level IV centres or other settlements relevant to the region in accordance with the regional spatial plan.

An adequate level of transportation links between rural settlements and centres within the region is ensured and accessibility is enhanced through public transportation and other forms of sustainable mobility. 100% high-speed internet coverage is provided in rural areas, which enables working from home, the development of services for the supply to rural areas and support for economic activities in rural areas.

Map

More detailed orientations are provided in Chapter 5.3.

#### 4.4 GREEN INFRASTRUCTURE

Green infrastructure is a system of functionally connected natural and semi-natural areas, which enable natural processes for healthy, reproductive, safe, attractive and multifunctional space. In addition to the Natura 2000 network, the framework of green infrastructure also consists of protected areas, valuable natural features, green areas in urban settlements and other land relevant for the ecological cohesion of these areas. Green systems of regions and green systems of settlements, which are part of green infrastructure at the regional and local levels, are connected to this framework. Green infrastructure is not a new protection arrangement, but rather stakeholders discuss the implementation of the functions of green infrastructure or its improvement within spatial planning processes and spatial or sectoral management at the state, regional and local level with the goal of achieving the multifunctionality of green infrastructure.

State-level green infrastructure includes more extensive forest complexes, most of which are Natura 2000 sites, mountain massifs of the Alps and Dinarides, protected areas of nature parks, larger river systems of the Soča, Sava, Drava and Mura and related permanent or occasional formation of lakes. A green infrastructure system at the national level also includes areas of landscape recognisability and floodplain areas of watercourses. Connectivity between these core areas of green infrastructure is ensured through natural line (e.g. river) and point (foot) landscape elements or by establishing or renewing such links where necessary.

Green infrastructure at the national level also ensures integration into the international framework, namely through links between Slovenian and other major preserved natural areas, which are the habitat of important European wild fauna, especially in the area of the Dinaric Karst, Julian and Kamnik-Savinja Alps and the Karawanks.

At the international level, the aim is to preserve the ecological function of green infrastructure, in particular by linking ecologically important landscape elements across national borders and improving the status of natural ecosystems.

With green infrastructure at the national, regional and local level, the following provisions are ensured in particular: an ecological function, in particular ecological connectivity and the reduction of landscape fragmentation due to spatial interventions; an environmental function, in particular the preservation and improvement of water quality, the protection of available water resources for natural processes and supply for the population and the regulation of rainwater in towns and cities; a climate function, especially in regulating heat waves in urban areas and reducing the vulnerability of space due to natural disasters, especially floods and landslides; an economic function, in particular for the sustainable management of natural resources and biodiversity and the related opportunities for diversification of the economy at regional and local level; a social and cultural function, in particular in ensuring the quality of life, the health of the population, an attractive, recognisable safe and resilient space, understanding the interdependence between the development of society and space, preserving identity and promoting research and education.



FIGURE 8: DESIGN OF GREEN INFRASTRUCTURE AT THE NATIONAL LEVEL

FIGURE (top to bottom): GREEN INFRASTRUCTURE; areas; connections; stepping stones; centres

# 5 ORIENTATIONS FOR ACHIEVING OBJECTIVES AND IMPLEMENTING THE SPATIAL DEVELOPMENT CONCEPT

#### 5.1 GENERAL ORIENTATIONS FOR SPATIAL DEVELOPMENT

#### 5.1.1 ORIENTATIONS FOR THE MANAGEMENT AND DEVELOPMENT OF SETTLEMENTS

(1) The management and development of settlements shall be planned to allow the settlements to develop in accordance with their function and role in the polycentric urban system. Towns, cities and other urban settlements that perform their role and function over a wider (service) area are defined as centres on the basis of the criteria of this Strategy (Chapter 4.2).

(2) Other settlements important for the development of the region shall be determined in the regional spatial plan, taking into account the criteria of the Strategy.

(3) An area for long-term development may be designated to towns, cities and other urban settlements, which are identified as centres of a polycentric urban system, in order for them to fulfil their development role in the regional spatial plan. An area for long-term development can also be designated to settlements which, in accordance with the recognised development potentials of these areas, are defined in the regional spatial plan as other settlements important for the development of the region.

(4) In accordance with a polycentric urban system, orientations for new settlements shall be geared towards developing urban settlements up to level IV. A planning zone of a settlement shall be specified for all settlements. An area for long-term development shall be defined in the regional spatial plan for settlements up to level IV and other settlements important for the development of the region. Remaining settlement, comprising less than 10 residential buildings, shall be defined as individual settlement and can be maintained. Settlements containing the majority Roma population shall be managed and included in the settlement system.

(5) In accordance with the basic rules of spatial planning, in particular the priority internal development of settlements and the objectives of the Strategy – rational and efficient use of space and a quality of life in urban areas and in rural areas – a comprehensive renovation of settlements shall be carried out, reducing the share and surface area of degraded areas, enhancing spatial identity and increasing population density (related Chapter 5.2). Particular attention shall be paid to the functional aspects of renovation, renovation of facilities to be earthquake-resistant, improvement of material efficiency, quality of open space and green areas and the inclusion of cultural heritage in the renovation. This contributes to improving the quality of life, reducing the carbon footprint at the level of buildings, neighbourhoods and settlements, increasing resilience to climate change and reducing the need for urban expansion.

(6) The vulnerability of settlements and infrastructure due to climate change or natural disasters shall be systematically reduced, in particular by removing settlements and infrastructure from areas at risk and by establishing natural buffers for extreme events and urban heat islands (e.g. by preserving and establishing floodplains and increasing the proportion of well-managed or maintained green areas as elements of green infrastructure, a green system of regions and a green system of towns and cities).

(7) The quality of life in settlements shall be improved in the following ways: by improving accessibility to services of general interest and general economic interest, accessibility to housing and jobs through sustainable mobility and by reducing mobility needs (by improving opportunities for working from home); by reducing the cost of living

in towns and cities, in particular through energy-efficient renovation and with energy-efficient buildings in the case of new buildings (almost zero energy houses), with cascading energy use at the level of buildings or settlements, use of resource reuse systems - e.g. water; by improving access to green areas and outdoor recreation within a 5minute walk; by reducing noise levels in settlements - e.g. by promoting the use of less noisy vehicles and measures to reduce noise emissions from industrial sources; by reducing or adjusting night illumination, especially along roads and in the immediate vicinity of residential buildings, hospitals, social institutions, especially in areas of landscape recognisability, in wider protected areas and cultural heritage areas; by improving air quality in settlements by reducing emissions from heating appliances and means of transportation, by improving the structure, type and extent of green areas that mitigate emissions and improve air quality and by improving their maintenance.

(8) New urban planning, architectural and landscape arrangements of settlements must contribute to the preservation of regional and local identity of space and the recognisability of settlements and the landscape. Local communities shall define the recognisable characteristics of settlements and the landscape and take them into account when drafting spatial planning documents and ordinances on the appearance of settlements and the landscape and the landscape

(9) In order to improve the recognisability of settlements and the landscape and to enable ecological connectivity, a separating green belt between settlements shall be established as part of a settlement's green system in connection with the region's green system. Green belts may include forests, water and riparian areas, agricultural areas in extensive use and nature protected areas. The width of the separating green belts shall be determined according to the role of the green belt for ecological connectivity (migration routes of wild animals), recreational role, climatic role (wind circulation), landscape design, although they should not be narrower than 200 meters (1,000<sup>1</sup> meters for migration routes for wild animals).

(10) In order to mitigate the potential negative effects of intensive agricultural activity (e.g. permanent crops) on the health of people in residential parts of settlements located in close proximity to agricultural land, the method of establishing a separating belt shall be coordinated between the two uses and appropriate measures shall be laid down.

(11) The management of rural settlements shall be primarily carried out through the renewal and internal development of settlements, together with the renovation of mobility, supply with energy and other resources. The emphasis shall be on maintaining the existing quality housing stock and densifying a settlement structure and functionally and technologically adapting it to the needs of the population, taking into account predicted demographic changes. Consideration shall be given to the preservation of quality settlement cores and distinctive silhouettes, as well as to the orientations regarding the protection of cultural heritage and the environment and the recognisability of settlements and the landscape.

(12) The further spread of an individual settlement shall be prevented with spatial instruments. An individual settlement can be preserved, except in areas that are at risk from natural disasters. Within units of individual settlements in rural areas, an existing housing stock may be renovated and may exceptionally be supplemented with an individual new building, taking into account the orientations for the recognisability of settlements and the landscape and the protection of nature and resources, if it is the case of the modernisation of an existing activity, especially primary (agriculture, forestry) or related supplementary activity on a prospective agricultural holding.

<sup>&</sup>lt;sup>1</sup> Source – guidelines for ... (NATREG)

(13) Design recognisability that preserves the traditional structure and takes care of improving infrastructure and sustainable mobility shall be maintained and created in rural settlements where tourism is developing. In the modernisation of agricultural activity in these settlements, particular attention shall be paid to the synergy between agricultural and tourist activity, while any potential conflicts shall be prevented in advance. In accordance with the orientations of this Strategy and regional spatial plans, the local community shall identify rural settlements with potential for tourism development in connection with primary activities or biodiversity and landscape.

(14) In urban and rural settlements, accessibility to modern information networks and technologies shall be provided as well as quality access to basic services of general and general economic interest, while in cases of physical access to services priority shall be given to access through sustainable mobility.

(15) In wider urban areas, other functional integration areas and settlements with a higher population density, priority shall be given to planning systems for the district heating and cooling of buildings with renewable or CO<sub>2</sub>-neutral gases in order to rationalise costs and improve the air quality in settlements. Construction of district heating systems using heat from cogeneration shall be encouraged. These systems shall be planned with priority in areas with high residential density (more than 20 inhabitants/ha), in areas with higher consumer density (schools, apartment buildings, school boarding houses, retirement homes, shopping centres, etc.) or in areas of economic zones with a guaranteed heat energy consumption. *In areas that are connected to the gas network or which can still be connected to the existing gas network with reasonable investment, energy supply shall rely on those networks*.

#### 5.1.2 LOCAL PUBLIC UTILITIES IN THE FIELD OF ENVIRONMENTAL PROTECTION

(16) In the regional spatial plan, it is compulsory to harmonise and establish spatial arrangements of local importance which extend to the area of several municipalities or affect the area of several municipalities (spatial arrangements directly intended for the provision of local public services in the field of environmental protection), in particular in the fields of drinking water supply, discharge and treatment of waste water and run-off rain water, collection and treatment of certain types of municipal waste and disposal of remains of municipal waste recovery or removal.

#### 5.1.3 HOUSING PROVISION

(17) A sufficient number of housing and areas for housing construction shall be provided in the centres of the polycentric urban system. They shall preferably be provided with the renovation of degraded areas or with the renovation of existing low density residential areas. Larger areas intended for housing provision with public rental housing shall be sited in centres up to level IV. Priority areas for housing provision (hereinafter referred to as PAHP) shall be planned in the regional spatial plan in coordination with the planning of necessary changes and adjustments to public passenger transportation in the vicinity of transportation hubs and transfer points of public passenger transportation and an integrated transportation strategy, taking into account regional demographic projections. Residential areas shall be planned by taking into account the proximity of diverse jobs and the supply of services of general and general economic interest.

(18) Different types of housing shall be provided in residential areas, which allows for a mixed social and age structure of residents and prevents social segregation and ghettoisation. The design, renovation and construction of residential areas shall follow the principles of a safe and quality living environment, which shall be ensured by appropriate density of construction, architectural design of the entire residential area and individual buildings and the design of public open and green areas.

(19) Planning and development shall be focused on forms of housing construction, arrangement and siting of facilities that promote social contact between the residents and provide appropriately higher building densities and at the same time provide sufficient open public built and green spaces. Residential areas shall provide access on foot to all necessary daily services. An existing urban structure shall be adapted on the basis of comprehensive expert assessment.

(20) In residential areas, adequate provision of supply and service activities shall be ensured, as well as a social infrastructure. Residential areas may include primary education and healthcare activities, social protection activities, activities for the elderly, child care, trade, business, crafts, tourist and administrative activities, activities of intellectual and artistic services and other activities that do not impair the quality of the living environment and contribute to a more rational use of land, municipal and transportation networks and the overall functioning of the settlement.

(21) In residential areas, good access shall be ensured to areas with a social infrastructure and to employment areas through sustainable mobility.

#### 5.1.4 MAJOR SOCIAL INFRASTRUCTURE

(22) Social infrastructure constitutes spatial arrangements for the provision of services of general interest and of general economic interest, in particular in the fields of healthcare, social security, education, public administration, judiciary, culture, research, postal service, which ensure equitable access to these services for the general public and economy in accordance with the concept of spatial development. Depending on the required level of equipment of the centres of the polycentric urban system, major social infrastructure shall be determined in the regional spatial plans.



FIGURE 9: CENTRES WITH PRIORITY AREAS FOR HOUSING PROVISION (PAHP)

FIGURE (top to bottom): Priority areas for housing provision (PAHP);

less appropriate for PAHP; appropriate for PAHP; very appropriate for PAHP; centres of level IV; centres of level III; centres of level III; centres of level II

#### 5.1.5 PRIORITY AREAS FOR CONCENTRATION OF ECONOMIC ACTIVITIES

(23) In the development of economic zones, in addition to socio-economic conditions, guaranteed support in terms of capital and knowledge in the field of high technology and competent labour force in the service area, the following spatial criteria shall also be taken into account: the role of the centre in the urban system, the availability of housing and accessibility through sustainable mobility to the intended locations of economic zones; optimal connection with the transportation and energy networks, preferentially with rail and other public infrastructure equipment; distance and size of existing economic zones and traffic terminals; spatial possibilities and constraints arising from the state or characteristics of the environment, climate change and the natural and cultural landscape and the possibilities of renovating existing degraded land.

(24) The sites of economic or business zones in a settlement shall be sited adjacent to the transportation hub locations so that they are well connected in particular with public transportation from all areas of the region and neighbouring regions. When selecting a location, options for renovation and rehabilitation of abandoned and degraded areas shall be examined. Areas for economic development must, as a whole and individual parts, demonstrate environmental sustainability, i.e. material, energy and spatial efficiency and must act on the principle of industrial symbioses and have a large proportion of green areas as an element of good working conditions,

adaptation to climate change and mitigation of visible or environmental impacts (e.g. noise). The areas of the former industry that meet the spatial, environmental, infrastructural and other conditions of modern production areas shall be maintained and modernised for economic purposes in the long run. For areas of economic activities or zones in which public funds are invested, a single planning and management model shall be developed according to which the land shall remain publicly owned (while the company, for example, acquires a right to superficies) even after closing or selling the business. This shall balance the demand for new building land.

(25) Priority areas for the concentration of economic, manufacturing or other business activities shall be defined, in accordance with the criteria set out in the preceding paragraph, within wider urban areas in the centres of level I or II, exceptionally in the centres of level III and IV that already have large closed industrial or production areas (20 ha). Priority areas for economic development shall be primarily sought out in the framework of the internal development of urban settlements, especially in the context of the restructuring of degraded areas or areas of existing economic and business zones. Areas for economic activities where the rational transportation distance between a raw material base and users is important, such as in wood processing, can also be found in the centres of level IV or in other settlements relevant to the region, as far as rail transportation can be ensured.

(26) Priority areas for economic development shall be defined in the context of regional spatial plans in accordance with the orientations of the Strategy.

#### 5.1.6 SHOPPING CENTRES

(27) When providing a daily supply for residents in urban and rural settlements, such supply shall generally be provided in residential areas by enabling access on foot, while dimensioning shall be carried out according to the area of direct daily users.

(28) Shopping centres with a surface area of over 5,000m2 can be arranged in the centres of the polycentric urban system of levels I and II, within intermodal passenger transportation hubs, with at least public rail and bus connections. People shall be encouraged to use public transportation and parking shall be provided within the city's public parking lots. New shopping centres can only be developed in degraded areas in urban settlements or on land which may be used for this purpose in the context of the internal development of settlements as part of functional reorganisation or urban renovation of settlements or their parts. Shopping centres with a surface area of more than 5,000m2 shall not be sited in predominantly residential areas, but rather in mixed use areas with the possibility of cascading energy use. The ceiling on the total net retail space per capita shall be up to a maximum of 1.6m2 gross per capita per settlement. The centres, where shopping centres with a surface area of more than 5,000m2 are envisaged, shall be defined in the context of regional spatial plans. The orientations from Chapter 5.1.7, point (31) shall also be taken into account.

(29) The restructuring of existing shopping areas shall be defined in accordance with the development vision in the regional spatial plan and the vision of the development of the wider urban area, whereby accessibility with sustainable mobility, sustainable construction and green infrastructure shall be included among key elements of restructuring.

#### 5.1.7 TRAFFIC AREAS AND INFRASTRUCTURE HUBS

(30) The development of urban settlements and resolving transportation problems requires greater coherence and simultaneity of transport, urban and spatial planning. Good transportation connectedness and traffic organisation

at the level of settlements, at the regional level and within wider urban areas and other functional integration areas are required to ensure the mobility of the population.

(31) Urban structures close to transportation hubs, public passenger transportation terminals and public passenger stops shall be densified, while 20 to 30 percent of the surface area shall be earmarked for open public built areas, of which at least 15 percent of the surface area shall be intended for public green areas. Public passenger transportation hubs and their immediate vicinity shall also include supply and other business activities.

(32) The planning of urban traffic areas shall support the expansion of central pedestrian areas, mixed traffic areas, the development of the cycling network and public passenger transport. Pedestrian and cycling surfaces shall be connected with the green system of towns and cities. At the urban settlement level, the problem of stationary traffic shall be comprehensively planned and resolved, while the conversion of open public built and green areas into parking areas shall be prevented.

#### 5.1.8 DESIGNATION OF AREAS FOR LONG-TERM DEVELOPMENT

(33) For the purpose of carrying out the development role and function, in accordance with ZUreP-2, areas for longterm development may be designated to towns and other urban settlements defined under this Strategy as centres up to and including level IV and other settlements relevant to the development of the region. An area for long-term development is designated to the centre when the renovation of degraded land and densification of settlements are not sufficient to meet the increasing needs for housing and accompanying services such as kindergartens, schools, etc. with respect to population growth over the last 10 years, a 15-year growth projection and increase in jobs. Areas for long-term development must not increase the vulnerability of space over a wider area of the settlement, that is, they must not impair flood safety, or interfere with natural floodplains or other areas of potential natural disasters arising from current or potential threats, taking into account the expected effects of climate change. The orientations from Chapter 5.5.3 for preserving and improving the recognisability of settlements and landscapes shall be taken into account.

#### 5.2 URBAN DEVELOPMENT ORIENTATIONS

(34) The development of towns, cities and other urban settlements as employment, growth and innovation centres and quality living spaces is crucial to improve the economic, social and environmental efficiency of the country. In addition to opportunities, urban settlements also experience an increase in problems and challenges such as poverty and social exclusion, unemployment, high real estate prices, poorer housing affordability and degradation of space and the environment.

(35) Urban development ensures the positioning of activities, social infrastructure, housing and economic infrastructure in urban settlements, utility infrastructure on land for habitation and production, supply and services in appropriate locations and areas for outdoor recreation and leisure.

(36) Developmental opportunities and challenges that towns and cities face extend beyond their physical boundaries; therefore, urban development supports the coordinated and interconnected development of towns, cities, other urban areas and wider urban areas.

(37) Urban settlements are the most important building block of urban development. They shall be developed into a vital, harmonious and regulated environment that provides the conditions for economic and social development and contributes to the quality of life for all residents. Their development shall follow the principle of multi-functionality and the mixed use of space shall be promoted according to the principle of complementarity. For the development of an efficient town or city, an adequate ratio of the use of land and facilities shall be ensured, with the aim of achieving a mix of diverse functions and activities.

(38) The development of urban settlements shall be planned comprehensively on the basis of a long-term development vision, which aims to achieve synergies based on the principle of cross-cutting logic between spatial competitiveness, identity and quality, and thereby contribute to the implementation of the Slovenian Development Strategy. The development vision shall be based on potentials for economic development and the role and function of an individual town or city or other urban settlement as a centre in the polycentric urban system of levels I to IV. Particular attention shall be paid to creating the conditions for urban innovation in all areas, in particular to improve the attractiveness of towns and cities as hubs of ideas and knowledge, for a circular economy, for sustainable renewal and use of cultural heritage, local and global connectedness, for quality living spaces for different population groups and for strengthening social cohesiveness.

(39) In urban settlements, an adequate amount of open public built and green areas shall be ensured when renovations or expansions are carried out, while the change of the typology of construction shall increase the population density and promote the interconnection of housing and other complementary economic activities – the function of living and working within neighbourhoods. The provision of an adequate share of the supply of public rental housing ensures a diverse population structure, prevents social exclusion and restricts the exclusive use of space.



## FIGURE 10: CENTRES IN A POLYCENTRIC URBAN SYSTEM BY FORMAL STATUS OR TYPOLOGY (TOWNS, CITIES AND OTHER URBAN SETTLEMENTS)

FIGURE (top to bottom): centres: level 4; centres: level 3; centres: level 2; centres: level 1; towns and cities (settlements with the status of towns/cities); other urban settlements

(40) In urban areas, which are centres in the polycentric urban system, sufficient and diverse housing supply shall be provided – notably public rental housing for different population groups – service diversification and job supply shall be maintained and enhanced and sustainable mobility for access to these functions shall be improved. Strengthening of centres does not only mean their physical expansion, but, in particular, improving the quality and functioning of existing structures and activities. Residential areas, areas for social infrastructure and areas for economic needs shall primarily be provided by renovating existing, urbanised and degraded areas, in a way that it does not endanger the quality of the living environment:

- with the appropriate densification of the urban structure;
- by promoting a mixed use of space;
- by providing adequately sized, diverse open public and green areas, connected into a green settlement system and
- by completing and meaningfully complementing existing urbanised areas, primarily in areas with good traffic accessibility by public passenger transportation, preferably rail transport.

(41) The development of wider urban areas shall strengthen the role of centres and their functional areas in the wider European and cross-border area (management of functionally integrated areas extending beyond the borders of individual municipalities), strengthens the competitiveness of the Slovenian space, maintains the

polycentric concept of a network of centres, distributes services of general interest in the space (supply of services in urban centres) and provides access to services of general interest to all residents of the country within a reasonable timeframe (accessibility in under 45 minutes); supports the improvement of public passenger transportation by strengthening line connections within wider urban areas and linking neighbouring sparsely populated areas with alternative modes of public passenger transportation (e.g. on-call transportation) to transfer points or hubs on the edge of functional urban areas.

(42) The centres in the border area are linked to international transportation corridors and have a tradition of cross-border cooperation, which indicates the potential of creating cross-border integrated settlement and economic systems. In wider urban areas in the border area, the economic, research and educational and cultural role of individual centres shall therefore be increased, with the aim of strengthening their role in the cross-border functional urban area, in connection with neighbouring centres. Thus, in the wider cross-border functional area, common competitive advantages shall be strengthened, in particular the achievement of critical mass to improve innovation potential and the more rational use of the infrastructure capacity.

#### 5.2.1 LEVEL I CENTRES

(43) As a capital of Slovenia, **Ljubljana** plays a special role in the concept of spatial development. It shall be developed as an important university, research and employment centre. It shall maintain and develop top-level administrative functions. It is developing as an important international transportation hub, which includes an international aviation transportation airport. The central passenger intermodal terminal shall be strengthened in Ljubljana by connecting rail and air passenger transportation and road public passenger transport. A freight transportation intermodal terminal shall also be developed at the junction of the Mediterranean and Baltic Adriatic corridors, with the link to rail and sea transportation in the port of Koper. The issue of the Ljubljana railway hub shall be addressed with priority in order to ensure adequate capacity of tacks to increase the throughput of both passenger and freight traffic and to increase the quality of life of residents by reducing the level of noise and other environmental emissions.

(44) Ljubljana is the employment centre of the wider urban area, and the potential for attracting EU institutions and the headquarters of international companies and their branches in central and south-eastern Europe shall be strengthened. The attractiveness of the centre and the wider urban area shall be enhanced by strengthening diverse transportation links, in particular air and rail links, with the quality of health services, cultural programmes, the renovation of cultural heritage structures and sites and international educational programmes. The quality of living and the accessibility of housing shall be improved. Spatial appeal shall be enhanced by a recognised identity and an abundance of opportunities for recreation and quality leisure time.

(45) Ljubljana, in co-operation with Kranj (level II centre), Domžale, Kamnik and Škofja Loka as level III centres, forms the **Central Slovenian wider urban area**.



FIGURE 11: CENTRAL SLOVENIAN WIDER URBAN AREA

FIGURE (top to bottom): wider urban area; the border of the wider urban area; CENTRES (level I–IV), level I, level II, level III, level IV; municipalities; PAHP; neighbouring wider urban area;

TRAFFIC AXES: road infrastructure; railway infrastructure; proposed new railway link; long-distance cycling connections; public passenger transportation hubs/transfer points; international/national/regional importance; international transportation terminals – freight transportation and logistics: of international importance/national importance/regional importance; airport (international); economic zone of international/national/national importance;

GREEN INFRASTRUCTURE: green infrastructure; rivers; priority areas for agriculture; towns, cities and other urban settlements

(46) **Maribor** shall be developed as a centre of the eastern part of the country with a pronounced cross-border importance, as an important university and employment centre and a core transportation hub of the TEN-T network with the potential for the development of intermodal terminals for passenger and freight transportation. At the international level, the connection between international rail and air transportation and public road passenger transportation shall be established and strengthened in the wider urban area and in the service area of Maribor in the space between the two major international centres of the neighbouring countries – Zagreb (Croatia) and Graz (Austria) – and in the transportation corridor with a link to Hungary. The economic, research, cultural and educational role of Maribor shall be strengthened both within the national space, especially in connection with Ptuj, as well as in the cross-border functional area with Graz (Austria) as a major industrial centre in Central Europe and a university centre. It shall develop top-level health services (university clinical centre) and promote the connection of science and research with the development of economic activities.

(47) In cooperation with Ptuj, Maribor forms the **Podravje wider urban area**, which is strong in terms of settlement and economy and which successfully balances the impact and exploits economic synergies with the cross-border urban areas of Graz and the agglomeration of Zagreb.



FIGURE 12: PODRAVJE WIDER URBAN AREA

FIGURE (top to bottom): wider urban area; the border of the wider urban area; CENTRES (level I–IV), level I, level II, level III, level IV; municipalities; PAHP; the border of the cross-border area of influence;

TRAFFIC AXES: road infrastructure; railway infrastructure; long-distance cycling connections; public passenger transportation hubs/transfer points; international/national/regional importance; international transportation terminals – freight transportation and logistics: of international importance/national importance/regional importance; hydroelectric power plant; economic zone of international/national importance;

GREEN INFRASTRUCTURE: green infrastructure; rivers; priority areas for agriculture; state border; towns, cities and other urban settlements

(48) **Koper** shall be developed as an employment, logistics and tourist centre, a transportation hub of international importance, an inbound outbound cargo port on the trans-European network and a port for international passenger transportation. With a railway connection with adequate capacity, Koper shall connect in terms of transportation with international transportation corridors and other international and national transportation hubs in Slovenia and Europe.

(49) Koper, together with the towns of Izola and Piran and the Karst hinterland, forms a **coastal wider urban area**, connecting at the cross-border level with the neighbouring regions of Italy and Croatia. It is developing its competitiveness in the field of logistics and tourism and places greater emphasis on the development of exportoriented activities, which are developing more intensively along the port activity and rich cultural heritage, biodiversity and landscape diversity.



#### FIGURE 13: COASTAL WIDER URBAN AREA

FIGURE (top to bottom): wider urban area; the border of the wider urban area; CENTRES (level I–IV), level I, level II, level III, level IV; municipalities; PAHP; the border of the cross-border area of influence;

TRAFFIC AXES: road infrastructure; railway infrastructure; long-distance cycling connections; public passenger transportation hubs/transfer points; international/national/regional importance; international transportation terminals – freight transportation and logistics: of international importance/national importance/regional importance; hydroelectric power plant; airport (international); economic zone of international/national/national/importance;

GREEN INFRASTRUCTURE: green infrastructure; rivers; priority areas for agriculture; state border; towns, cities and other urban settlements; ports; the sea

#### 5.2.2 LEVEL II CENTRES

(50) With regards to population and activity distribution and the natural features of the area, level II centres in wider urban areas shall be connected with lower-level centres and developed as functionally interconnected urban settlements on the basis of connecting and complementing services of general interest.

(51) **Kranj** shall be developed as an educational, sporting and cultural centre in the Gorenjska development region and as an employment-oriented and economically export-oriented centre in the wider urban area. As an important regional transportation hub, Kranj takes advantage of the development potential provided by the international airport and the connection with international rail passenger and freight transportation and the development of regional (passenger) rail transportation in the Central Slovenian wider urban area and in the Gorenjska development region.

(52) **Celje** shall be developed as an important employment, service, supply and cultural centre in the Savinja region. It is an important regional transportation hub at the junction of the rail link and the motorway network in the European transportation corridor and the third development axis, with the construction of which the transportation role of Celje is increasing.

(53) **Velenje** shall be developed as an important employment and service centre in the northern part of the Savinja wider urban area. In the future, it shall be reasonable to connect and complement the functions of the centres in the **Savinja wider urban area** along the third development axis, namely Celje with the nearby Velenje, Žalec and Laško (level IV centres).



#### FIGURE 14: SAVINJA WIDER URBAN AREA

FIGURE (top to bottom): wider urban area; the border of the wider urban area; CENTRES (level I–IV), level I, level II, level III, level IV; municipalities; PAHP; neighbouring wider urban area;

TRAFFIC AXES: road infrastructure; railway infrastructure; long-distance cycling connections; public passenger transportation hubs/transfer points; international/national/regional importance; international transportation terminals – freight transportation and logistics: of international importance/national importance/regional importance; economic zone of international/national importance;

GREEN INFRASTRUCTURE: green infrastructure; rivers; priority areas for agriculture

(54) **Novo mesto** shall be developed as an important service, economic and innovation centre with strong export orientation. Its position as a regional transportation hub along the European (international) transportation corridor shall be further strengthened by its position on the third development axis, which after its construction shall strengthen the link in the direction of Karlovac (Croatia) and Bihać (BiH). Novo mesto provides health, educational, administrative and other services of general interest in the area of south-eastern Slovenia.

(55) In cooperation with Bela krajina centres of levels III and IV, Novo mesto forms the **Dolenjska-Bela krajina** wider urban area. A regional labour market shall be established within the wider urban area, which shall enhance the competitiveness of the centre also in cross-border areas. In order to strengthen the internal connectedness of the wider urban area, the transportation links in Bela krajina shall be improved with the extension of the road infrastructure and the modernisation of the railway infrastructure.

(56) Due to its location in the border space, the area plays an important connecting role between the central Slovenian territory and neighbouring Croatia, via Bela krajina with the Karlovac area, through the Posavje functional integration area, which shall strengthen its role as a regionally important transportation hub and economic area, with nearby Zagreb. The proximity to the Zagreb agglomeration with over a million inhabitants represents a potential for wider cross-border cooperation and integration.



#### FIGURE 15: DOLENJSKA-BELA KRAJINA WIDER URBAN AREA

FIGURE (top to bottom): wider urban area; the border of the wider urban area; CENTRES (level I–IV), level I, level II, level III, level IV; municipalities; PAHP; the border of the cross-border area of influence;

TRAFFIC AXES: road infrastructure – the proposed new road link; railway infrastructure – the proposed new railway link; longdistance cycling connections; public passenger transportation hubs/transfer points; international/national/regional importance; international transportation terminals – freight transportation and logistics: of international importance/national importance;

hydroelectric power plant; economic zone of international/national importance;

GREEN INFRASTRUCTURE: green infrastructure; rivers; priority areas for agriculture; state border

(57) **Nova Gorica** shall be developed as a centre with an important role in the cross-border area, where together with Gorizia it forms a cross-border conurbation with more than 70,000 inhabitants. Nova Gorica shall be developed as an administrative, service and educational centre providing accessibility to services in the large functional hinterland of northern Primorska. In the gradual natural confluence of the towns of Nova Gorica and Gorizia, the equal and competitive role of Nova Gorica and its functions in the cross-border area shall be ensured.

(58) **The Goriška wider urban area**, the centre of which is Nova Gorica with the contacting settlements Šempeter pri Novi Gorici and Vrtojba, as a densely populated urbanised area with related multifunctional economic orientation on both sides of the border shall represent a symmetrical and efficient cross-border area. Support shall be given to the development and integration of the functions of public interest, the strengthening of infrastructure links (freight and passenger transport) and public passenger transportation services in cross-border cooperation with Gorizia and in the lower Vipava Valley and Ajdovščina as the centre of level IV, in order to complement and strengthen the functions of the entire wider cross-border urban area.



FIGURE 16: GORIŠKA WIDER URBAN AREA

FIGURE (top to bottom): wider urban area; the border of the wider urban area; CENTRES (level I–IV), level I, level II, level III, level IV; municipalities; PAHP; the border of the cross-border area of influence;

TRAFFIC AXES: road infrastructure; railway infrastructure; long-distance cycling connections; public passenger transportation hubs/transfer points; international/national/regional importance; international transportation terminals – freight transportation and logistics: of international importance/national importance/regional importance; economic zone of international/national/national importance;

GREEN INFRASTRUCTURE: green infrastructure; rivers; priority areas for agriculture; state border

(59) **Murska Sobota** is rapidly developing as a supply and service centre of eastern Slovenia and as an important regional transportation hub that will be able to co-operate equally with cross-border areas in neighbouring countries. The role of Murska Sobota as an employment centre shall be strengthened and the development of activities related to the potential of the wider agrarian hinterland shall be encouraged. Murska Sobota, together with urban centres Lendava, Gornja Radgona and Ljutomer, forms a functionally connected **wider urban area of Pomurje**. The area has great potential for the use of geothermal energy and other renewable energy sources, both in agriculture and in the development of tourism and other activities. Given the area's otherwise favourable natural conditions, it has considerable capacity to develop competitive agriculture, while respecting the principles of sustainable development. The development of tourism activities in connection with thermal waters, preserved areas of nature along the Mura River and in Goričko should be encouraged, as well as tourism linked to the agricultural and viticultural traditions of the area. Functional links between border urban centres shall be strengthened and organisations and minorities shall be encouraged to participate in cross-border areas.



FIGURE 17: POMURJE WIDER URBAN AREA

FIGURE (top to bottom): wider urban area; the border of the wider urban area; CENTRES (level I-IV), level I, level II, level III, level IV; municipalities; PAHP; the border of the cross-border area of influence; neighbouring wider urban area;

TRAFFIC AXES: road infrastructure; railway infrastructure; long-distance cycling connections; public passenger transportation hubs/transfer points; international/national/regional importance; international transportation terminals – freight transportation and logistics: of international importance/national importance/regional importance;

airport (international); economic zone of international/national importance;

GREEN INFRASTRUCTURE: green infrastructure; rivers; priority areas for agriculture; state border; towns, cities and other urban settlements

(60) **Ptuj** shall be developed as a level II centre within the **wider urban area of Podravje** with an important role of a cultural centre in the space of exceptional cultural heritage (archaeological, settlement, non-material) and with an emphasised role in the supply of the rural service area of Haloze and the southern part of Slovenske gorice.

(61) **Slovenj Gradec,** Dravograd and Ravne na Koroškem with Prevalje form the **wider urban area of Koroška,** with the emphasised role of industry as the main paradigm of development to date. The centres of the wider urban area of Koroška shall be developed on the basis of the division of functions of public interest. An adequate infrastructural connection with the central Slovenian area shall be ensured with the construction of transportation

infrastructure links with the centres of levels II and III (Celje and Velenje as centres in the Savinja development region) and by strengthening electricity links. The administrative, health-care, cultural and educational role of Slovenj Gradec and the economic role of the centres of the wider urban area shall be strengthened and their competitiveness in the cross-border area shall be promoted. Due to its favourable transportation location and central location within the development region, Dravograd shall also be developed as a multimodal passenger and freight hub.



#### FIGURE 18: WIDER URBAN AREA OF KOROŠKA

FIGURE (top to bottom): wider urban area; the border of the wider urban area; CENTRES (level I-IV), level I, level II, level III, level IV; municipalities; PAHP;

the border of the cross-border area of influence; neighbouring wider urban area;

TRAFFIC AXES: road infrastructure; railway infrastructure; long-distance cycling connections; public passenger transportation hubs/transfer points; international/national/regional importance; international transportation terminals – freight transportation and logistics: of international importance/national importance/regional importance; hydroelectric power plant; economic zone of international/national importance;

GREEN INFRASTRUCTURE: green infrastructure; rivers; priority areas for agriculture; state border; towns, cities and other urban settlements

#### 5.3 ORIENTATIONS FOR RURAL DEVELOPMENT

(62) In order to maintain the vitality of the rural area and reduce the need for daily long-distance commutes to the highest-level centres (more than an hour by public transportation in one direction), the development of jobs and activities in centres of level III and IV shall be encouraged as well as the improvement of employment opportunities for the inhabitants of their service areas and the improvement of accessibility to these jobs through sustainable mobility measures. Jobs that can contribute to maintaining settlements in border and remote areas, in particular for higher skilled labour, include jobs in the field of public and administrative services.

(63) Access to basic services of public interest shall be ensured by an adequate and sufficient level of supply in centres and other settlements relevant to the development of the region, as determined by the regional spatial plan; supply and other services must be accessible to the population within a radius of 30kms or thirty minutes by public passenger transportation.

(64) In mountainous and remote and border areas, access to services of public interest shall be ensured by strengthening the level IV centres or in other settlements relevant for the development of the region as defined in the regional spatial plan on the basis of this Strategy.

(65) The following areas shall be developed with priority: agriculture, forestry and related activities; tailored forms of tourism that are based on the sustainable use of natural resources and diverse cultural heritage and do not require a large infrastructure (e.g. decentralised accommodation using an existing housing stock, such as renovation of a village or rural settlement into a dispersed hotel, mountain villages) and can be energy and substance self-sufficient. The use of renewable energy sources for local development shall be enhanced and suitable support infrastructure shall be provided, while taking into account limitations to preserve spatial identity, the recognisability of settlements and the landscape or biodiversity.

(66) In order to support the preservation of settlements in mountainous areas inland and border mountainous areas, inter-sectoral measures and support shall be developed to provide an alternative service supply with a view to overcoming poorer business economics, in particular: adapted sector norms for specific activities (e.g. primary and branch schools, kindergartens and health centres) and connecting or grouping services (e.g. postal and supply services); support for the development of mobile and e-services (commerce, library, post office, bank, doctor, administrative services); promoting various forms of economy, in particular social and small entrepreneurship, creative industries and connection into cooperatives; creating alternative forms of public transportation (e.g. on-call public transport) and improving sustainable forms of mobility; developing coordinated spatial development visions, strategies, programmes and joint projects of functionally integrated border municipalities, which are based on the comparative advantages of border areas and enable better functional and physical connectedness in the cross-border space and greater competence of local stakeholders to implement strategies; ensuring efficient links to transportation corridors or higher-level economic centres. In border mountainous areas, the provision of services of public interest shall be ensured through functional cross-border links, especially where there are needs and appropriate conditions for this.

(67) As part of the preparation of regional spatial plans, in wider urban areas and other functional integration areas agriculture shall be oriented to support the supply of quality and locally produced food to the population. Rural areas with a higher proportion of productive forest shall be oriented towards the development of forest-timber chains to support the sustainable construction and development of complete and high-quality timber products with the support of green public procurement.

(68) In rural areas, especially in mountainous, remote and border areas, the development of agricultural and forestry activities shall be oriented towards the development opportunities of protected areas of nature and cultural heritage and primarily connected with these opportunities.

(69) In mountainous, remote and border rural areas, a socially acceptable balance shall be maintained between the conservation of wild fauna and settlement, in particular as regards the quality of life and the pursuit of primary activities, agriculture and forestry.

#### 5.3.1 PLANNING AND DEVELOPMENT OF RURAL SETTLEMENTS, VILLAGES AND THE LANDSCAPE

(70) In planning and developing rural settlements, villages and the landscape, the orientations set out in Chapter 5.1 shall be followed. Other spatial interventions, activities in rural areas and construction interventions for the improvement of the quality of the living environment shall be adapted to regional and local identity, the recognisability of settlements and the landscape and the preservation of ecological connectivity. Planning of settlements and road infrastructure shall be adapted to the characteristics of settlements and villages in such a way as to preserve settlement and landscape recognisability. The night illumination of infrastructure inside and outside rural settlements shall be reduced or technologically and technically adjusted to the level of minimum required illumination. To reduce social costs and potential human casualties, settlements shall be moved from the endangered areas (high and medium flood risk areas, areas prone to avalanches and landslides) in the long term.

(71) The diversification of economic activities related to agriculture and forestry and a suitable level of transportation connections and accessibility shall be promoted to preserve the settlement and vitality of rural areas. Planning of rural settlements and villages shall take into account development trends aimed at modernising agriculture, forestry, the use of natural resources and new activities that build on the comparative advantages of the areas and are related to primary use of space. In addition to agriculture and forestry, secondary and tertiary activities such as tourism, technologically advanced industry, services and logistics centres are also present in rural areas, especially near the centres. New rural activities must contribute to the multi-functionality of space, reducing the vulnerability and risk for spatial structures and population, improving the state of the environment and the quality of life of residents, increasing the integration of cultural heritage into the lives of rural communities and maintaining the recognisability of settlements and the landscape.

(72) Rural settlements and villages in the area of wider urban areas, other functional integration areas and in the immediate vicinity of other centres are subject to the general orientations (11) to (14) of point 5. 1. Rural settlements with an agricultural development orientation or food production potential shall be renovated with the aim to provide conditions for farming and supplementary activities related to supplying local markets and tourist providers with food and local products. Rounding off of construction land shall be permissible for agricultural buildings. Rural settlements in wider urban areas and other functional integration areas shall be integrated into a system of public passenger transportation and sustainable mobility. Rural settlements and villages that do not have agricultural development orientation shall be gradually turned into settlement/residential areas with internal development, insofar as it is possible to organise rational accessibility in terms of time and costs to services of public interest in the nearby centres. Particular attention shall be paid to the renovation of old settlement cores (settlement heritage), to the planning of open spaces in rural settlements and to the recognisability of settlements and the landscape.

(73) Spatial opportunities for the development of agricultural holdings shall primarily be sought out within existing rural settlements and villages (e.g. extension to abandoned farmland or other construction land), and exceptionally in the relocation of a holding to a new location. The most appropriate level for a comprehensive assessment of the need, long-term prospects and spatial possibilities for relocations of agricultural holdings is a regional spatial plan.

(74) Larger agricultural production plants which, due to noise or odour, have a major impact on the living environment, shall be sited or relocated to areas of production activities or outside agglomerations on the basis of a comprehensive spatial-environmental check with the use of the mechanisms of strategic and detailed spatial planning, environmental impact assessment, land policies and the rural development programme. For agricultural production where the production method is not directly linked to agricultural land (e.g. greenhouses), degraded

land in settlements shall primarily be used, especially in the vicinity of roads which are not suitable for the construction of housing or business premises due to noise, or environmentally degraded areas, insofar as it does not present a health risk for the implementation of such an activity.

# **5.3.2** ORIENTATIONS FOR THE SUSTAINABLE MANAGEMENT OF NATURAL RESOURCES AND THE DEVELOPMENT OF ACTIVITIES IN RURAL AREAS

(75) The management of natural resources shall be adapted to the possibilities for natural regeneration, which varies according to an individual resource (air, soil, forests, water) or a type of an individual resource or its location. The aim in the use of resources shall be to achieve their synergistic and multifunctional use in spaces. To improve the air quality in settlements, the share of green areas shall be increased, the role of green systems of settlement and an adequate connection to green systems of regions shall be strengthened; the share of fossil fuel vehicles shall be reduced while the effectiveness of sustainable forms of mobility shall be increased; in the open landscape, care shall be taken to preserve landscape elements that contribute to the protection of soil and land from erosion.

#### 5.3.2.1 ORIENTATIONS FOR THE SUSTAINABLE USE AND PROTECTION OF AGRICULTURAL LAND

(76) Agricultural land is a key natural resource for agriculture and food production. Agricultural land, which is of strategic importance to the country due to its production potential, size and well-roundedness, shall primarily be preserved and used in such a way as to maintain its permanent fertility for food production in the long-term. The economic and social role of agriculture in ensuring the vitality of rural areas and preserving the landscape shall be promoted.

(77) Agriculture has a significant impact on the image of the cultural landscape, its biodiversity and artistic value and plays a multifunctional role in this respect. It maintains the landscape and also carries new landscape patterns and a new identity of space that are a result of new food production technologies and new crops, adjustments due to adaptations to climate change and the use of renewable energy. Planning of agricultural space shall be carried out comprehensively, while taking into account potentials for various types of agricultural production and orientations for preserving ecological connectivity and for protecting habitats, waters and landscape recognisability.

(78) In areas with the highest potential for market-oriented agriculture, adaptation of agricultural production to the modern methods or technological requirements of agricultural production shall be enabled, while the characteristics of the cultural landscape shall be respected and the most important elements of recognisability shall be maintained. Priority shall be given to resolving the problems of land fragmentation and the problems of accessibility to agricultural land through appropriate spatial planning mechanisms and agricultural land policy. In the case of intensive crops, the orientations from Chapter 5.5.3 (122) shall be followed.

(79) In environmentally sensitive areas, protected areas of natural and cultural heritage and in the immediate vicinity of settlements, agriculture shall be oriented towards organic farming.

(80) In order to limit the decrease in the extent of agricultural land, the land shall be prevented from overgrowing and its productivity shall be maintained. On flat land, forest land patches and other landscape elements important for climate change mitigation, ecological connectivity and crossings for wild fauna, biodiversity or as elements of landscape structural value shall be preserved. Agricultural activity shall be coordinated with the possible multifunctional role of agricultural space in the green system of a region and of a settlement.

(81) For adaptation to climate change in agriculture, the possibilities of common use of water resources with energy utilisation shall be searched for by taking into account the constraints due to other conservation aspects.

(82) Agricultural land within wider urban areas and other areas of functional integration with high production potential and in the vicinity of centres (towns, cities and other urban settlements) shall be primarily intended for the production of food for urban supply and for the creation of short local supply chains, with reduced transportation costs and environmental burden with the support of the green public procurement system.

#### 5.3.2.2 ORIENTATIONS FOR THE SUSTAINABLE USE AND PROTECTION OF FORESTS

(83) Forests are the most extensive natural system that offer habitat for wildlife, are an economically exploitable renewable natural resource, they have a positive impact on the quality of the environment and living, they mitigate the effects of climate change, while at the same time they are also subject to the effects of climate change.

(84) The functions of the forest vary depending on the location. Forest management shall adapt to the natural regeneration of forest growth and to the functions of forests in different areas. In this regard, forests are divided into forests on flat land, in or outside wider urban areas and other functional integration areas, forests in remote and mountainous rural areas and forests in endangered areas.

(85) Forests shall be included into the green systems of regions and towns and cities for the provision of ecological corridors, for recreational use and as a buffer for temperature extremes and carbon dioxide sinks. Within wider urban areas and other functional integration areas, the ecological and social functions of forests and their maintenance shall be strengthened, while forms of recreation that are conflicting (e.g. the use of motor recreational means) shall be limited or appropriately oriented.

(86) In the agricultural flat land, forests are an important landscape element, which also contributes significantly to the quality of surface water or rain water or to the purification of water from agricultural land or to the mitigation of the effects of the use of protective agents on agricultural land. As a result, forest areas in flat land areas shall primarily be conserved and included in the green systems of the regions. Forest management in these areas shall also be adapted to these functions.

(87) Ecological and protective functions of the forest shall be maintained throughout the territory of the country in such a way as to preserve concluded forest complexes for the protection of exposed slopes or in endangered areas.

(88) In remote, mountainous and other rural areas, the economic functions of the forest shall be strengthened, while all other forest functions shall be ensured at the same time. Forestry is an important economic activity, especially for solitary farms.

(89) In order to implement the economic role of forestry, spatial conditions for the siting of timber processing plants shall be defined by taking into account the spatial rationality or proximity of the timber source and the arrangements for accessibility to the plants and larger logistic centres.

(90) Forests may tolerate activities that do not cause the change of the state of the forest and the quality of the natural resource and do not impede forest management, subject to prior checks of other restrictions and orientations.

#### 5.3.2.3 ORIENTATIONS FOR SUSTAINABLE USE AND PROTECTION OF WATER

(91) Water is crucial for the functioning of natural ecosystems and biodiversity, for agriculture, for the supply of drinking water to the population, for the production of electricity, for the economy, recreation and tourism and for

the quality of the living environment in towns and cities and for the identity of space. Watercourses, water areas and wetlands are an important part of green infrastructure at national, regional and local levels. The river basin districts in which the above functions and supply are ensured are the Danube river basin district with the catchment areas of the Drava, Mura and Sava rivers and the river basin district of the Adriatic Sea with the catchment areas of the Soča, Dragonja, Reka and Rižana rivers with associated groundwater and the sea.

(92) Ensuring high-quality drinking water for residents takes priority over other economic water uses. The use of water must be carried out with considerable concern for the restoration and long-term protection of aquifers, which is the responsibility of the state.

(93) In karst areas with a low soil self-cleaning ability, karstic-type floods and occasional or frequent water scarcity, local communities shall be provided with assistance to devise innovative solutions for water supply and waste water discharge, particularly as support for rural development;. To resolve conflicts between uses in water protection zones, options for complementary uses or for carrying out use in a way to preserve the quality of a protected water resource shall be sought as a priority.

(94) Generally, new development of activities shall be planned only where it is possible to ensure an adequate supply of drinking water to users without major spatial interventions. When planning spatial development, the impact of the envisaged new arrangement (e.g. tourism, manufacturing industry) on the cost of providing services of general economic interest or on social costs (provision of drinking water for supply to the population or provision of additional capacities in the local community) shall be examined in advance. The multifunctional use of water use shall be strengthened as well as the preparation of cross-sectoral projects for finding synergies between different uses in a financially and spatially rational and efficient way, in particular between agriculture, energy and flood protection (such as providing space for high water overflow).

(95) For bridging water bodies, such arrangements and solutions shall be provided that do not increase flood risk. Water management planning generally follows environmentally sustainable plans with natural and available materials nearby. The water infrastructure shall be sited in accordance with the natural morphology, generally by using such materials that minimise the visual impact. The water infrastructure shall be positioned in such a way that in the event of a potential collapse, the area of impact does not represent a significant threat to people or their material possessions.

(96) On regulated surface waters, appropriate measures shall allow for the improvement of their hydromorphological status or the establishment of a landscape-ecological and structural role of waters in the landscape, where this is not contrary to the provision of flood safety.

#### 5.3.2.4 ORIENTATIONS FOR SUSTAINABLE USE OF MINERAL RESOURCES

(97) Mineral resources are non-renewable natural resources that are managed in such a way as to ensure a balanced supply and to maintain access to mineral resources for future generations. Balanced supply is based on the harmonisation of environmental, economic and social aspects and includes: a spatially rational organisation of activities according to market and spatial needs; reduction of opencast mining of mineral resources; increased use of recycled resources or secondary raw materials to replace mineral resources. The use of non-renewable construction mineral resources shall be reduced and allocated according to the long-term projected national needs. The use of secondary sources, recycling and recovery of construction waste shall be enhanced as a priority. Energy

mineral resources shall be protected in the long term, despite the fact that they are not in use or that their use is being reduced in favour of renewable energy sources. Fluvial deposits shall be abstracted in accordance with limitations in the field of nature and watercourse conservation.

(98) In the use of mineral resources, the aims are to optimise the extraction, gradually close smaller structures and rehabilitate illegal mines. Mining with a negative impact on the environment or living quality and mining in areas of landscape recognisability, nature protection or cultural heritage shall be rehabilitated as a priority. The location or characteristics of the area shall also be taken into account in the rehabilitation: in nature protection areas the mining is usually rehabilitated by restoration to the natural state or to a secondary biotope; in areas of priority use of natural resources it is rehabilitated into land intended for primary activities; in urban areas into areas for urban use; in areas where spatial identity is important it is rehabilitated into the most optimal form in terms of ensuring the recognisability of settlements and the landscape.

(99) In the framework of spatial planning at regional level, the protection of mineral resources for future generations shall be ensured as well as the restriction of other activities in these areas. Deposits of strategic, economically important and indigenous, common or other mineral resources shall be formed. New facilities shall only be opened in cases where there is a significant increase in needs throughout the country that cannot be met by already opened facilities in the area of economical transportation distance or with the use of recycled secondary sources. The locations for exploitation of rare and unique mineral resources, e.g. granite, tonalite and marble shall be permitted in protected areas if extractions are done occasionally and are intended for the restoration of cultural heritage.

#### 5.4 ORIENTATIONS FOR GREEN INFRASTRUCTURE AT THE REGIONAL AND LOCAL LEVEL

(100) The green system of a region represents green infrastructure at the regional level. It is planned in the context of a regional spatial plan, taking into account the national green infrastructure guidelines set out in Chapter 4.4. The green system of a region ensures the multi-functionality of space at a regional level, particularly the ecological and environmental function and the use of space compatible with these functions, the preservation and improvement of the positive state of habitats in the Natura 2000 areas, the adaptation to climate change, particularly through maintaining areas for flooding and overflowing, the natural restoration of natural ecosystems, particularly the soil and forests and the recognisability of the landscape and recreation in open spaces.

(101) Within the planning of a green system of the region, its connectivity to other regional green systems and the green systems of settlements shall be ensured. Existing landscape elements used to ensure the ecological connectivity of ecosystems, the conditions for their preservation and guidelines for establishing missing connectivity shall be defined. Forest, agricultural or water land and other open spaces (e.g. endangered or protected areas, such as areas of flooding and overflowing, water protection areas, protected areas) that can contribute to carrying out the multifunctional role of a green system can be included in the green system of a region. When planning land use allocation, the activities that can ensure synergies with other activities or can be integrated with one another and support each other in terms of ensuring spatial multi-functionality shall have priority.

(102) Planning of infrastructure or spatial arrangements must be adapted to the requirements for preserving ecological connectivity, even by technical measures if not possible otherwise. Corridors for crossing infrastructure shall be established to improve ecological connectivity.

(103) The green system of the region is connected with the green settlement systems, which represent green infrastructure at the local level. Green settlement systems includes landscape components and individual parts of the open space within an individual settlement that are inseparable from its structure and functioning, image and identity, quality of living environment and adaptation to climate change (e.g. park, playgrounds, greenery in neighbourhoods, urban forests, tree-lined avenues, aquatic and riparian areas, as well as vegetation, lawns, individual trees) and, as a whole, respond to the diverse needs of residents regarding the use and experience of the green and other open areas of towns, cities and settlements. They may also include separating green belts between settlements and green roofs.

#### 5.5 ORIENTATIONS FOR SPECIAL AREAS AND REGIONS

#### 5.5.1 ORIENTATIONS FOR THE DEVELOPMENT OF THE SEA AND COAST

(104) Slovenia is a maritime country pursuing a maritime oriented economic and development policy. Koper and the coastal wider urban area represent the entry point through which land and sea passenger and freight transportation connects to the EU Baltic-Adriatic corridor and is important for Slovenia's international integration and the economic development of the wider hinterland. The entry point is based on the development of the Port of Koper and its hinterland infrastructure, maritime passenger transportation in connection with the development of Koper, the preservation of open unbuilt space for green infrastructure, functionally linked to the sea hinterland and wider land hinterland and green systems of coastal towns and the region. Coastal towns continue to strengthen their functional interconnections within the wider urban area, especially in the area of public transportation and services, while also developing their own recognisable, attractive and contemporary identity while respecting nature, tradition and heritage. A coordinated development vision should enable strategic integration with the city of Trieste, especially in the area of public passenger transportation and ports. Cooperation between the Port of Trieste and the Port of Koper needs to be strengthened in terms of connectivity and complementarity. It is sensible to consider and connect the cities of Koper and Trieste as a cross-border wider urban area and to strengthen cross-border public passenger links to improve functional connections.

(105) The coastal area is heavily urbanised and densely populated, multi-functional with a strong traffic and transportation importance, although it also features important protected areas with nature and cultural heritage, while the hinterland is distinctly rural yet exposed to peri-urbanisation. A part of the coastal area of the bay of Koper has a leading traffic and transportation function that is also important for the country, while in the southern part there are large Natura 2000 sites, nature protected areas, salt pans and an airport. The comparative advantage of the coastal area is its exceptional cultural landscape with its distinctive architectural features.

For the comprehensive development of the port of Koper as an entry point, a transport, economic, regional and spatial policies need to be connected (e.g. to establish connections between the port of Koper and Ljubljana or the Central Slovenian wider urban area).

(106) In order to ensure the further development of the region and the quality supply of energy, it is necessary to upgrade and establish the necessary energy infrastructure, including the transmission pipeline network for natural gas and renewable gases and  $CO_2$  neutral gases. This will ensure the improvement of air quality and the reduction of greenhouse gas emissions, as well as the supply of cleaner and low-carbon energy sources to the Port of Koper.

(107) The coastal and marine constraints necessitate an accelerated search for synergies and multi-functional connections between functions and activities. Based on the specific spatial potential at sea and in the coastal area,

priority is given to activities that are exclusively related to the sea or to the contact of the sea with the coast and therefore cannot take place elsewhere. These are, in particular, fisheries, mariculture, maritime transportation, salt production, exploration and conservation of underwater cultural heritage, bathing and recreational water activities, which must be balanced spatially and in terms of volume in order to preserve a productive sea and a healthy coast in the long term. It is necessary to restrict areas for activities that are otherwise related to the sea and the coast but are burdening in terms of environmental (discharge of wastewater, oils, lubricants) or spatial aspects (altering the natural coast or coastline, preventing direct access to the sea) or shape (covering the view of the sea directly from the coast). For activities that can be carried out elsewhere than at sea and on the coast, alternative solutions should be sought on land or in the coast hinterland. The contact between the sea, the coast and the hinterland shall primarily be ensured through natural connections and co-natural arrangements. On the coast and in its hinterland, activities that positively influence the preservation of vital housing functions in coastal towns shall be strengthened in line with spatial potential, agriculture and fisheries shall be developed in relation to tourism and local supply, while tourism shall be focused on the quality and environmental sustainability. The tourist function of the coast and the sea must not prevail over the vital functions of coastal towns such as the housing function, supply of services to hinterland, education and agriculture. Tourism shall focus on quality and environmental sustainability, with a particular focus on access to the destination.

(108) Coastal or tourism development strategies in the coastal zone, which form part of regional or local development and spatial planning documents, must emphasise climate change adaptation activities, in particular in the development and management of settlements and green infrastructure, port activities and activities that manage natural sources. Solutions must use an integral method to address the adaptation of settlement areas to sea level rise, more droughts, lack of drinking water and water for business, urban heat islands and seasonal pressures due to tourism and also to relieve pressure on municipal utility services.

(109) In accordance with the Protocol on Integrated Coastal Zone Management in the Mediterranean (ICZM Protocol), a coastal belt shall be established along the entire length of the Slovenian sea coast, in which construction is not permitted, with exceptions under the ICZM Protocol. The coastal belt under the ICZM Protocol is intended for the protection of nature/conservation of natural habitats, protection of cultural heritage, the landscape, natural resources and ecosystems, ecological connection between the hinterland and the sea, adaptation to climate change and improvement of the quality of life in the coastal zone. The area of the coastal belt under the ICZM Protocol and the contents of the legal regimes therein shall be specified in greater detail in the Maritime Spatial Plan and implemented through municipal spatial plans. The coastal belt under the ICZM Protocol shall be integrated into the green system of coastal towns and other settlements and into the green system of the region and shall form part of the country's green infrastructure system.

#### 5.5.2 ORIENTATIONS FOR TOURIST AREAS

(110) Slovenia shall focus on developing green, active and healthy tourism. Its resources are preserved nature, cultural heritage, attractive cultural landscape, mountainous, coastal and thermal areas and towns. Tourism development enhances the recognisability of the country, connects different activities and diverse resources of the areas and can be good supplementation to the typical activities of individual areas and support for the local development. The development of tourism activities can also have a negative impact on the residents of tourist areas. Therefore, the development of tourism shall be planned at a strategic level, adapting to the capacities and natural renewability of space and social acceptability in individual areas. The development of tourism, whether through infrastructure or visits, must not jeopardise or irreversibly alter the resources and their quality on which tourism products are based, and particular care must be taken to safeguard the natural restoration of ecosystems,

preserve testimonial value of cultural heritage and the recognisability of settlements and the landscape. Tourism can also serve as an excellent method of presenting complementary activities and promoting Slovenian sustainable practices in the field of spatial management, connecting, for example, agriculture, food production and cultural landscape, forestry, timber products and culture of living or quality of water resources, drinking water and natural values.

(111) Sustainable development of tourism shall be supported, based on connections between nature conservation, the recognisability of settlements and the landscape, cultural heritage, culture, creative industries, prudent utilisation of environmental resources and their long-term preservation, and on the promotion and establishment of sustainable mobility. The basic spatial orientation for the development of tourism is not intended to open new areas for tourism, especially not in preserved areas of nature or in endangered, sensitive or water-scarce areas, such as the karst areas of the south, south-east and the north-east of Slovenia. In terms of spatial planning, the development of tourist infrastructure should focus on areas where key tourist infrastructure has already been provided (27 tourist destinations), whereby its further development should focus on unburdening, renovating and modernising the existing tourist capacities in terms of increasing the quality of accommodation, services and programmes, reducing water consumption and waste and improving infrastructure and services for sustainable mobility, even for the last kilometre.

(112) In outdoor tourism areas that are attractive to different providers or users (e.g. rivers, slopes for gliding, mountain biking), a common public infrastructure must be provided to allow for orderly use under the conditions of nature conservation, protection of cultural heritage and water and soil protection.

(113) In protected areas, i.e. nature parks and other protected areas and cultural heritage sites, tourism programmes and tourism development shall be aligned with the conservation objectives of each area. Forests are an extensive natural system that are becoming increasingly attractive for tourism. In principle, forests are intended only for limited tourist activities such as hiking, visits to forest reserves, photo hunting and also for cycling along arranged forest roads, provided that this does not conflict with the provision of quiet zones.

(114) In remote (mountainous) and border areas, tourism can contribute to the preservation of settlements and cultural heritage, thereby indirectly to the protection of the nature and cultural landscape and forest management and is therefore positive for the local economy, in particular as a complementary activity. Tourism focused on hiking and the observation of nature and local heritage, for example, a model of mountain villages, is appropriate in such areas. Accommodation options shall be enhanced with the renovation of facilities (e.g. decentralised accommodation using an existing housing stock – the so-called dispersed hotel) or with innovative solutions aimed at the self-sufficiency of facilities, taking into account the conditions for the protection of the cultural heritage, aiming at ensuring accessibility through sustainable mobility.

(115) Mountain huts linked to mountain trails are an important part of accommodation capacities in support of hiking and the observation of mountain nature and experiencing material and non-material cultural heritage. The supply of huts and their standard must be adapted to the sensitivity of the area in which they are situated and it is necessary to strive for sustainable and self-sufficient solutions without additional infrastructure.

(116) The Soča river, the upper parts of the Sava, the Krka, the Kolpa, the Ljubljanica, the Savinja, other smaller rivers and lakes Bohinj, Bled, Cerknica and anthropogenic lakes, created for example by impoundments or by mining, are of interest for various tourist purposes. Their potential for different purposes and limitations shall be defined and harmonised in the context of a regional spatial plan. When designing artificial ponds or dams, options for multi-purpose use shall be examined, e.g. for tourism and recreation, taking into account the limitations of such

impoundments due to their original purpose (energy use, retainer) or secondary purpose (e.g. nature conservation).

(117) Tourism in towns and cities is connected with the attractiveness of the city, the orderliness of public spaces and green areas, the preservation of cultural heritage, history and events. In principle, all Slovenian towns and cities are suitable for enhancing urban tourism because they are diverse and interesting in terms of the features of geographical areas in which they are located and have a housing stock that can be renovated for tourist activities. Tourism in towns and cities has an impact on the quality of life of the local population, the prices of housing and other real estate and services; therefore, its development must be coordinated with the needs of the local population and the preservation of the quality of daily life. Increased use of natural resources or services in towns and cities (water supply, water discharge, waste, food, passenger transport) must not affect the cost of these services for the population. The volume of tourism in towns and cities needs to be limited to a level that still enables housing to be affordable for the local population or enables the preservation of the residential function of urban centres. In line with these orientations, the Action Programme for the Implementation of the Strategy shall identify specific areas for tourism, which form the basis for strategic definitions in spatial plans at a regional and local level.

### 5.5.3 ORIENTATIONS FOR PRESERVING AND IMPROVING THE RECOGNISABILITY OF SETTLEMENTS AND THE

#### LANDSCAPE

(118) The recognisability of space is a characteristic of space that stems from physical, cultural and natural features and is the result of the respectful and prudent planning of settlements, the landscape and the inherited values of society. The recognisability of space contributes to its attractiveness, quality of life and represents the elements of identification of the population with the national territory or its parts and meanings. The preservation of recognisability and effort for improving the recognisability of settlements and the landscape are therefore important tasks of spatial planning, as well as of other areas that, through their activities or structures, affect the physical and symbolic space, its structure and design and future development. For the purposes of spatial planning at a regional and local level, the professional bases shall specifically identify the elements of recognisability that need to be preserved and those that need improvement. Recognisable landscape and settlement areas may be specifically defined with orientations.

(119) Landscape recognisability is shaped by: the visible and experiential quality of the landscape area, relief forms and directions of space, the manner of matching the morphological and typological characteristics of the landscape and the use of space, the composition, complexity and testimonial value of the landscape structure, the quality of the siting of the built or created structures and the historical or symbolic importance of the individual parts or the whole, both natural and cultural. Landscape recognisability is adversely affected in particular by non-rehabilitated anthropogenic interventions, such as opencast mining of mineral resources on a flat land or a slope, exposed areas and altered watercourses, visibly exposed buildings or constructed structures with inadequate shapes, location or in inadequate condition and inappropriate use at settlement edges or neglected areas, e.g. due to the deposits of different soils.

(120) Recognisability of settlements shall be ensured at the level of the whole settlement, at the level of individual functional units or part of the settlement. By designing settlements, the image, criteria and landscape framework shall be protected, visibly degraded areas shall be rehabilitated and new architectural recognition shall be created in harmony with the existing qualities of space. The design shall respect the characteristics of space and the
inherited cultural and natural values, emphasise the design values of the settlement, adjust the height dimensions to the existing structure, protect the dominant views of the settlement, carefully deal with the contacts between settlements and open landscapes and preserve unbuilt, open space between settlements; with the planned renovation, historical settlements or their parts shall be preserved, especially those of settlement heritage. The development of settlements shall be adapted to the geometry of the relief forms, the network of watercourses, the directions of communications and regulations and the directions and configuration of the construction.

(121) The recognisability of settlements shall be achieved through planned management and renovation, while taking into account the regional urban and architectural characteristics of individual areas, the preserved and recognisable architectural culture of past periods and the characteristic architectural creations of great testimonial value, whereby modern technological and design starting points shall be balanced with the existing values.

(122) When defining locations for spatial arrangements and individual activities and in land operations or management of agricultural, forestry or water space, elements of landscape recognisability shall be maintained or re-established. In urban areas, particular attention shall be given to the morphological elements of recognisability and structural order, while in remote and mountainous areas agricultural land shall be preserved as an important element of the recognisability of open, bright space in the landscape.

(123) The recognisable features of the landscape are significantly influenced by the location in the Alpine, Pre-Alpine, Sub-Pannonian, Karst or Coastal regions and the recognisable features of the settlements are influenced by the common architectural and urban features within the individual architectural regions: region of the Soča – Vipava, Karst – Primorska, Idrija – Trnovsko, Notranjska – Brkini, Gorenjska, Ljubljana region, Ribnica – Kočevje, Bela krajina, Dolenjska, Zasavje, Savinja region – Kozjansko, Koroška, region of the Drava and Pomurje.

(124) Recognisable features are also found in the wider protected areas of nature and areas of cultural heritage landscapes. They are shaped by exceptional landscapes or venues, natural values and cultural heritage, especially settlement, building and landscape heritage, depending on the wider landscape and architectural regions.

(125) Region specific recognisable features shall be recognised and maintained both in the context of spatial planning and sectoral policies. More detailed orientations for preserving the recognisability of settlements and the landscape shall be determined in the context of planning at the regional and local level, while at the regional level the areas of recognisability shall also be defined, including in the wider protected areas for which integrated treatment shall be ensured as well as preservation and development within the framework of spatial planning documents and development programmes of departments.

#### 5.5.4 ORIENTATIONS FOR NATURE PROTECTION AREAS AND CULTURAL HERITAGE AREAS

(126) Protected areas are areas of nature with high biodiversity, abiotic and landscape diversity and high density and diversity of natural values. Protected areas are one of the key instruments for nature conservation, while at the same time they are a model of sustainable societal behaviour in relation to nature, both in terms of sustainable socio-economic and spatial development, adapted to the conservation objectives of these areas.

(127) Cultural heritage is assets inherited from the past, protected due to their testimonial value and role in community development in urban areas and in the countryside. Cultural heritage sites are an important and indivisible part of the space and heritage of the Republic of Slovenia and its regions, they complement the quality of the living environment and are invaluable for the recognisability of the landscape and settlements. In the context

of spatial development, a more active use of heritage as a development resource shall be encouraged as well as the strengthening of the development potential of the heritage, while respecting its values and taking into account the needs of the local population, the environment and nature.

(128) Nature protection areas and cultural heritage areas present added value for regional and local development, as preserved nature and cultural heritage provide important ecosystem services and benefits, e.g. preservation of the habitats of animal and plant species, the restoration of water sources, they provide clean air, enable the physical and spiritual relaxation of people in a natural environment, they contribute to enhancing the recognisability of the landscape, improving the quality of the living environment, including improving the access to cultural goods, and offer potential for additional development opportunities, such as brand development, enhancement of integrated conservation skills and qualifications, new jobs, provision of new tourism products, and enforcement of harmonised mechanisms to support residents and local development.

(129) In nature protection areas, in particular regional and landscape parks and in areas of immovable cultural heritage, in particular archaeological, settlement and architectural and landscape heritage, which have a significant impact on the values of the area and the benefits that such protected areas have for the state, local communities, individuals and the economy, the implementation of activities in protected areas and cultural heritage sites and in particular the development plans of all key sectors, must support the achievement of the objectives of nature conservation and the protection of cultural heritage.

(130) Wider protected areas of nature and cultural heritage shall be developed as integral spatial categories; concepts shall be prepared for them in which the implementation of nature protection objectives, cultural heritage protection objectives, the needs of local development, and other activities are coordinated in terms of spatial planning.

#### 5.5.5 ORIENTATIONS FOR PROVIDING SPATIAL CAPACITIES FOR A LOW-CARBON SOCIETY

(131) For transition to a low-carbon society, greater energy efficiency shall primarily be encouraged in developing and renewing urban and rural settlements and villages, transportation, industry and the economy, tourism, agriculture, public administration and households. With the energy-efficient urban planning, backed by sustainable mobility, architectural design and smart energy systems, the aim is to reduce energy consumption, promote efficient and economical use and save energy. The orientations for settlements in Chapter 5.1.1 shall also be taken into account.

(132) While increasing energy efficiency, use of renewable energy sources shall also be encouraged in order to increase their share in the country's primary energy balance. Fossil fuels shall be replaced with the use of technologically and economically exploitable potential of renewable resources. The use of renewable gases in the pipeline network shall be encouraged.

(133) Energy supply shall be included into the energy concepts of regions, towns, cities and local communities, which form professional bases for regional and municipal spatial plans. In addition to the possibilities for local self-supply with energy from renewable sources, including the necessary capacities of distribution networks and smart grids, the energy concepts of regions, towns, cities and local communities shall also provide potential energy savings and opportunities for improving energy efficiency. Local business models for producing energy from renewable sources (e.g. energy community) that contribute to the local supply, particularly in mountainous areas and remote areas, shall be supported. In areas with a sufficiently large consumption, the construction of new

production units for the cogeneration of heat and electrical energy shall be encouraged, as well as district heating systems that use the heat from cogeneration.

(134) The areas for the production of renewable energy sources shall be determined in places where exploitable potential, with the use of the best available technology (BAT), can be utilised in the most optimum manner, i.e. by taking into consideration restrictions due to the protection of habitats, natural values, cultural heritage and ecological connectivity, and recognisable settlement and landscape features, and by taking into consideration the acceptability in the local environment, particularly due to impacts on the health and the quality of life.

# 6 ORIENTATIONS FOR PUBLIC POLICY MAKING/DEVELOPMENT

## 6.1 ORIENTATIONS FOR THE DEVELOPMENT OF THE TRANSPORTATION INFRASTRUCTURE

(135) The transportation system is a set of coordinated transportation activities on a functionally integrated infrastructure network of all types and modes of transportation. The transportation infrastructure and its services shall be developed to support the development of a polycentric urban system and the involvement of the country in international traffic flows.

(136) The transportation system shall be planned comprehensively and in connection with the planned spatial development by areas – wider urban areas, other functional integration areas, remote and mountainous and other rural areas, with an emphasis on sustainable mobility and in line with the development of other infrastructure systems.

(137) The interconnection and links between major centres and international transportation systems shall be strengthened as well as the internal links between centres in order to achieve accessibility and connectivity between regions and the network of centres.

(138) In the long run, the rail will become the backbone of the national transportation system. As a matter of priority, the railway infrastructure shall be modernised, renewed and upgraded to take over most of the transit traffic, and in combination with the road system, through hub systems, to enable the connectedness of individual regions and areas with public passenger transportation and sustainable mobility. To reduce the external costs of transportation (air quality, noise, accidents, congestion, etc.), sustainable mobility modes and mobility services shall be strengthened and modern technical and information solutions shall be implemented. In mountainous and remote rural areas, tailored mobility services shall be provided to enable effective connectivity and sustainable mobility. In tourism areas, sustainable mobility solutions shall be integrated as part of tourism services.

(139) The public transportation infrastructure shall be adapted to the typology and characteristics of space in order to preserve recognisable characteristics of settlements and landscapes, prevent fragmentation of space and reduce the negative effects of transportation on population health, the environment and natural resources. The reduction of external costs of transportation, including noise, is primarily achieved through technological measures (e.g. the introduction of cleaner and less noisy vehicles) and with spatial and planning approaches (e.g. the separation of freight rail transportation from passenger transportation in urban settlements or centres of the highest level).

## 6.1.1 CORRIDORS AND ENTRY POINTS

(140) The railway and road network that is functionally interconnected with the European transportation network shall be developed in line with the polycentric urban system in Slovenia. In order to increase the efficiency of traffic flow and accessibility, intermodal transportation links and the development of the rail network, which should take over most of the long-distance freight transportation, shall be encouraged. Particular attention shall be given to the development of urban nodes, which are situated at the junction of transportation corridors – Ljubljana, Koper, Maribor – and entry points where major traffic – passenger and freight flows enter Slovenia and are centres in a polycentric urban system (Nova Gorica, Sežana, Jesenice, Dravograd, Brežice). In the area of nodes and entry

points, the intermodal infrastructure shall be updated and extended and the conditions for the development of logistics activities shall be created.

# 6.1.2 SUSTAINABLE MOBILITY, PUBLIC PASSENGER TRANSPORTATION AND TRANSPORTATION HUBS FOR PUBLIC PASSENGER TRANSPORTATION

(141) The needs of residents and visitors regarding mobility shall be met by ensuring sustainable mobility measures while reducing traffic and the adverse effects of traffic on the environment. Sustainable mobility includes walking, cycling and the use of public passenger transportation. When planning, sustainable mobility is provided with the integration of spatial (urban) and transportation planning at all levels.

(142) Public passenger transportation shall be developed into a logistically connected integrated system and an efficient transportation system, with a combination of rail, road, air and maritime transportation with a focus on rail public passenger transportation. A system of passenger terminals shall be developed in centres by connecting the stops of various public passenger transportation systems. In order to improve accessibility to jobs and enable walking and cycling mobility, areas of mixed use of space shall be planned near public passenger transportation terminals. Rail public passenger transportation shall be primarily developed between centres in a polycentric urban system, where opportunities already exist and with the extension of the railway infrastructure. Rail travel times must be competitive with travel times on the long-distance road network.

## 6.1.3 CYCLING NETWORKS

(143) The design of a cycling network consists of a network of national long-distance cycling routes that connect urban centres and tourist settlements and are connected to the long-distance European cycling connections that run through Slovenia.

(144) In the areas of towns, cities and other urban areas as well as in the wider urban areas and other functional integration areas, a cycling network shall be established for daily migration, linked to residential areas, areas of daily mobility generators (e.g. kindergartens, schools, larger employment areas, shopping centres) and public passenger transportation stops and parking areas for motor vehicles.

## 6.1.4 FOOTPATH NETWORKS

(145) The footpath design encompasses mountain and thematic footpaths in urban and rural areas that are connected into the footpath network and linked to European footpaths E6 and E7 as well as cultural paths running through Slovenia. The footpath network shall be developed in tourist areas and connected to the cycling network. The paths ensure the interconnection of attractive landscape areas, while the safety of pedestrians and hikers must be ensured when determining the location of these areas.

## 6.1.5 HUBS, FREIGHT TRANSPORTATION TERMINALS AND TRANSPORTATION LOGISTICS

(146) Regional inter-modal centres (the development of transportation logistics) shall be connected to centres of levels I and II of wider urban areas and other functional integration areas. Railway stations and stops shall be transformed into modern hubs (intermodal junctions) at the transfer points in the centres where traffic flows are highest. Intermodal transportation terminals within ports and airports shall be connected in a coordinated manner with the rail system and roads of the highest level.

#### 6.1.6 TRANSPORTATION INFRASTRUCTURE

(147) Transportation infrastructure shall be planned integrally so that issues of accessibility and connectivity are resolved comprehensively and such combinations of transportation subsystems are selected that enable a safe, affordable and environmentally neutral form of mobility and connectivity/accessibility between housing, jobs and services. In doing so, solutions shall be adjusted to the issue of accessibility and connectivity considering the characteristics and needs of various areas – wider urban and rural areas, including remote and mountainous areas.

(148) The key road infrastructure is represented by the motorway network and the connecting regional links with centres in a polycentric urban system.

(149) International airports in Slovenia and in the immediate vicinity shall be primarily connected with the railway network. It is necessary to extend regional rail links within wider urban areas. A continuous development of the aviation infrastructure and the infrastructure of navigation air transportation services shall be provided. The following ports shall be developed:

- Port of Koper as the inbound-outbound port for the comprehensive European network;
- Koper, Izola and Piran ports for international public passenger transport;
- Brežice river port for international public passenger transport.

(150) Cableway traffic shall be developed within a single transportation system where other traffic subsystems are technologically unable to perform the transportation task due to relief or where the use of other traffic subsystems may be temporarily disabled or disturbed due to weather and other conditions. The mobility of passengers and cargo to mountain tourist centres of national importance shall be enabled and the needs of industry, mining, forestry and other activities shall also be taken into account.

# 6.2 ORIENTATIONS FOR DEVELOPING ENERGY INFRASTRUCTURE TO SUPPORT THE TRANSITION TO A LOW-CARBON SOCIETY

(151) Energy supply is one of the key needs of the economy and the community in urban and rural areas. The state shall ensure a reliable supply that is fair in terms of prices.

#### 6.2.1 RENEWABLE ENERGY SOURCES – GENERAL

(152) Renewable energy sources include water potential, biomass, wind energy, geothermal energy, solar energy, ambient heat, biogas, biomethane, synthetic methane and waste heat and energy released from incineration of non-recyclable waste. When planning spatial development, priority shall be given to the use of these energy sources over fossil energy sources.

(153) In the light of increasing the share of renewable energy sources in the overall energy balance, priority shall be given to taking advantage of the opportunities enabled by the upgrade of existing energy facilities to use renewable energy sources with a more advanced technology to gain or use additional potential of renewable energy sources and to improve energy efficiency and reduce the environmental impact of such facilities. In doing so, flood safety, preservation and improvement of ecological connectivity, replenishing of groundwater aquifers, population health and preservation of nature and cultural heritage shall be ensured to the greatest extent possible.

#### 6.2.2 SPATIAL POSSIBILITIES TO INCREASE THE SHARE OF RENEWABLE ENERGY SOURCES

(154) The priority areas for the use of hydroelectric potential are on the larger rivers (Drava river, part of the middle Sava and the lower Sava river) and on smaller rivers (Kamniška Bistrica, Savinja), where the renewal and technological upgrading of the existing hydroelectric power plants on the Drava and Sava rivers shall be enabled.

(155) No additional hydroelectric power plants on the upper Sava river are foreseen, while on the lower Sava river the hydroelectric power potential is on the section between Brežice and Mokrice. On the middle Sava river, the planned chain of hydroelectric power plants from Jevnica to Suhadol shall be checked and harmonised with the requirements for the protection of aquatic and riparian habitats, waters and ecological connectivity. In addition to its hydro-energy potential, the Sava also has a specific nature conservation value in the section from Medvode to the confluence of the Sava and the Ljubljanica (Natura 2000).

(156) Pursuant to the Act on the designation of a protected area, the construction and reconstruction of structures and devices that may affect the change of the water regime and the quality of water are forbidden on the Soča river and its tributaries, that is from the source of the Soča and its tributaries to the inflow of the Idrijca at Most na Soči, while the renovation, technological upgrading and environmental adaptation of existing hydroelectric power plants from Most na Soči onwards is enabled.

(157) On the Mura river, the potential exploitation of hydroelectric power potential shall be coordinated with the development of the biosphere area.

(157) Small hydroelectric power plants represent the potential for the sustainable use of renewable energy source in the context of the regional energy supply. Therefore, the potential for hydroelectric use of individual watercourses or their parts with small hydroelectric power plants for local/regional needs shall be examined by checking the exploitable hydroelectric potential and spatial possibilities for the use of existing barriers, and by taking into account requirements for the protection of aquatic and riparian habitats, water protection, ecological connectivity and the preservation of the landscape.

(158) With the hydro-energy use of waters, aim is generally to achieve multi-functionality. As part of the examination of hydro-energy use, the use shall be optimised to enable other functions or uses, in addition to energy also tourism, agriculture, transportation, extraction of energy raw materials, protection against natural disasters, adaptation to climate change, preservation of biodiversity and cultural heritage.

#### 6.2.3 WIND POWER

(159) The setting up of micro wind power plants enables co-use with areas of planned use for energy, agriculture, industry, infrastructure, central activities and housing. The installation of medium and small wind power plants enables co-use in areas of planned use for power supply, agriculture, industry and infrastructure. The areas of large wind power plants only allow co-use for power supply and agricultural planned use.

(160) The best and most efficient technology (BAT) shall be used to exploit wind energy. The plan for the installation of wind power plants shall primarily take into account wind potential, the vulnerability of nature and the recognisable features of the landscape at different stages of plant installation and, in particular for large wind power plants or wind farms exceeding 10 MW, the distance from settlements. For potential areas of large wind power plants or wind farms exceeding 10 MW, the priority order for drawing up national spatial plans shall be determined on the basis of more detailed examinations within the regional spatial plan.

(161) The potential areas for the installation of medium, small and micro wind power plants up to a total power of 10 MW are the following:

- within settlements in areas of non-residential planned use with an average wind speed of more than 2m/s at a height of 10m, although only micro wind power plants in areas of residential use;
- areas of infrastructure facilities (on public lighting facilities, inside infrastructure corridors) with an average wind speed of more than 3m/s at a height of 10m;
- areas of agricultural land with poorer production potential or with land rating of less than 35 and an average wind speed of more than 3m/s at a height of 10m, outside highly sensitive areas for birds and areas where recognisability of settlements and the landscape is being preserved.

(162) Spatial options and constraints (in particular wind potential, connection and capacities of the transmission system, user needs) for the installation of medium, small and micro wind power plants shall be examined in regional and local energy concepts and shall be defined in spatial planning documents at regional and local level by taking into account other conditions and restrictions in the field of protection of nature, cultural heritage, water, health, living environment and acceptability in the local environment.

#### 6.2.4 GEOTHERMAL ENERGY AND AMBIENT HEAT

(163) Suitable/priority areas for the production of electricity and heat energy for cogeneration (CHP) near major settlements and economic zones are the area of the Termal II geothermal system – the northern part between Šentilj and Šalovci and the southern part between Ptuj and Lendava – and the area of a Paleozoic geothermal system near Benedikt in Slovenske gorice. Areas alongside the systems with geothermal energy use are also areas for identifying priority areas of cascading energy use, taking into account other spatial constraints.

(164) When using geothermal energy, it is necessary to ensure the re-injection of water in accordance with water protection and management guidelines.

(165) The entire territory of Slovenia is suitable for utilising ambient heat by heat pumps, in particular areas with prevailing moist soils with a high content of minerals and few pores where heat accumulation in the soil is the greatest (clayey, loamy soil). Priority areas for the use of heat pumps are all construction lands, subject to prior examination of the adequacy of the electricity supply. The use of aquatic areas for this purpose is only possible if it is environmentally acceptable. More detailed checks shall be provided in regional and local energy concepts as a professional basis for spatial planning documents at regional and local levels.

## 6.2.5 BIOMASS

(166) The use of biomass shall be primarily encouraged in remote energy systems, namely in wider urban areas, other functional integration areas and in larger settlements with a relatively high population density (more than 20 inhabitants per ha) for district heating, and in commercial zone areas with guaranteed heat energy consumption while providing adequate air protection filters. Decentralised individual wood biomass systems can be planned in areas with small settlements with low population density and outside areas threatened by pollution with PM10 particles or poor ventilation, and in areas of economic zones and in production areas for their own heat supply.

(167) CHP systems on biogas shall primarily be planned in areas that are intended for agricultural and food production and in areas of municipal infrastructure and that can be linked directly to users. In the selection of locations, the potential effects of the operation of such devices on the quality of life shall also be taken into

account. The possibility of connecting upstream infrastructure for biogas and biomethane to nearby gas networks shall also be envisaged.

## 6.2.6 SOLAR ENERGY

(168) Priority areas for the use of solar energy are areas of construction land, in particular roofs and facades of buildings, infrastructure facilities, in particular parking lots, road and rail corridors, public lighting and degraded areas in the framework of their rehabilitation, in particular abandoned areas of mineral resource extraction, waste landfills, insofar as such form of rehabilitation is acceptable in terms of the protection of the environment and nature and the preservation of landscape recognisability. In determining priority areas for the use of solar energy on construction land, the orientations for the protection of cultural heritage shall be taken into account, as well as orientations for the protection of settlement and architectural recognisability.

(169) The spatial possibilities and constraints for the use of solar energy on construction land, infrastructure facilities and degraded areas shall be examined in greater detail in regional and local energy concepts and shall be defined in the spatial planning documents at regional and local levels by taking into account other conditions and constraints in the field of cultural heritage, nature protection, living environment, landscape recognisability and the acceptability in the local environment.

## 6.3 ENERGY NETWORKS

## 6.3.1 ELECTRIC POWER SYSTEM

(170) The transition to a low-carbon society requires the renewal and upgrading of transmission and distribution electricity grids, including in rural areas that lack sufficient capacity. Spatial conditions shall be ensured for the modernisation and upgrading of the transmission network (400, 200, 110 kV connection and transformer station and transformer), the reinforcement and upgrading of the distribution network by connecting renewable energy sources and for designating areas for electricity storage in accordance with the needs at regional and local levels and orientations in the energy sector strategic development documents.

## 6.3.2 GAS NETWORK

(171) Spatial conditions shall be ensured for modernising and upgrading the transmission gas network and for expanding the distribution pipeline network in accordance with the needs at regional and local levels and the orientations in the strategic development documents of the energy sector. The expansion of the gas network is envisaged to regions not currently covered (coast, Postojna–Jelšane, Bela Krajina) and an international transmission gas connection with Hungary. The inclusion of renewable gases into gas networks shall be encouraged.

## 6.4 ORIENTATIONS FOR THE PROTECTION AND SUPPLY OF MINERAL RESOURCES

(172) For the long-term supply of the country with mineral resources, by taking into account the criteria in Chapter 5.3.2.4, deposits of strategic, economically important and indigenous mineral resources and deposits of extraction of common mineral resources shall be created as a basis for involvement in the planning processes at regional and local levels.

(173) The exploitation of indigenous mineral resources is intended to provide traditional building materials that are important for the renewal of cultural heritage and the preservation of the recognisability of settlements and

landscapes; therefore, potential locations for such exploitation shall be defined in cooperation between interested sectors.

(174) Extraction sites of other (common) mineral resources are the sites of exploitation of mineral resources for the construction industry. By taking into account the orientation that for construction purposes recycled construction waste shall primarily be used, it is expected that less pressure will be put on opening new sites for the exploitation of mineral resources for construction purposes. However, where this is necessary, the criteria of equal accessibility to mineral resources at the regional level, the possibility of restoring the natural characteristics of the area and social acceptability shall be used. Current alluvium in rivers can be exploited for gravel, sand and fine sand, although only when minor vulnerability of the aquatic ecosystem, the water quality, the geohydrological properties of the river upstream and downstream and of the experiential qualities of the water and riparian landscape is identified.

## 6.5 ORIENTATIONS FOR THE DEVELOPMENT OF RURAL AREA, AGRICULTURE, FORESTRY AND

## FISHERIES

(175) When designing measures for the development of the rural area, the orientations set out in Chapters 4.3 and 5.3 shall be taken into account.

(176) Chapters 5.3.2, 5.4, 6.1, 6.3 and 6.4 shall be taken into account when designing agricultural, forestry and fisheries measures.

(177) For the protection and sustainable use of the production potential of agricultural land, areas of permanently protected agricultural land and, where necessary, relocations of agricultural holding shall be defined in the context of planning at regional and local levels.

(178) Measures for the improvement of farming conditions and for adaptation to climate change, in particular agricultural-land operations and irrigation systems, shall be planned integrally as spatial arrangements that take into account natural conditions and features, the provision of ecological connectivity, preservation of biodiversity and natural values, cultural heritage and landscape recognisability.

## 6.6 ORIENTATIONS FOR NATURE CONSERVATION

(179) Preserved nature and a healthy living environment in Slovenia enable a quality life for present and future generations; therefore, the sector integrates the objectives of biodiversity conservation and the protection of natural values into the policies of key sectors and promotes nature protection as a value on its own in the framework of planning spatial systems and in the development of individual activities in space. In the framework of spatial development, the preservation of habitats of species shall be ensured, particularly by protecting ecosystems and natural habitats, preserving landscape features, and protecting natural values.

(180) Protected areas are one of the key instruments in nature conservation. In addition to the care for existing protected areas and the coordinated implementation of conservation objectives, new protected areas will be established, preferably in the most sensitive areas in terms of nature conservation and that need regimes and

coordinated management. Wider protected areas will primarily be set up in areas of conservation importance: Kočevsko, Planinsko polje, Pohorje, the Dragonja river and the Mura river.

(181) In implementing nature conservation objectives, nature conservation shall be connected and harmonised with other fields and shall form common synergies with these fields, particularly agriculture and forestry, water protection and management, cultural heritage protection, tourism and rural development, particularly in the framework of protected areas.

## 6.7 ORIENTATIONS FOR TOURISM DEVELOPMENT

(182) In the development of master plans for tourism macro-regions, the orientations set out in Chapter 6.2 shall be taken into account.

## 6.8 **ORIENTATIONS FOR DEFENCE ACTIVITIES**

(183) The development of defence activities shall primarily be focused on areas that already serve a defence purpose. Areas for defence activities in urban areas shall be gradually decreased. The development of defence activities involves adapting the existing military infrastructure to new needs, in particular to the reorganisation of the defence system related to the integration of the Republic of Slovenia into Euro-Atlantic integrations.

(184) For the development of the defence system, an adequate military infrastructure and its deployment in the space shall be ensured, which enables the successful implementation of defence in the event of aggression or attack on the Republic of Slovenia. Defence activities shall be carried out in defence zones.

(185) In planning substitute and new infrastructure for the needs of defence activities, special attention shall be paid to suitable siting, reducing environmental impacts and ensuring the required safety distance from residential areas, economic and service activities, cultural heritage and important nature protection areas.

(186) Space is one of the most important factors in ensuring the defence of the country and therefore areas which, because of their specific natural features are of strategic importance for the defence of the country are generally preserved in their primary use, that is, forestry or agricultural use.

## 6.9 ORIENTATIONS FOR PROTECTION AGAINST NATURAL AND OTHER DISASTERS

(187) To ensure protection against natural and other types of disasters, implementation of preventive conduct and measures shall primarily be encouraged, particularly in the field of spatial planning, water management, transportation of hazardous substances and construction of buildings. In the field of spatial development planning, activities, interventions and use shall be planned outside of areas with restrictions to prevent natural and other disasters, material damage or human casualties.

(188) The seismic risk to buildings is reduced with earthquake resistant construction and anti-earthquake rehabilitation of existing facilities. Anti-earthquake measures shall be included in the renovation of settlements and urban renovation.

(189) In areas that are already affected by natural disasters, activities and uses that could once again suffer major damage shall be moved away and activities for which the recurrence of natural disasters is not problematic shall be

permitted or such areas shall be left to natural dynamics if this does not endanger adjacent areas. In areas at risk due to the possibility of collapse of high barriers, activities shall be planned in such a way that the possible collapse would not have serious spatial and material consequences. Settlement shall be planned outside of the reach of the flood wave and the existing settlement shall be protected from its impact by appropriate measures.

(190) For the successful performance of protection, rescue and aid tasks, areas intended for the operation of the system of protection against natural and other disasters shall be planned and used and opportunities for the development of those areas shall be provided.

# 7 MANAGEMENT AND INTEGRATION FOR THE IMPLEMENTATION OF THE

# STRATEGY

(191) For the successful implementation of the Strategy, the close interconnected action of all systems is required: economic, spatial, social (societal) and environmental systems. In order to achieve spatial cohesion and enhance the efficiency of the operation of an individual field, the integration between sectors and measures for achieving synergistic and cross-sectional results in space shall be strengthened and promoted by taking into account the specific features and needs of areas.

# 7.1 INSTRUMENTS FOR ENFORCING TERRITORIAL COHESION

(192) In order to enforce and achieve territorial cohesion,

- the existing spatial instruments shall be upgraded and a set of measures that further reinforce the enforcement of territorial development shall be developed;
- the set of instruments shall be expanded with economic, development, participatory and communication instruments (e.g. education, training, raising awareness, providing information, promotion) and management instruments for harmonising conflicting interests in space;
- all options for achieving spatial objectives and priorities through measures of other departments shall be examined and implemented;
- the implementation of the Strategy shall be connected with European programmes relevant to spatial/territorial development.

## 7.2 SPATIAL INSTRUMENTS

## 7.2.1 SPATIAL PLANNING DOCUMENTS

(193) To implement the Spatial Development Strategy, the following shall be used:

- Action Programme for implementing the Spatial Development Strategy of Slovenia 2030;
- Regional spatial plan with landscape and urban concepts in conjunction with the regional development programme;
- Maritime Spatial Plan in conjunction with the Protocol on Integrated Coastal Zone Management in the Mediterranean (ICZM Protocol) and the Sea Management Plan (NUMO);
- National spatial plan;
- Municipal spatial plan;
- Municipal spatial planning document;
- Detailed municipal spatial plan;
- Ordinance on the recognisability of settlements and the landscape.

## 7.2.2. NATIONAL SPATIAL ORDER

(194) For the implementation of the Strategy, more detailed spatial planning rules, general guidelines and recommendations for spatial planning, preparation and implementation of land policy measures and other spatial planning tasks, including examples of good practice, shall be drawn up in the framework of the National Spatial Order. Detailed rules for planning the separating green belt and the buffer zone on agricultural land in spatial planning documents shall be laid down with the National Spatial Order.

#### 7.2.3. PREVAILING PUBLIC BENEFIT

(195) For the implementation of the Spatial Development Strategy, the institute of dominance of one public benefit over another shall be used as a last resort by the government in cases where, despite coordination between national spatial planning authorities, it is not possible to devise a comprehensively professionally acceptable and appropriate solution in the process of the preparation of spatial planning documents.

## 7.2.4 OTHER SPATIAL INSTRUMENTS

(196) Other spatial instruments used to implement the Strategy are the following:

- More detailed spatial instruments, such as planned use of space, sustainable construction and renovation of buildings and the implementation of architectural policy through competitions.
- Instruments for promoting urban development, such as:
  - functional integration of wider urban areas in the fields of mobility, housing, jobs, climate change and the green system of regions (drawing up joint development strategies);
  - intermodal transportation hubs and infrastructural integration of towns and cities into international flows through the TEN-T core and comprehensive network,
  - o urban designs (in the context of the preparation of regional spatial plans);
  - o comprehensive functional renovation of settlements, revitalisation and re-urbanisation,
  - o competitions (urban, architectural, landscape architectural) to improve arrangement proposals,
- an ordinance on the provision of site infrastructure on construction land. Specific measures for remote and mountainous areas (e.g. management models and models of providing services of general interest).
- Specific measures to reduce the vulnerability of space, including measures to mitigate the effects of natural and other disasters (e.g. in floodplains and areas prone to landslides and avalanches).
- Instruments for setting up a green infrastructure system and ensuring ecological connectivity:
  - o green system of regions,
  - o green system of settlements,
  - o green separating belts to maintain the recognisability of settlements and the landscape,
  - $\circ$  ~ green buffer zones between settlements and intensive agricultural areas.
- Implementation of landscape policy (e.g. preparing an atlas of outstanding landscapes and areas with recognisable landscape features);
- Landscape designs (in the context of the preparation of regional spatial plans and for protected areas).
- Development of additional instruments.

#### WIDER URBAN AREAS

(197) Within the wider urban areas, a municipality/municipalities and other local communities shall agree on coordinated implementation of urban development, namely in the field of housing supply in accordance with the Priority Areas for Housing Provision (PAHP), on economic activities, organisation and accessibility by public transport and on the supporting elements of green infrastructure linked to green systems of towns/cities and regions. Municipalities and local communities may also agree on other elements if there are valid reasons for this, such as common energy supply and the allocation of services of general interest. Coordinated contents shall be taken into account when preparing regional spatial plans.

#### SPECIFIC MEASURES FOR REMOTE AND MOUNTAINOUS AREAS

(198) Due to their natural geographical and socio-economic characteristics, remote and mountainous areas are proving to be specific problem areas that require priority consideration and the search for synergies with a coordinated set of development measures and instruments by different sectors, especially in the field of spatial planning, agriculture, regional development, education, health, social and employment fields. Specific features of spatial development of remote and mountainous areas shall be taken into account in the preparation of regional spatial plans. For remote and mountainous areas, new management models are being developed based on territorial dialogue between local and regional stakeholders in spatial management. Management and spatial measures are being introduced.

## 7.3 INTEGRATION BETWEEN OTHER (SECTORAL) AND SPATIAL INSTRUMENTS

(199) The objectives, priorities, the concept of spatial development and orientations for the implementation of the Strategy shall be taken into account when integrating spatial aspects in:

- the preparation of sectoral policies, strategies and programmes;
- the preparation of programming documents within the framework of EU cohesion policy;
- the preparation of projects and initiatives in the context of macro-regional integration;
- the preparation of programming documents under transnational, interregional and cross-border programmes;
- the preparation of regional and local energy concepts;
- the preparation of comprehensive transportation strategies;
- the implementation of the Resolution on the National Housing Programme of the Republic of Slovenia (ReNSP) for the provision of Priority Areas for Housing Provision (PAHP);
- the preparation and implementation of coherent regional development measures, in particular in relation to mountainous and remote areas;
- the development of sector-specific norms for individual activities (e.g. for primary schools, kindergartens, health centres) according to the identified regional/local specific characteristics of space;
- the development of common instruments and approaches (e.g. for parks, protected cultural heritage sites, in towns/cities);
- the development of alternative forms of public transportation and the improvement of sustainable forms of mobility.

## 7.4 MANAGEMENT MEASURES

(200) Management measures are being developed to support the implementation of the Strategy, such as:

- setting up a working group to lead and carry out territorial dialogue between stakeholders;
- promoting an interdisciplinary approach to urban planning and management;
- establishing a coordinated manner of dealing with strategic challenges of urban development in the framework of wider urban areas;
- integrated management of towns/cities (integrating economic, social, cultural, design, technical, technological and environmental aspects);
- development of innovative development models for remote and mountainous areas that maintain the settlement and vitality of settlements;
- local partnerships for food supply.

# 7.5 DETERMINING THAT THE DEVELOPMENT DOCUMENTS RELATING TO INDIVIDUAL FIELDS AND ACTIVITIES DO NOT CONFLICT WITH THE STRATEGY (ZUREP-2, ARTICLE 66)

(201) The statutory provision stipulating that the development documents relating to individual fields and activities must not be in conflict with the Strategy shall be implemented:

- for all development documents referring to individual fields and activities based on the assessment of public policies regarding space;
- for all regional spatial plans and programming documents referring to individual fields at regional level;
- for all local spatial planning documents.

(202) The provision shall be examined under the Spatial Development Commission of the Government of the Republic of Slovenia and, when necessary, on the basis of a prior opinion of the Spatial Council.

## 7.6 MEASURES FOR ENHANCING PROFESSIONAL COMPETENCE

(203) Measures to strengthen the professional competence of stakeholders to implement the Strategy include:

- training local stakeholders to implement policies;
- training to promote various forms (business models) for supporting the development of the local economy and integration with the economy outside these areas (e.g. cooperatives, social enterprises, small businesses);
- education on spatial identity;
- raising awareness on space and spatial planning;
- professional training and education on strategic planning;
- training for active citizenship in the field of space/spatial planning;
- support for conducting research/studies such as research on the interaction of key aspects of towns and cities, analytical support for spatial development decision-making, establishment of the bases for establishing green infrastructure and enhancing the multi-functionality of green infrastructure, development of a methodology for determining the green system of a region by ensuring ecological connectivity, the renewal of technical bases in the field settlement and landscape recognisability;
- monitoring the effects of spatial development.

## 7.7 ORGANISATIONS AND WORKING BODIES TO SUPPORT DECISION-MAKING

(204) The Spatial Council, the Government Spatial Development Commission, the Development Council of the region, interdepartmental working groups (e.g. for sustainable mobility, for adaptation to climate change, for the preparation of the national-energy-climate plan), Council of the Ministry of the Environment and Spatial Planning for Cooperation with NGOs and the Council for Sustainable Development and Environmental Protection are actively involved in the implementation of the Spatial Development Strategy in accordance with the law.

# 8 MONITORING THE ACHIEVEMENT OF SPATIAL DEVELOPMENT OBJECTIVES

(205) In order to determine the effectiveness of the achievement of the objectives of the Strategy and to determine the effectiveness of the implementation of activities and measures, a system for monitoring the effectiveness of the implementation of the Strategy shall be established as part of the spatial development monitoring system. The Ministry responsible for spatial planning shall monitor the effectiveness of the implementation of the Strategy shall be included in the Spatial Development Report. The Spatial Development Report may contain proposals for amendments to the Strategy and other national regulations related to spatial planning.

(206) Monitoring the effectiveness in the implementation of the Strategy shall consist of two parts, namely:

- Monitoring the achievement of spatial development objectives and
- Monitoring the implementation of activities defined in the Action Programme for the Strategy.

(207) The monitoring of spatial development objectives shall be carried out by means of a limited set of quantitative indicators identified in the Strategy (Table 3). The guidance for selecting quantitative indicators are the characteristics of the indicators: measurability, attainability, reality, clarity and reliability. The indicators are therefore based as much as possible on the data collected, processed and published by the Statistical Office of the Republic of Slovenia. The set also includes land use indicators for which data are expected to be available after 2020.

(208) In addition to the defined indicators, other indicators included in the spatial information system of the ministry responsible for spatial planning, indicators with spatial data included in the information systems of other national authorities and other scientific materials and studies in scientific fields related to spatial development shall also be used to assess trends in spatial development. A set of indicators identified in the Resolution on the National Housing Programme shall be used to assess the development in the field of housing.

(209) The purpose of monitoring the implementation of activities is to determine the effectiveness in the implementation of projects on an ongoing basis. The projects are defined in the Action Programme, together with the list of activities, the operator (organisation responsible for carrying out the activities) and the deadline for their implementation. In order to monitor the success of the implementation of these projects and the activities identified, additional indicators and benchmarks shall be defined for the Action Programme.

(210) The monitoring of the implementation of the Strategy and the objectives and measures defined therein shall be carried out by means of indicators, namely target indicators and status indicators.

ΤΟΡΙϹ	SPATIAL DEVELOPMENT OBJECTIVE	INDICATORS
Trend in population	C1 Rational and effective	Population density in urban areas
number (urban –	spatial development	Trend: increasing
rural), population	C1 Rational and effective	The number of residents within the functional urban area (FUA) of
density	spatial development	centres (up to and including level III) – the extent of the FUA of an
		individual centre
		Trend: decrease
Supply of services of	C2 Competitiveness of	Ine number of centres with an adequate supply of services
the centres	C1 Rational and effective	The perceptage of inhabitants within the radius of accessibility on
the centres	spatial development	the road network to the centre of the selected level
	sputar development	Trend: maintaining the share achieved
Housing	C2 Competitiveness of	Housing accessibility (number/share of public rental flats)
	Slovenian towns and cities	
Use of land	C1 Rational and effective	Construction land area per capita in the municipality
	spatial development	Trend: decrease
	C4 Enhancing spatial identity	Change in the basic categories of the actual use of space, annual
	and multi-functionality of	Trend: decrease in appual net growth to 0% in 2050
Green areas	C3 Quality life in urban and	Access to public (publicly accessible) green areas in an area of at
Green areas	rural areas	least two ha within a distance of up to 300m
	C3 Quality life in urban and	The percentage of public open and green areas in a settlement
	rural areas	(for urban settlements)
		Objective: at least 40% of the planning zone of the settlement
Ecological	C4 Enhancing spatial identity	Identified corridors of the green system of regions in the regional
connectivity	and multi-functionality of	spatial plan
Degraded errors	space	
Degraded areas	c4 Enhancing spatial identity	Trend: decrease
	space	
Sustainable mobility	C3 Quality life in urban and	The proportion of inhabitants within a radius of 1km from the
,	rural areas	public passenger transportation stop with a satisfactory and
		adequate frequency of public passenger transportation
		Trend: growth
	C3 Quality life in urban and	Trend in the number of passenger cars per 100 inhabitants in the
	rural areas	municipality
Studies good	C5 Resilience of space and	The number of studies and their applications number of
nractices	adaptability to change	developed models (of management): number of good practices
p. actices	and provincy to change	(applications)
	C5 Resilience of space and	The proportion (number) of designed landscape conceptions for
	adaptability to change	areas recognisable in terms of landscape and for exceptional
		landscapes
International	C2 Competitiveness of	Growth in the number of international institutions, international
involvement of	Slovenian towns and cities	schools, headquarters of international companies in centres (up to
Siovenia		Trend: growth
Areas prope to floods	C5 Resilience of space and	The number and proportion of inhabitants in areas at risk of flood
and avalanches	adaptability to change	Trend: decline
	C5 Resilience of space and	The number and proportion of inhabitants at risk in areas prone to
	adaptability to change	avalanches
		Trend: decline

TABLE 3: INDICATORS FOR MONITORING SPATIAL DEVELOPMENT OBJECTIVES:

Public debate on draft SDSS 2050, 15 January-15 March 2020

#### List of expert groundwork (chronologically):

- Pogačnik, A. et al., Analysis of the Situation, Development Trends and Orientations for Strategic Spatial Development of Slovenia, targeted research programme "Slovenia's Competitiveness 2006-2013" in 2010 (University of Ljubljana, Faculty of Civil and Geodetic Engineering, Institute for Spatial Development, University of Maribor, Faculty of Civil Engineering, University of Ljubljana, Faculty of Economics, October 2011)
- Golobič M. et al., Analysis of the Implementation of Programmes and Measures Planned in the Spatial Development Strategy of Slovenia (University of Ljubljana, Biotechnical Faculty and Acer d.o.o., March 2014)
- Miklavčič, T. et al., Municipal Spatial Planning Documents and Planned Use of Space in Slovenia (Ministry of the Environment and Spatial Planning, April 2014)
- Zavodnik Lamovšek A. et al., Preparation of a Proposal for a Spatial Development Monitoring System, Final Report, Activities in the Attract-SEE Project (University of Ljubljana, Faculty of Civil and Geodetic Engineering, August 2014)
- Starting Points for the Renewal of the Spatial Development Strategy of Slovenia (Ministry of the Environment and Spatial Planning, May 2015)
- Bartol, B. et al., Slovenian Space 2050: Visions for the Spatial Development of Slovenia (Ministry of the Environment and Spatial Planning, March 2016)
- Nared J. et al.: Polycentric Network of Centres and Population Access to Services of General and General Economic Interest (Scientific Research Centre of the Slovenian Academy of Sciences and Arts, June 2016)
- Miklavčič, T. et al., Report on Spatial Development (Ministry of the Environment and Spatial Planning, Ljubljana, September 2016)
- Pogačar, P. et al., Definition and Designation of Priority Areas for Housing Provision PAHP, Final Report (Spatial, Urban and Architectural Design, Petra Pogačar s.p., and University of Ljubljana, Faculty of Arts, Department of Geography, November 2016)
- The orientations of thematic focus groups on the renewal of the Spatial Development Strategy of Slovenia:
  - Zavodnik Lamovšek A., Drobne S., Expert Support to Focus Groups in the Preparation of the Spatial Development Strategy of Slovenia 2050, Lot 1: Functional Urban Areas, Final Report (University of Ljubljana, Faculty of Civil and Geodetic Engineering, January 2017)
  - Tahir A. J. et al. 2017 Expert Support to Focus Groups in the Preparation of the Spatial Development Strategy of Slovenia 2050, Lot 2: Spatial Options for a Low-Carbon Society, Final Report (Boson d.o.o., January 2017)
  - Penko Seidl N. et al. 2017 Expert Support to Focus Groups in the Preparation of the Spatial Development Strategy of Slovenia 2050, Lot 3: The Countryside and Green Infrastructure, Final Report (University of Ljubljana, Biotechnical Faculty, January 2017)
  - Lampič B. et al. 2017 Expert Support to Focus Groups in the Preparation of the Spatial Development Strategy of Slovenia 2050, Lot 4: Mountainous and Border Areas, Final Report (University of Ljubljana, Faculty of Arts, January 2017)
  - Report from the first workshop of the thematic (focus) group Sea and Coast within the framework of the renewal of the Spatial Development Strategy of Slovenia – SDSS (Ministry of the Environment and Spatial Planning, May 2017)
  - Report from the second workshop of the thematic (focus) group Sea and Coast within the framework of the renewal of the Spatial Development Strategy of Slovenia SDSS (Ministry of the Environment and Spatial Planning, August 2017)
- Golobič M. et al., Spatial Development Model of Slovenia 2050 (University of Ljubljana, Biotechnical Faculty, February 2018)

- Golobič M. et al., Strategic Evaluation of the Spatial Development Strategy of Slovenia 2030/2050, Interim Report (University of Ljubljana, Biotechnical Faculty, June 2017)
- Žerdin M. et al., Environmental Report for the Spatial Development Strategy of Slovenia 2030/2050, Starting Points for the Preparation of an Environmental Report (Study on defining the scope and content of a strategic (comprehensive) environmental impact assessment) (Aquarius d.o.o., Ljubljana, November 2017)
- Golobič M. et al., Strategic Evaluation of the Spatial Development Strategy of Slovenia 2030/2050, Final Report (University of Ljubljana, Biotechnical Faculty, October 2019)
- Žerdin M. et al., Environmental Report for the Spatial Development Strategy of Slovenia 2050, project number 1371-16 OP (Aquarius d.o.o., Ljubljana, December 2019)
- Žerdin M. et al., Environmental Report for the Spatial Development Strategy of Slovenia 2050 Appendix for assessing the acceptability in protected areas, project number 1371-16 VO (Aquarius d.o.o., Ljubljana, December 2019)
- Reports from public consultations on the renewal of the Spatial Development Strategy of Slovenia:
  - Report on the First Public Consultation on the Starting Points for the Renewal of the Spatial Development Strategy of Slovenia (Ministry of the Environment and Spatial Planning, 22 May 2015)
  - Report on the Second Public Consultation on the Renewal of the SDSS (Ministry of the Environment and Spatial Planning, 13 October 2015)
  - Report on the Third Public Consultation on the Renewal of the SDSS (Ministry of the Environment and Spatial Planning, 17 March 2016)
  - Report on the Consultation on the Options for the Implementations of Objectives of the Spatial Development of Slovenia (Ministry of the Environment and Spatial Planning, 13 December 2016)
  - Report from the First Consultation "Spatial Model of Slovenia 2050" (MESP, 15 September 2017)
  - Report from the Second Consultation "Spatial Model of Slovenia 2050" (MESP, 14 November 2017)

## Overview of public events and consultations on the renewal of the Spatial Development Strategy of Slovenia:

- Preliminary consultation event on the renewal of the country's strategic spatial orientations: Ten Years of the Spatial Development Strategy of Slovenia – Implementation Consultation and Looking Ahead (11 March 2014)
- Consultation "Slovenian Space in the Future Possibilities and Opportunities" (21 October 2014)
- First public consultation on the starting points for the renewal of the Spatial Development Strategy of Slovenia (22 May 2015)
- Second public consultation on the renewal of the SDSS (13 October 2015)
- Third public consultation on the renewal of the SDSS (17 March 2016)
- Consultation on the possibilities of implementing the spatial development objectives of Slovenia (Brdo Congress Centre, 13 December 2016)
- First consultation "Spatial Model of Slovenia 2050" (University of Ljubljana, Biotechnical Faculty, 15 September 2017)
- Second consultation "Spatial Model of Slovenia 2050" (Slon Hotel, 14 November 2017)

List of expert groundwork (alphabetical + by years of publication):

- Bartol, B. et al., Slovenian Space 2050: Visions for the Spatial Development of Slovenia (Ministry of the Environment and Spatial Planning, March 2016)
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- Miklavčič, T. et al., Municipal Spatial Planning Documents and Planned Use of Space in Slovenia (Ministry of the Environment and Spatial Planning, April 2014)
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- Report from the first workshop of the thematic (focus) group Sea and Coast within the framework of the renewal of the Spatial Development Strategy of Slovenia – SDSS (Ministry of the Environment and Spatial Planning, May 2017)

- Report from the second workshop of the thematic (focus) group Sea and Coast within the framework of the renewal of the Spatial Development Strategy of Slovenia – SDSS (Ministry of the Environment and Spatial Planning, August 2017)
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