



*Concept
of the
Landscape Policy
of Slovenia*





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FOREWORD 7

THE ADDRESSES 11

INTRODUCTION 19

Background and purpose 20

Workflow 20

Basis for preparing the concept of the Landscape Policy of Slovenia 25

Landscape Policy of Slovenia as a system and a formal document 26

**PROPOSED CONTENT OF THE DOCUMENT: "LANDSCAPE POLICY OF SLOVENIA:
THE LANDSCAPE PROTECTION, PLANNING AND MANAGEMENT SYSTEM" 31**

1 Purpose and objectives of the Landscape Policy of Slovenia 34

1.1 Purpose of the Landscape Policy of Slovenia 34

1.2 Slovenian landscape – state, needs and opportunities 34

1.3 Objectives – What does Landscape Policy bring? 36

2 Fundamental principles and the desired state of the landscape 41

3 Legal framework 42

4 Organisational framework 45

4.1 Organisational structure and responsibilities
for implementing the Landscape Policy 45

4.2 Data and information 47

4.3 Landscape management organisation 47

5 landscape protection, planning and management tools 49

5.1 Glossary of landscape terms 49

5.2 Landscape typology and landscape catalogue 50

5.3 Spatial planning and building construction 50

5.4 Environmental/Landscape impact assessment 52

5.5 Protected and special landscape areas 53

5.6 Sectoral development programmes and other documents 55

5.7 Collaboration and partnerships 56

5.8 Monitoring and control 57

**6 Raising awareness, education, development
of the profession and good practices 58**

6.1 Awareness-raising 58

6.2 Education and research 58

6.3 Promotion, examples of good practice, rewards 61

7 Financial mechanisms 62

8 Action plan for 2020–2025 63

CONCLUSION: FROM CONCEPT TO RESOLUTION 65



Foreword



JOŽE NOVAK
LUKA JAVORNIK
BARBARA KOSTANJŠEK

SALA Management Board Presidents,
who are leading the preparation and
execution of the task up to and including
the publication of this document.

THE CONCEPT OF THE LANDSCAPE POLICY presented in this publication is the result of the efforts made over several years by the profession to lay the grounds for a more relevant protection, planning and management of Slovenian landscapes. These efforts were summarised, supplemented, and systematised in the project, Protection and Development of the Slovenian Landscape: Starting points for drafting the Landscape Policy, designed by the Slovenian Association of Landscape Architects (SALA) in cooperation with the Institute for Spatial Policies IPoP and CIPRA Slovenia, the association for the protection of the Alps, and with the support of the Ministry of the Environment and Spatial Planning in the years 2018-2019.

The landscape is one of the most visible features of a country, the result of activities of many generations, our pride and development resource. Good knowledge of the condition and processes in the landscape, understanding of its significance for cultural, social, and economic development, and concerted action by all stakeholders, are key to quality landscape protection, planning and management, as well as in the interests of both the country and all its population. This is why we need landscape policy.

Changes are the defining feature of the landscape. The desire to manage these changes has always been the reason for deliberate efforts to preserve the economic, natural, cultural, and social values of the landscape. With the development of environmental protection, these efforts were systematically implemented in the form of landscape (protection) planning, which Slovenia was among the first in the world to put into effect, by incorporating it into spatial legislation and practice. The Spatial Planning Act from 1984 was internationally considered a good example of a comprehensive integration of protection and development planning, and in 2001, Slovenia was one of the first signatories of the European Landscape Convention.

This period of constructive development of the profession was followed by numerous interferences with legislation, which had reduced the possibilities for effective landscape planning, protection, and management. Already a decade ago, the experts began pointing out that the consequences were increasingly evident in the Slovenian landscape, which was rapidly changing for the worse. The Department of Landscape Architecture at the Biotechnical Faculty of the University of Ljubljana organised an international conference, Landscape Policy of Slovenia (2012); the group Acting responsibly to the space! publicly pointed out the necessity to develop a landscape policy in the document, Culture of Space and Construction Now! (2016), and SALA organised several public professional discussions on the situation in landscaping, managing to arouse the in-

terest of four Ministries key to landscaping, which in 2018 endorsed SALA's proposal that the Government of the Republic of Slovenia should launch the Landscape policy preparation process.

As part of the call for proposals for NGOs, the Ministry of the Environment and Spatial Planning commissioned SALA to develop a project, the outcome of which is summarised in this publication. A more detailed look into the expert materials, reports on thematic workshops and meetings of the interministerial working group, as well as numerous parallel activities and events, is available on the information website krajinska-politika.si, which we invite you to read and browse.



The Addresses

▀ forest in the Dolenjska region,
Luka Vidic



ALEŠ PRIJON

Secretary of State

Ministry of the Environment
and Spatial Planning

THE CULTURAL LANDSCAPE is one of the most visible elements of the identity of each nation, and represents its cultural wealth. We all carry within ourselves the images of cultural landscapes of our countries. These images are an inseparable part of our self-awareness and a sense of belonging to the community.

The cultural landscape serves both as something people identify with, and as a basis for the economy. There are many modern marketing activities that are directly linked to the quality of the built environment, and the preserved and recognisable cultural landscape. Not just tourism, but almost all brands build on identities, among which cultural landscapes are one of the most important ones. Identities stem from the features of the cultural and natural landscape, which together form one indivisible whole.

The cultural landscape as a quality is not self-evident. It is quite vulnerable. It can be permanently damaged by new, high-impact activities, but also by abandoning traditional human activities. Particular care and sensitivity are needed in placing various structures in the space. Settlements and other spatial forms, human activities and transitioning from the cultural to the natural landscape, together create an exceptionally sensitive and complex system.

The cultural landscape has been building up through many centuries, and has emerged as a result of natural characteristics from the configuration of the terrain and natural processes, to the exploitation of natural resources. The cultural landscape is the expression of man's rationality, ingenuity, and resilience in the fight against nature. It is the result of the methods of land cultivation and other economic activities, particularly agricultural. In parallel, and intertwined with these processes, national self-awareness has also been developing through the landscape's visibility, which has later articulated in the nation's identity.

In many ways, the cultural landscape is of similar importance to that of the language. We need both to survive as a nation, or we shall dissipate. This is true of all nations.

For that reason, it is rather curious that it took so long to realise the importance of the landscape as such, compared to, for example, the much older ethnology, even though the cultural landscape is just as much the cornerstone of a nation's being as the ethnological characteristics are.

Only at the turn of the 21st century, in 2000, was the first significant declaration document on landscape adopted – the European Landscape Convention. Although Slovenia ratified the Convention rather quickly, in 2003, no action ensued at operational level.

The realisation that good intentions are to be materialised through concrete activities, in particular via social and state policies, was maturing especially within the landscape architecture profession, and among some other professionals in the field of architecture and space.

Although it would seem normal and commonplace in developed societies that the state invites the profession to participate in the preparation of an operational document, this has not transpired in our country for the last twenty years. Through the public tender for co-financing projects of non-governmental organisations which are active in the field of nature, environment and space, the Ministry of the Environment and Spatial Planning did eventually endorse the proposal of the profession, and this is how the document »Concept of the Landscape Policy of Slovenia« came to be. Credit for the work done must mostly go to the Slovenian Association of Landscape Architects, which prepared the document in collaboration with the Institute for Spatial Policies and CIPRA Slovenia, the association for the protection of the Alps.

The concept addresses all relevant matters of the policy that we as a society need to pursue, in order to be able to preserve, develop, and protect our landscape qualities. As such, it only represents a basis which must lead to passing a binding document. For this reason, the document »Landscape Policy of Slovenia« has to be also adopted formally, the same way the »Architectural policy« was adopted by the Government of the Republic of Slovenia, earning the latter an a priori guaranteed spot in all subsequent normative documents and political decisions of the Slovenian state related to the implementation of the spatial policy.

This part of the work still awaits us. The landscape policy has to be formally adopted as the architectural policy was, and from here on, care has to be taken to observe, implement, and respect both policies also in practice.

Finally, I would like to give special thanks to all colleagues for carrying out this important work with dedication and professionalism, thus placing the landscape policy on our professional and political map. We are dealing with policy, after all.



dr. **JOŽE PODGORŠEK**

Secretary of State
Ministry of Agriculture,
Forestry and Food

WE LIVE IN A DYNAMIC WORLD which is undergoing tremendous change. It is not possible to predict exactly what new technologies, the shifts in political and economic relations, and climate change will bring us. This also applies to Slovenia's agriculture, its rural areas, and forests. Directly and indirectly, the forests, the agriculture, and the rural areas touch the lives of every inhabitant of Slovenia. These factors affect the safety, accessibility, and quality of natural resources, and the food we all consume. They determine the quality of living and of space for leisure, and to some extent define the state of the environment and the protection of nature.

The Slovenian territory is mostly defined by rural areas and forests. Forests are an essential building block of Slovenia's landscape, as they represent a large portion of it and are vital for its functioning. The Slovenian farmer is a food producer, a guardian of the diverse landscape, and an important co-manager of natural resources. In addition to the strategic function of food production, the agriculture in Slovenia is characterised by its strong spatial and environmental role.

Our countryside and landscape are therefore in the process of ongoing transformation. The extremely diverse Slovenian countryside is distinguished by numerous landscape and geographic peculiarities, which decisively influence the possibilities for living and the quality of living, the extent and type of land use, as well as the chosen farming method, the economics, and the volume of production. The quality of life in rural areas, however, is closely linked to the preservation of the cultural landscape and natural heritage. Ensuring the proper level and condition of the landscape is only possible through introducing and upgrading digitisation, mobility, accessibility to public services, and job creation. At the same time, we cannot neglect the implementation of the concepts of modern, environmentally sustainable agriculture, of sustainable, multifunctional and nature-friendly forestry, and of a circular economy.

We are aware of the fact that, as a ministry, we are among the largest managers of the space in the country, and that agricultural and forestry policies make a significant contribution to the image of the landscape. With the new agricultural technology, development of large farms, land operations, land cultivation, as well as land abandonment and overgrowth, the image of the landscape is changing. However, no matter how much we endeavour and direct the agricultural and forestry policies, we have to admit to ourselves that it will not be possible to entirely prevent or control the changing of the landscape.

Lastly, we believe that cooperation and the transfer of information between all actors involved in the landscaping process are crucial, and therefore we need to approach this process in a cohesive and inclusive way.



mag. **PETRA CULETTO**

Secretary of State
Ministry of Culture

HERITAGE, AS A VALUE in all its manifestations, complements the quality of the living environment. It is the foundation of the national identity, cultural diversity intertwined with exceptional landscape and biodiversity, the basis of Slovenia's recognition in the international community and its attractiveness for living, education, development, artistic creation, tourism, and other economic activities of our citizens. Sustainable development, therefore, cannot be achieved without a proper integration of heritage into the various interrelated activities of different sectors, in particular, landscaping, building construction, rural development, development of tourism, nature conservation, and environmental protection. All these activities require a high level of planning expertise, quality assessment of impacts on cultural heritage, and well-measured action.

In the system of cultural heritage protection, the landscape is treated in two ways; namely, as a spatial context of individual heritage units, and as an independent type of protection, the so-called heritage cultural landscape, which is exceptionally picturesque, due to its diverse history, man's resourcefulness, and adaptation to various natural conditions. In order to gain a broader understanding of the potential of individual areas, it is first and foremost necessary to recognise the values of heritage landscapes, the so-called outstanding landscapes and areas of national visibility, and to prepare or supplement the orientations and measures for their conservation and development, as the existing instruments for conservation, maintenance, and management of landscapes are poorly developed or less effective, due to being dispersed between different stakeholders. Interaction between ministries and other stakeholders is crucial, so that the processes – the evaluation, planning, management of landscape, implementation of various measures, financial incentives – which are presently separate, can lead to the desired state of landscapes, and thus to a quality living environment for the population.

In seeking synergies between the vision and the goals of the cultural and landscape policy, the local, regional, and national identities are also of great importance. Focusing on development that does not stem from historically substantiated or existing values, undermines the cultural value of the landscape and thus leads to a loss of identity. Therefore, the presented starting points and goals of the concept of the Landscape Policy are of particular importance, as they support integrated conservation, which involves the protection, planning, and management of Slovenia's cultural heritage, and heritage cultural landscapes, as well as maintaining the country's visibility in the international arena.

We are pleased that the endeavours to improve the quality of our living environment, in addition to the adoption of the Architectural Policy,

are also continuing through the preparation of the Landscape Policy. We hope that, on the basis of this policy, the integration of different ministries and levels of operation will strengthen, and enjoy broad support from society.



**EVA ŠTRAVS
PODLOGAR**

Secretary of State

Ministry of Economic
Development and Technology

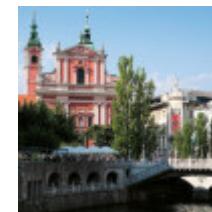
TOURISM, AS ONE OF THE KEY ELEMENTS of socio-economic progress, has an effect on our development, prosperity, and well-being. It is for this reason that we need to ensure the long-term and sustainable development of tourism, both at macro level in terms of tourist destinations, and at micro level in terms of each business operating in tourism. Sustainable approaches are developed bearing in mind mainly environmental protection, conservation and protection of natural and cultural conditions and heritage, and on the basis of landscape identity.

Slovenia is a land of many outstanding landscapes, which represent the Slovenian identity and are also recognisable on a European scale. The rich environmental and cultural diversity that Slovenia boasts is one of its most important advantages, providing an unquestionable competitive edge.

Slovenia is a global green boutique destination suitable for a demanding visitor who is looking for a diverse and active experience, peacefulness, and personal benefits. This vision, which was set out in the Strategy for the Sustainable Growth of Slovenian Tourism 2017 – 2021, aims to present the diversities of Slovenia through experiences and events which are competitive and attractive on a global scale.

The tourist sector gives strong emphasis to the value of the Slovenian landscape. We Slovenians are in love with our green and geographically diverse country, so we endeavour to preserve the rich biodiversity and picturesque natural spots. For this purpose, the Green Scheme of Slovenian Tourism has been introduced, which is a national programme and certification scheme uniting all efforts for the sustainable development of tourism in Slovenia under the umbrella brand SLOVENIA GREEN, and providing the destinations and tourism providers concrete tools to assess and improve sustainable operation, as well as promoting such green action under the Slovenia Green brand.

At the Ministry of Economic Development and Technology, we are aware of the great importance of the protection, development, and management of the Slovenian landscape. An effective landscape policy is key to the green, sustainable, and responsible development of tourism. In that regard, I wish to stress the importance of inter-ministerial collaboration, and interaction with the local environment.



**MAGUELONNE
DÉJEANT-PONS**

Executive Secretary

of the European Landscape Convention,
Council of Europe

THE MAJESTIC, RICH AND ENDEARING landscapes of Slovenia deserve special attention. Human beings have established themselves in a setting of great beauty and have been able, over the centuries, to forge a landscape that combines natural and cultural values.

The Project “Protection and Development of the Slovenian landscape: Starting points for drafting the Landscape Policy”, implemented by the Slovenian Association of Landscape Architects (SALA), the Institute for Spatial Policies (IPoP), and the International Commission for the Protection of the Alps (CIPRA) Slovenia, with the financial support from the Ministry of the Environment and Spatial Planning, places the landscape issue at the heart of reflections and action.

Imagining landscapes of the future is not an easy task, insofar as the landscape reflects the ways of thinking and living of individuals and societies. However, it is everyone’s responsibility – public authorities, professionals, experts and individuals – to take adequate and effective measures to guide its transformations. It is not a question of creating museum landscapes or postcards, but of ensuring that the landscapes enable the functioning of the ecosystems, necessary for the life of human beings and animal and plant species. It is also a question of ensuring that urban landscapes remain quality living environments, responding to the aspirations of people. It is thus important to fully include the landscape dimension, not only in the environmental and cultural policies, but also in spatial/regional planning, town planning, infrastructure, architecture, agriculture and other policies, so that the landscape preserves this “supplément d’âme”¹, always recognisable when it is there. The landscape of the Tromostovje and its surroundings is a perfect example.

Slovenia has a long tradition in terms of spatial planning and landscape architecture, and world-renowned professors have trained generations of landscape architects.

The Council of Europe has been very pleased to organise major international events in Ljubljana: the 13th Council of Europe Conference of Ministers responsible for Regional/Spatial Planning on ‘The territorial dimension of sustainable development’ (2003), and the 4th Council of Europe Meeting of the Workshops for the implementation of the European Landscape Convention (2006) on ‘Landscape and society’. High quality European research programmes have also been carried out, with the strong support of the Ministry of the Environment and Spatial Planning and the full involvement of the Slovenian Association of Landscape Architects.

We are pleased that the Project presented in this publication will take root in public policy, in full application of the European Landscape Convention. It must be considered that the decisions taken today determine future developments.

¹ In accordance with the expression of Henri Bergson.



***Introduction:
From analyses
to concept***

2 The project was co-financed on the basis of a public tender issued by the Ministry of the Environment and Spatial Planning for co-financing projects of non-governmental organisations active in the field of nature, environment and space (Official Gazette of the RS, No. 16/18).

3 To keep language concise, landscape management is used as a synonym for landscape protection, planning and management throughout the text.

4 The complete material prepared within the framework of the project and other materials related to landscape protection, planning and management, are available at <http://www.krajinskapolitika.si>.

Background and purpose

VARIEGATED HISTORY, CULTURE AND NATURE have created an exceptionally diverse landscape in the small territory of the Earth that we call Slovenia. **The Slovenian landscape has changed considerably over the past few decades, mostly as a result of settlement, which impacts the landscape in various ways, and due to large infrastructure facilities, changes in farming methods and overgrowth of the landscape.** The state of the landscape and challenges of the future, such as ensuring a quality living environment, preserving the cultural and natural landscape, strengthening national identity, adapting to climate change, reducing the threat of natural and other disasters, increasing food self-sufficiency, the use of renewable energy sources, developing sustainable tourism and mobility, and implementing green infrastructure, all require coordinated landscape protection, planning and management under the auspices of landscape policy.

In light of the challenges mentioned, and recognising the fact that Slovenia is internationally identifiable precisely because of its diverse and quality landscape, the Slovenian Association of Landscape Architects, in cooperation with partners, the Institute for Spatial Policies (IPoP) and CIPRA Slovenia, the association for the protection of the Alps, has carried out the project **Protection and Development of the Slovenian Landscape: Starting points for drafting the Landscape Policy**, co-financed by the Ministry of the Environment and Spatial Planning², in which a proposal for an integrated approach to managing landscape³ was formulated in collaboration with numerous stakeholders. The manifold results of the project were combined into the concept of the Landscape Policy of Slovenia, which is presented hereinafter. The purpose of the project was:

- to prepare the scientific basis for drafting and implementing the Landscape Policy;
- to involve the professional public in formulating proposals for Landscape Policy objectives and measures; and
- to raise public awareness of the importance of the protection and development of the Slovenian landscape.⁴

Workflow

The basic principle of the project work stems from the fact that the landscape is an interweaving of many different factors, and a sphere where various interests meet. Consequently, landscape management can be successful only if carried out in a manner agreed by a wide range of actors.

The concept of the Landscape Policy of Slovenia was being developed gradually through the analytical work of a broad working group of experts, and in cooperation with numerous participants of interministerial and thematic workshops, as well as workshops for the general public.

The basis for discussions in the workshops was the **Analysis of the existing system of landscape planning, protection and management in Slovenia** and the **Analysis of foreign examples of landscape policy**. The analysis of the situation has shown that the existing system is not comprehensive, and that due to weak collaboration of stakeholders in spatial planning, individual legal solutions and sectoral measures have not produced any coordinated effects in the landscape. In recent years, we have taken some steps backwards in this field in Slovenia, while the **analysis of foreign examples of landscape policy shows that integrated landscape management is gaining increasing importance in European countries, and that ambitious new solutions are being established on different levels and areas of society.**

The findings of both analyses have been verified, complemented and evaluated in workshops with different groups of participants. Implementation of the project was monitored by an **interministerial focus group** composed of representatives of ministries which are traditionally linked to landscape; namely, those for spatial planning, environmental protection, agriculture, preservation of the natural and cultural heritage, and tourism. At the beginning of the project, the interministerial focus group presented recommendations for its implementation, and evaluated and commented on the results at the project's conclusion.

On a proposal from the interministerial focus group, four **thematic workshops** were conducted – on the Ljubljana Marshes, in Jezersko, Ljutomer, and Ljubljana – intended for professional and other public interested in the field of landscape management, as well as representatives of local communities. The workshops were attended by the representatives of the Ministry of Culture, the Ministry of the Environment and Spatial Planning, the Ministry of Agriculture, Forestry and Food, and four public institutions (the Institute for the Protection of Cultural Heritage of Slovenia, the Institute of the Republic of Slovenia for Nature Conservation, the Chamber of Agriculture and Forestry of Slovenia, and the Slovenian Forest Service). The workshops were aimed at identifying problems which the participants encounter with regard to landscape management, and the potential solutions. The cross-sectoral structure of the working groups has proven highly successful, as it has allowed for a broad and in-depth exchange of views, predominantly on how to establish a more effective system for collaboration at all levels of planning, development pro-

- 5 A public declaration on an important consideration in the general interest adopted by a vote by the National Assembly of the RS.

grammes, and measure implementation aimed towards facilitating positive effects in the environment.

As part of the project, **workshops for the general public**, called “Let's talk about landscape – together”, were organised, providing opportunities for discussing the issues and exchanging views also outside the professional circles. A workshop organised in the context of the Landscape Ecology seminar was intended for the students of several faculties of the University of Ljubljana. The workshop in Pivka focused on the significance of the landscape, the processes taking place in it, and the necessity for a constructive dialogue. Ljubljana was the host of a round table entitled “Slovenia – still my country?”, dedicated to landscape as the foundation of the nation's and individual's identity. The Solčava workshop was predominantly concerned with agriculture. All the workshops proved that the landscape represents a core value for people, and touches them on an emotional and an identity level, as well as from an economic point of view.

All the workshops unequivocally confirmed the findings and the demand of the experts, which served as the project's baseline, namely that clear common objectives and criteria for the protection of the landscape should be formulated at state level, and that good practices must start being developed and Landscape Policy measures enforced. Apart from identifying some critical weaknesses, many already existing bases were also established, which could facilitate more synergies between different actors in the field of landscape management. The findings of the workshops represent the starting points for landscape policy making, while the second part of the project contains the proposed concept – the structure and content of the document “Landscape Policy of Slovenia”, subtitled “Landscape protection, planning and management system”, which, through further professional work, cross-sectoral coordination, and public debate, followed by a proposal from the Government of the RS and the adoption in the National Assembly of the RS, should provide formal recognition of the Landscape Policy. The concept is presented in summarised form further in this document.

While preparing the concept special attention was given to consideration of why we need the Landscape Policy in the form of a formal state document. The review of foreign examples of landscape policies shows that countries take different approaches to implementing them – through specific rules, landscape concepts and strategies, and directly through spatial planning processes –, depending mainly on particular cultural, political and spatial planning tradition. In the light of experience, and discussions with stakeholders, we believe that adoption of a resolution⁵ on the Landscape Policy is the first necessary step towards ensuring integral



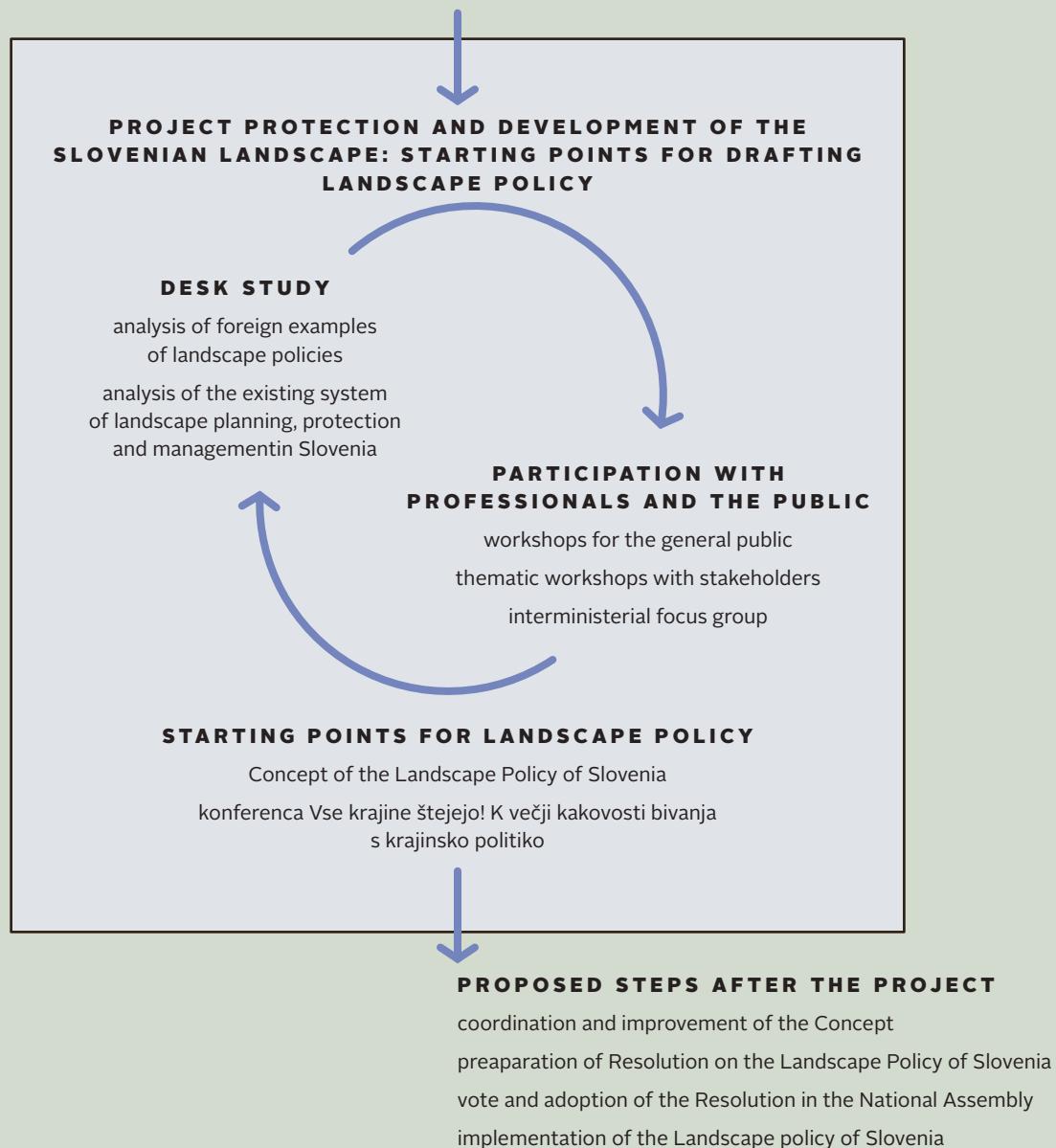
landscape management. We propose that the Landscape Policy of Slovenia should be formulated as a commitment and modus operandi of the entire Slovenian society, and as a framework for the constructive collaboration of all stakeholders in landscape protection, planning and management. The policy as such, does not seek to redistribute and delimit the powers to narrow professional circles, nor does it offer just a handful of ad hoc objectives and measures, but brings systemic solutions leading to comprehensive measures and synergistic effects. **The Landscape Policy is not only a spatial planning policy, but a very broad concept connecting actors from very diverse fields, and with very diverse attitudes to the landscape. It may not serve only the purposes of particular interest groups but has to give priority to the landscape in all its entirety – for all of us who live and work within it and consider it our own.**

EFFORTS BEFORE THE PROJECT

2012 → conference Landscape policy

2016 → document Culture of Space and Construction Now!

2017 → conference Slovenian landscape in front of future challenges



left:

Project workflow with a presentation of previous efforts and planned next steps

Basis for preparing the concept of the Landscape Policy of Slovenia

The concept of the Landscape Policy of Slovenia is formulated on the basis of the provisions of the **European Landscape Convention** (2000, hereinafter: ELC)⁶, which in Article 5.b obliges Slovenia as a Party “to establish and implement landscape policies aimed at landscape protection, management and planning through the adoption of the specific measures set out in Article 6”. According to Article 1 (Definitions) of the ELC, the term 'landscape policy' “means an expression by the competent public authorities of general principles, strategies and guidelines that permit the taking of specific measures aimed at the protection, management and planning of landscapes”.

It follows from the recommendations of the Committee of Ministers of the Council of Europe on the guidelines for the implementation of the ELC (2008)⁷ that, from an operational viewpoint, the European Landscape Convention presupposes:

- the drawing up of specific landscape policies, and concurrently, the systematic inclusion of the landscape dimension in all sectoral policies that have a direct or indirect influence on changes to the territory. Landscape is therefore not additional to other themes, but is an integral part of them;
- a transition from a policy based on protecting a territory's features and parts recognised as outstanding, to a policy based on the quality of all living surroundings, whether outstanding, everyday, or degraded;
- a definition of and experience with new forms of collaboration between the various bodies and the various levels of administration;
- a new approach to observing and interpreting landscape, which should view the territory as a whole (and no longer just identify places to be protected); include and combine several approaches simultaneously (linking ecological, archaeological, historical, cultural, perceptual, and economic approaches) and incorporate social and economic aspects.

The “Nature Protection and Landscape Conservation” (2002) Protocol, enshrined in the **Alpine Convention** (1991), also bears significance in the development of the concept of the Landscape Policy of Slovenia. The provisions of the Convention and the Protocol apply to 33% (the Alpine/north-western part) of the territory of Slovenia.⁸ Chapter II of the Protocol lays down specific measures relevant for landscape – inventories, landscape planning, planning, actions on nature and landscape, and protected areas. Article 7 should, in particular, be pointed out here, as it defines landscape planning.

⁶ http://www.svetevrope.si/sl/dokumenti_in_publikacije/konvencije/176/index.html

⁷ Recommendation CM/Rec(2008)3 of the Committee of Ministers to Member States on the guidelines for the implementation of the European Landscape Convention, <https://rm.coe.int/16802f80c9>

⁸ <https://www.alpconv.org/si/domacna-stran/>

Landscape Policy of Slovenia as a system and a formal document

We understand the Landscape Policy of Slovenia (hereinafter also referred to as: the Landscape Policy) as a broad systemic framework for the functioning of society in the field of landscape, based on a social agreement and consensus on the system of values and development goals, as well as on modes of operation in the field of landscape protection, planning and management. It is a series of different but harmonised and well-connected activities, stemming from commitments laid down in individual strategic documents, legal provisions, action plans, frameworks of operation at different levels of spatial planning, (inter-)ministerial programmes, agreements and coordination, publicly available data and research findings, and targeted projects. Thus, the Landscape Policy as such, becomes an expression of the political will to respect the values of the population and the international commitments, and most of all, to fulfil a wide range of needs of Slovenian society for effective landscape protection, planning and management.

In order to achieve, both as a country and as citizens, greater coherence between the various sectoral documents and measures in landscape protection, planning and management, a common vision of landscape protection, planning and management must first be developed based on the evaluation of the situation. Also, through open cooperation, measures need to be agreed upon to achieve this vision in a certain time frame, and also to legalise the agreed substance by adopting a legally and formally binding document at the highest political level. When the project “Protection and Development of the Slovenian Landscape: Starting points for drafting the Landscape Policy” was being prepared, a proposal matured to draft and adopt the “Landscape Policy of Slovenia” as a general social consensus on landscape protection, planning and management, incorporating basic starting points and commitments:

- to heighten the meaning of landscape in society and to have a right to enjoy a quality landscape;
- to establish a comprehensive landscape protection, planning and management system;
- to manage landscape responsibly, reflecting its importance to society;
- to maintain and raise the quality of the Slovenian landscape;
- to ensure a systemically regulated, coherent and coordinated action of all stakeholders in relation to landscape protection, planning and management, which will lead to increased efficiency of such action;
- to promote and raise landscape awareness.

In Slovenia, rudiments of landscape policy are already in place, although individual elements of the landscape protection, planning and management system are unconnected, poorly coordinated in practice, and incompletely regulated by each separate sector (ministerial regulations). Also, legal solutions and their implementation are not grounded in a comprehensive view of the landscape and clearly defined objectives for landscape development, but are rather a result of, although well-meant, yet autonomous, isolated, unrelated institutional and civil society efforts. **The Landscape Policy of Slovenia is aimed at complementing and enhancing systemic solutions and creating conditions for a comprehensive and integrated system of functioning.**

Given the current situation and practice in Slovenia, it is believed that key improvements and a comprehensive and more effective landscape protection, planning and management practice is urgently needed, which requires state action and raising awareness of the whole of society, and substantiates the preparation of a strategic document of the utmost national importance. It has therefore been proposed that the Landscape Policy of Slovenia should be adopted as a uniform operational document, which will strategically and systematically regulate landscape protection,



P Ruski car neighbourhood, Ljubljana,
Luka Vidic

LEGAL FRAMEWORK

International instruments
Slovenian regulations and strategic documents

ORGANISATIONAL FRAMEWORK

Organisational structure and powers
Data and information
Landscape management organisation

LANDSCAPE PROTECTION, PLANNING AND MANAGEMENT TOOLS

Glossary of landscape terms
Landscape typology and landscape catalogue
Spatial planning and building construction
Environmental/Landscape impact assessment
Protected and special landscape areas
Ministerial development programmes and other documents
Collaboration and partnership
Monitoring and control

RAISING AWARENESS, EDUCATION, DEVELOPMENT OF THE PROFESSION AND GOOD PRACTICES

Awareness raising
Education and research
Promoting good practice

FINANCIAL MECHANISMS

left:
A proposal for the structure of a landscape protection, planning and management system

planning and management issues, serve as a common guide for formulating legal and other solutions, require interconnection and cooperation, substantiate, explain, point to solutions and direct action related to landscape. By adopting the Landscape Policy of Slovenia, we shall gain a fundamental instrument and a system of action in the field of landscape protection, planning and management, which will be binding on Slovenian society as a whole, Slovenia as a state, the National Assembly, the government, ministerial departments, local communities and the profession, educational institutions, the media and all citizens.

The Landscape Policy of Slovenia shall enter into force by means of a formal document – presumably a resolution, which will be adopted by the National Assembly on a proposal from the Government of the RS.⁹ The document has to demonstrate unambiguous political support and be sufficiently specific, it must include the estimate of the situation and measures for implementation and start of the policy outlined, which can lead to remedying the situation. The Landscape Policy of Slovenia, together with the **action plan** (most likely for a period of five years), is a living system that develops and responds to the current situation. It will be presented online (see Section 4.2), with the aim of gathering and making accessible all relevant information on landscape in Slovenia in one place. For the purposes of communication, promotion and/or education, the document and related content shall be published at time intervals in the form of electronic and printed publications, concise presentation material in Slovenian, and also in foreign languages (at least in English).

The Landscape Policy of Slovenia is set as a substantive and conceptual parallel to the Spatial Management Policy of Slovenia and the Architectural Policy of Slovenia, and follows the intention laid down in the publication Culture of Space and Construction Now! (Kultura prostora in graditve zdaj!) (2016).¹⁰

⁹ A logical analogy for such a document is, for example, the Resolution on the Strategic Guidelines for the Development of Slovenian Agriculture and Food Industry until 2020 – “Ensuring Food for Tomorrow” (ReSURSKŽ), Official Gazette of the RS, No. 25/2011. The Resolution is complemented by the Action Plan – the Strategic plan on implementing the resolution on strategic guidelines for agricultural and food industry development by 2020 (2014).

¹⁰ Further herein, in addition to the term “resolution”, the term “Landscape Policy” is also used, or simply “policy” or “document”.



*Proposed content
of the document*

***Landscape policy of
Slovenia: the landscape
protection, planning
and management
system***



11 A more detailed analysis is available at http://www.krajinskapolitika.si/wp-content/uploads/2018/11/analiza_tujih_primerov.pdf

Introductory note

The concept proposes that the structure and content of the document “**Landscape Policy of Slovenia**”, subtitled “**Landscape protection, planning and management system**”, should respond to the findings on the situation in the Slovenian territory and to the needs of society, and pursue the idea of comprehensive regulation of the area that is optimal in view of the existing system of spatial management (spatial planning, management), protection (of environment, nature, cultural heritage, natural resources) and directing economic development (economy, tourism). The approach follows the guidelines of the ELC and the recommendations of the Committee of Ministers regarding the implementation of the ELC (Recommendation CM/Rec (2008) 3 ..., 2008) and relies on foreign examples and solutions, especially Catalan, which rank among the best examples of good practice. Catalonia has made significant changes in the planning, protection and management of landscape over the past 20 years, and has achieved an enviable level of professional work and awareness of society, as a result of which its landscape policy is one of the most advanced European documents of this type.¹¹

The structure follows the proposed system of landscape protection, planning and management. The content is organised into three basic sections:

- The introductory section comprises the purpose, objectives, fundamental principles and other basic definitions.
- The middle section is divided into five policy/system pillars: 1) legal framework, 2) organisational framework, 3) landscape protection, planning and management tools, 4) raising awareness, education, development of the profession and good practices, involving the general public in creating a quality landscape, and 5) financial mechanisms. These pillars comprise a series of diverse, mutually harmonised activities and materials that are necessary for the systemic and comprehensive implementation of the Landscape Policy of Slovenia, and consequently, the commitments stated in the ELC. The stated measures set out the objectives referred to in Section 1.3, to which those measures are directly linked.
- The last section comprises an action plan.

Below is a summary of the contents proposed as the content of the document Landscape Policy of Slovenia. A more detailed overview of the analytical findings on the situation in Slovenia, foreign practices for the implementation of landscape policy and thematic workshops, as well as the presentation of the concept, starting points, objectives and measures, are

provided in the reports of the project Protection and Development of the Slovenian Landscape: Starting points for drafting the Landscape Policy.¹²

1 Purpose and objectives of the landscape policy of slovenia

1.1 Purpose of the Landscape Policy of Slovenia

The Landscape Policy is an exhaustively organised, formally adopted and established method of comprehensive, integrated and inclusive landscape protection, planning and management. Its implementation will provide the conditions for the long-term development of landscape, coherent in all respects, by integrating and harmonising the expectations, objectives and measures of different fields and stakeholders, and enabling us to develop the landscape as a common development resource and heritage, as well as an important element of personal and national identity.

The enactment of the Landscape Policy is a prerequisite for overcoming the negative tendencies in the landscape, and for enhancing the quality of the living environment by improving the conditions in the field of landscape protection, planning and management.

Landscape policy, in accordance with the European Landscape Convention, means “an expression by the competent public authorities of general principles, strategies and guidelines that permit the taking of specific measures aimed at the protection, management and planning of landscapes”. Through the preparation and implementation of the Landscape Policy, Slovenia follows the commitments of the ELC Parties and confirms that it is aware of the need to coordinate the protection and development of landscape, the importance of landscape as its own and common European heritage, and the political responsibility for the achievement of common European development goals.

Only the Landscape Policy of Slovenia, as a uniform and fundamental document of Slovenian society and state in the field of landscape protection, planning and management, can liaison and commit to the functioning and decision-making of both political/administrative structures at state and local level, as well as the professional and general public.

1.2 Slovenian landscape – state, needs and opportunities

The spatial diversity of Slovenia, which lies at the intersection of the Alps, the Mediterranean, the Pannonian Plain, and the Dinarides, is one of the most recognisable features of our country. It is determined primarily by the geomorphological and climatic differences between these four geograph-

ical areas. In a relatively small territory of our country, human beings have been adapting to the climate, geomorphology and biodiversity over the millennia and actively managing the living conditions. The impact of human action on the natural environment has yielded an extremely diverse cultural landscape. Local influences of different historical cultures – from pre-antiquity, Romance, Germanic, and Slavic – can be discerned in the local landscape. In modern history, the changes and development of the landscape have mainly been influenced by changes in agricultural land use technology and social conditions. Today, the above-mentioned causes of landscape changes are accompanied by climate change, globalisation and the pursuit of an ever-greater efficiency, which are not conducive to typically small-scale and less productive cropland use, but rather support economically more successful large-scale monoculture farming, and have an impact on rural depopulation. Extensive energy, transport and utility infrastructure projects are being implemented in parallel to unbridled growth of residential, agricultural and (often illegal) advertising facilities, which, in the absence of comprehensive regulation and long-term perspective, reduce the living comfort and ecological functions of the landscape. Despite the rapid development of settlement and infrastructural systems and the intensification of agriculture on flat land, overgrowth occurs where the conditions for agriculture are difficult, also associated with favourable natural conditions for rapid forest growth and the migration of people to more urban areas.

► Nika Cigoj Sitar, Park Tivoli



Many changes to the cultural landscape are also increasingly stemming from the secondary use of space associated with a changed lifestyle, assigning greater importance to leisure, recreation and tourism, as well as the demands related to the quality of the living environment, nature conservation, and changed requirements for settlement, mobility, etc. **In the future, we will also increasingly face challenges related to climate change, the protection of agricultural land, and the use of renewable energy sources, which will significantly modify the landscape in all dimensions.** The analysis of Slovenian practice reveals that spatial planning documents address landscape (in terms of content, scope and quality) very differently, and above all deficiently, which is, inter alia, due to the fact that the regulations governing spatial planning are very loose, and lacking clearly set rules, criteria and binding content. Consequently, the actions affecting the environment are often inadequately implemented, as is also the case with landscape maintenance and management. Nevertheless, the Slovenian landscape still represents a high-quality (living) environment, and as an important production resource, has great potential for economic development. Many outstanding landscapes and recognisable landscape elements have been preserved, and therefore, landscape is an important driver of Slovenia's visibility.

1.3 Objectives – What does Landscape Policy bring?

In the process of analysis and communication with project stakeholders (especially in thematic workshops), the starting points have been formulated, serving as the basis for defining the objectives of Slovenia's Landscape Policy, and providing a framework of measures that will enable its implementation.

- 1 **heightening care for the landscape as a guarantee for an increased quality of living, economic development, and strengthening of national identity**
 - 1.1 **We will prevent further degradation of the landscape and preserve its identity, attractiveness and potential for competitive development and the quality of living** by planning the spatial development in the landscape based on landscape evaluation and impact assessment, paying special attention to rural development and maintenance of cultural landscapes, conservation of the natural landscape, limiting and directing the typology of dispersed settlement, and sanctioning illegal encroachments on space.
 - 1.2 **We will contribute to the implementation of the objectives of Slovenia's 2030 Development Strategy**, which highlight healthy and active living, a decent life for all, a competitive and socially responsible

13 The Committee of Ministers has issued a special recommendation in this regard – see Recommendation CM/Rec(2017)7 of the Committee of Ministers to Member States on the contribution of the European Landscape Convention to the exercise of human rights and democracy with a view to sustainable development, <https://rm.coe.int/0900001680750d64> https://search.coe.int/cm/Pages/result_details.aspx?ObjectID=0900001680750d64

- 1.3 **We will contribute to the conservation/enhancement of natural resources and processes in the landscape** by strengthening the efforts to conserve nature and cultural heritage, ensuring sustainable food production, mitigating flood risk, and **above all, the effects of climate change**, thus facilitating the **implementation of the 2030 Agenda for Sustainable Development**.
 - 1.4 **We will contribute to creating a better society** by stressing the importance of the landscape and its diversity for the minds and bodies of human beings, as well as for societies, and to promoting the landscape in the system of values and individual and national identities, and thus to exercise human rights – including the right to enjoy quality landscapes – and democracy in landscape management with the aim of sustainable development.¹³ We will promote awareness of the importance of the landscape, the adoption of a positive and responsible attitude towards the landscape, and identification with the landscape.
 - 1.5 **We will treat all landscapes with care**, we will not confine ourselves to specific areas in the treatment of landscape, we will address landscape as a whole, thus going beyond the current sectoral approach, and in this way, establish the principle that **all landscapes count**.
- 2 **Updating regulations and strategic documents to implement comprehensive solutions and global commitments to landscape**
 - 2.1 **We will fulfil the commitments referred to in the European Landscape Convention (2001) and the Alpine Convention (1991): The “Nature Protection and Landscape Conservation” Protocol (2002)**, thus joining the efforts of European countries in the field of landscape protection, management and planning.
 - 2.2 **We will form the basis for further drafting, amending and supplementing spatial, construction and sectoral legislation on addressing the landscape**, so that the landscape will be given an adequate (conforming with the ELC and the Alpine Convention) legal recognition and role. Expert bases will be prescribed/recommended for addressing the landscape and public open spaces, a system will be established for the complete transfer of landscape contents into spatial planning acts, measures will be introduced for more effective compliance with spatial planning documents in all developments, and for linking ministries and measures in the field of landscape management.

14 If the amended and supplemented Spatial Development Strategy of Slovenia does not adequately address the landscape at strategic level, we will adopt a National Landscape Strategy, which will be applied as a strategic framework for landscape.

- 2.3 **The landscape will become an important component of all levels of society and its development**, as a socially recognised category. Landscape planning, protection and management contents will become an integral part of all relevant strategic development documents¹⁴, and will be properly addressed and discussed.
- 3 **Implementing an effective landscape protection, planning and management system**
- 3.1 **All efforts related to landscape protection, planning and management will be systemically regulated** and directed in a coordinated manner within the Landscape Service, which will connect and target the actions of the various stakeholders as a continuous, coordinated action of the state, regional initiatives and local communities. Operational activities will follow the basic guidelines, and will comprise and allow for response to current problems, while the effectiveness of these efforts will be ensured by the Government of the Republic of Slovenia by adopting and monitoring the action plan for the initial period, and then regularly for new periods.
- 3.2 **We will increase the responsibility and the active role of the state in the enforcement of the ELC and Landscape Policy at all levels**, so that the Landscape Service will be assigned the role of the landscape planning authority (guidelines, opinions, stances on interventions, instructions for landscape evaluation, proposed legislative amendments, etc.) and will lay down, in conjunction with the ministries whose scope relates to the landscape, operational targets at the planning and management levels.
- 3.3 **We will enforce the systematic monitoring of the landscape's state, trends and changes** throughout the country.
- 3.4 **We will collect all landscape-related information** in a single place, in one institution (Landscape Service) and on one website; the information will be freely accessible to the public and also available in the English language.
- 4 **Providing expert foundations for the protection, planning and management of landscape and quality spatial solutions**
- 4.1 **We will organise terminology**, elaborate and regularly update the Glossary of landscape terms, with explanations of the basic concepts related to the landscape, with the aim of standardising technical terminology.
- 4.2 **We will prepare a landscape typology/catalogue** (online application) so that landscape categorisation, typology, and evaluation will

provide the basis for operation. Data on landscape typology and outstanding landscapes (including methodology) will be updated and publicly available, as well as formally identified as binding bases in the decision-making and/or planning process. Framework guidelines will be developed for the management of coherent landscape areas, independent of administrative boundaries.

- 4.3 **We will prepare instructions and guidelines and build good practice** to ensure that the landscape is properly addressed, with the Landscape Service providing guidance, recommendations, manuals, and model examples for dealing with landscape in spatial planning, design and environmental impact assessment and management (especially for newly introduced documents), and promptly assessing good (and bad) practice examples. This will create (in content and quality) a more balanced practice in all the above-mentioned areas.
- 4.4 **We will integrate the starting points of the Landscape Policy into ministerial policies/programmes and ensure the synergy of ministerial measures** at all levels of landscape planning, protection and management, while ministries will follow landscape policy principles and provide for mutual coordination from strategic level to operational implementation.
- 5 **Raising awareness of the importance of the landscape for a more inclusive society**
- 5.1 **We will highlight the importance of education and awareness-raising, and public involvement in spatial planning/landscape management**, increase the awareness of the population about the importance of the landscape, provide education for institutionalised stakeholders and spatial planners, integrate the landscape into the education system (primary and secondary schools), boost the presence of landscape content in the media, and link the efforts of individuals, societies, chambers, and faculties.
- 6 **Providing resources for implementing measures, and thus achieving landscape objectives**
- 6.1 **We will develop a financial framework for landscape management**, set up a public fund for landscape, and we will designate public or private funding and other resources, such as tourist taxes or other activities and fees. Financial support/incentives from ministries will also be established (in connection with awareness-raising) as a commitment to the protection, maintenance and integrated management of landscapes.



F Ljubljana marshes, Nika Cigoj Sitar



2 Fundamental principles and the desired state of the landscape

Fundamental principles

The fundamental principles (guidelines) of the Landscape Policy underpin its primary vision – the creation of a solid, comprehensive, lasting, and at the same time, responsive, well-coordinated and inclusive system of landscape protection, management and planning. The Landscape Policy defines procedural principles for landscape protection, management and planning, and defines/formalises tools:

- the protection of the landscape by adopting and implementing the acts regulating the protection of individual areas, and by integrating protection-oriented definitions in spatial planning acts;
- the management of the landscape through the day-to-day use of land, with prescribed management plans, development programmes and projects, financial measures and land policy;
- landscape planning carried out through the preparation and adoption of spatial planning and implementing acts; these are derived from the relevant expert bases, and determine the planned land use, the allocation of land, and the implementation of activities in the landscape, serving as the direct basis for the preparation of design solutions based on which permits for land development are issued.

On principle, the long-term commitment of all stakeholders will be defined, and the continuous, concerted action of the state and local communities in the field of landscape protection, management and planning will be introduced, so that the operational functioning will also be consistent with the basic guidelines, and inclusive of the response to current problems/challenges.

Desired state of the landscape

In accordance with Article 6.d of the ELC, each Party undertakes “to define landscape quality objectives for the landscapes identified and assessed, after public consultation in accordance with Article 5.c”. The document defines the desired state of the landscape at strategic/national level, meaning that it answers the fundamental question, What kind of landscape do we want?”, which is considered in the preparation of all strategic planning acts and ministerial documents. The desired state of the landscape is expressed as a general objective or postulate (starting point, requirement, basic principle), which at the same time directs activities (analytical, planning, regulation, management), so as to make this

state a reality. For the process to be successful and to properly define the desired state of the Slovenian landscape, it is necessary to consult the public or all relevant stakeholders at the onset, in addition to expert work, and enable/ensure their active participation. The resolution also defines the obligation and guidelines for determining the desired landscape state at different/lower administrative levels, and in landscape units where the definitions are substantively more concrete/operational.

3 Legal framework

International instruments

The Landscape Policy of Slovenia is harmonised with international instruments that directly or indirectly relate to landscape protection, management and planning, and whose starting points and objectives are being achieved through it:

- European Landscape Convention,
- Council of Europe Framework Convention on the Value of Cultural Heritage for Society (Faro Convention),
- resolutions and declarations of the Council of Europe, adopted at Ministerial Conferences,
- resolutions and recommendations of the Council of Europe, the Committee of Ministers,
- Agenda 2030,
- Alpine Convention, the “Nature Protection and Landscape Conservation” Protocol

The Landscape Policy must lead to the recognition or acknowledgement of landscapes in law (Article 5.a of the ELC) and the transposition to ministerial policies (Article 5.d of the ELC), and other regulations that directly or indirectly relate to the landscape, so as to at least maintain, if not exceed, the achieved level of compliance with the ELC in the future.

Landscape definition in legislation

The Constitution of the Republic of Slovenia provides only indirect starting points for addressing the landscape. To provide for a more comprehensive treatment of the landscape and the exercising of an individual's right to a quality living environment, as well as the strengthening of national identity, it would be reasonable for the landscape to become a constitutional category.



¹⁵ <https://www.legifrance.gouv.fr/affichTexte.do?cidTexte=JORFTEXT000000541949&categorieLien=id>

¹⁶ <https://www.boe.es/boe/dias/2005/07/08/pdfs/A24186-24189.pdf>

With consistent advocacy of integrated spatial planning, an Act on landscape protection, management and planning, as is known for instance in France¹⁵ and in some parts of Spain (Valencia, Catalonia,¹⁶ Galicia, Cantabria), would be the most promising option to provide the legal basis for unifying and upgrading expert work, and the measures for more efficient landscape management at all levels. However, more realistic is to upgrade existing regulations on spatial planning and construction, as well as other regulations governing activities affecting the landscape (nature conservation, protection of the cultural landscape, agricultural measures) to provide clearer requirements for addressing the landscape at all levels of landscape protection, management and planning.



17 The strategy should rely on the status/process analysis (such as overgrowing, dispersed construction and major development projects), and focus on responding to these processes. It should lay down the fundamental definitions of landscape development and protection at national level, taking into account integrated spatial development, changes of the urban development concept, and the economic dimension of landscape.

18 <http://www.catpaisatge.net>

P Jezersko, Aleš Mlakar



Landscape as the subject of strategic documents

In line with the recommendations of the Committee of Ministers (Recommendation CM/Rec (2008) 3 ..., 2008), which specifically highlight the definition of landscape strategies, in most European countries, the landscape is the subject of strategic documents, and thus included in various (inter)ministerial programmes, agreements, research and projects, and guidelines. **Since Slovenia does not have such a document, it is crucial that the Spatial Development Strategy of Slovenia, as hierarchically the ultimate spatial document, addresses landscape – in addition to settlement and infrastructure – as one of the three interconnected and intertwined spatial systems.** Otherwise, it would be necessary to adopt a National Landscape Strategy as the formal strategic landscape framework.¹⁷

4 Organisational framework

4.1 Organisational structure and responsibilities for implementing the Landscape Policy

As regards the Landscape Policy implementation, it is determined which bodies with public mandate perform the tasks of a landscape planning authority in spatial planning, and who are the other stakeholders assigned the tasks and responsibilities for implementing the ELC and the Landscape Policy, and their mutual relations and manner of cooperation are defined. The stakeholders in landscape protection, management and planning are:

- The Ministry competent for integrated landscape management or the national landscape specialist service: the Ministry of the Environment and Spatial Planning, which today plays the leading role in shaping the country's landscape policy, manages the process of preparing and adopting resolutions and action plans, and is responsible for implementing the ELC and the Landscape Policy of Slovenia. The optimal organisational form would be a landscape service as an interministerial coordination service for space and construction within the Government of the Republic of Slovenia, as already proposed in the document Culture of Space and Construction Now!) (2016). One option would be a special public institution modelled after the Landscape Observatory of Catalonia (Observatory del Paisatge).¹⁸ The current organisational chart of the Ministry of the Environment and Spatial Planning would, however, be followed by the establishment of a new Landscape Division within the Spatial

19 An example of such a successful operation is, e.g. the Interministerial Coordination Group of the Alpine Convention. Non-governmental organisations also participate as observers.

Planning, Construction and Housing Directorate of the said Ministry. Regardless of its organisational form, the Landscape Service would formulate and supervise the implementation of the Landscape Policy, and be responsible for the implementation of the ELC, in cooperation with other ministries, and institutions at all administrative levels, while providing for their interaction and functioning as the landscape planning authority.

- Interministerial working group/Landscape Council at national level: It continues the work of the interministerial working group formed in the framework of preparing the Starting points for drafting the Landscape Policy¹⁹, and providing for the formulation of strategic guidelines and more comprehensive ministerial documents, as well as the alignment of interests.
- Institutions and (cross)sectoral national and regional specialised and advisory services: They are important for the coordination of sectoral measures in practice, in particular because of direct contact with those who actually manage (maintain) the landscape and implement completely concrete solutions.
- Local communities: They are considered key stakeholders, owing to their constitutional authority for spatial management, the enforcement of the ELC, and the implementation of the policy at local/operational level.
- The Chamber of Architecture and Spatial Planning of Slovenia and the Slovenian Chamber of Engineers: They provide professional training and highly ethical expert work; they are crucial for the development of the profession and good practices.
- Societies pursuing the public interest in the field of spatial planning, environmental protection, nature conservation, cultural heritage protection, water management, and other professional societies: They play an important role in the development of the profession, raising public awareness and advocating the public interest due to their socio-critical stance in the preparation of systemic solutions and in specific (environmentally/spatially controversial) situations.
- Higher education institutions, vocational colleges and secondary schools, especially those in the field of spatial planning, landscape architecture, urbanism, architecture, agronomy, forestry, geography, civil engineering, etc.: They hold an important place in the organisational structure because of education, knowledge development (high, secondary, elementary, formal – informal) and research work.

20 See Section 6 Financial Mechanisms.

21 The Swiss Federal Office for the Environment (<https://www.bafu.admin.ch>) and the Catalan Landscape Observatory (<http://www.catpaisatge.net>) set a good example.

Measures — related to objectives 3.1, 3.2

- Establishment of a national Landscape Service that implements the Landscape Policy at operational level and acts as the landscape planning authority, designating responsible services/persons by ministry.
- Establishment of a Landscape Council.
- Provision of funds for the establishment of a public landscape fund,²⁰ used to finance research, outreach, and promotional campaigns of the ELC and the Landscape Policy, etc.

4.2 Data and information

By organising an appropriate Landscape Service, all landscape-related information would be collected in a single institution, which would also coordinate all key (interministerial) tasks and contribute to a more efficient transfer of national policies to lower administrative levels.²¹

Measures — related to objectives 3.4

- Establishment and maintenance of a website (portal), where all the relevant data and information related to landscape protection, planning and management will be gathered, including financial mechanisms and other management measures. The Landscape Policy website, developed in the framework of preparing the Starting points for drafting the Landscape Policy, will be adopted and reasonably upgraded.
- Defining a set of mandatory content which should be publicly available, and (some) binding data at all levels and in all activities of landscape protection, planning and management.
- Key materials and databases are to be provided in the English language.

4.3 Landscape management organisation

Landscape is managed by many very diverse implementers carrying out work and tasks, from institutions to natural persons (especially in agriculture). The sectors operating in landscape, and for whom landscape is a development resource, also have at their disposal different financial mechanisms, while they have to reasonably fulfil the requirements specified in the spatial planning documents and thus actually implement them. In doing so, the implementers are limited by the competences of their remit or area, as well as ownership in space, which can lead to conflict, misunderstandings, and consequently, to deficient management or even degradation of the landscape. It is therefore necessary to improve the coordination of the implementation of works and tasks in landscape management practice at all management levels, throughout the territory of the country/regions/municipalities.



P Argentina park, Ljubljana, Luka Vidic

Measures — related to objectives 3.2, 4.4

- Establishment of cross-sectoral cooperation at all hierarchical/management levels. Establishment of an interdisciplinary landscape consulting service at regional level, or at least an integrated operation of the existing advisory and management services (e.g. agricultural consultant, district forester, conservationist, nature protection supervisor) for comprehensive and problem-oriented consulting in the field, coordinated by the Landscape Service, which also organises training of the individual consultants.
- Promoting joint integral measures and more comprehensive sectoral measures in landscape that will enable effective achievement of the broader objectives and requirements provided for by spatial planning acts.
- Establishment of a well-coordinated and transparent system of measures (current projects, completed projects, current financial mechanisms, training courses, tenders, informing managers and the local communities about opportunities and restrictions), to assist participants in landscape management and to make the management more efficient.

5 Landscape protection, planning and management tools

The Landscape Policy will establish a system for the protection, management and planning of landscape, lay down the tools for its implementation, and define the measures for their deployment and application. Some of the tools are already defined and/or in use, but are not fully utilised, and above all, are not interconnected and aligned.

5.1 Glossary of landscape terms

Appropriate terminology is the basis for the operation of any area of expertise. Due to the different, and in some cases even misleading, use of landscape terms in sectoral regulations and practice, misunderstandings, misconception or misinterpretation (of new technical terms in particular) occur in spatial planning and management processes, leading to difficult harmonisation across a wide area of spatial planning.

Measures — related to objectives 4.1

- Preparing the Glossary of landscape terms and its regular updating in response to professional and terminological innovations.

22 <http://www.krajinskapolitika.si/strokovna-gradiva/#1546776312307-0a89124c-0435>

23 www.mediambient.ad/paisatge/cataleg-paisatge-andorra

24 <http://www.catpaisatge.net/esp/catalegs.php>

25 <https://www.gov.uk/government/publications/national-character-area-profiles-data-for-local-decision-making/national-character-area-profiles>

- Defining key technical terms as widely recognised and used in all areas of addressing the landscape (spatial planning, management, protection, education and training, awareness-raising).

5.2 Landscape typology and landscape catalogue

By producing the **Regional Distribution of Landscape Types of Slovenia** (1998)²², Slovenia became one of the first European countries to recognise and evaluate its landscape throughout the country. Since the landscape is a living organism, this material, which has also been exemplary in an international context, and is among the most used in the context of spatial planning and environmental impact assessment, is outdated and needs to be updated and upgraded, and should constitute one of the input data items for sectoral strategies and programmes. It has been suggested to use the phrase “landscape catalogue”, following the example of naming such tools in Europe, e.g. in Andorra²³ (Andorra Landscape Catalogue: Catàleg del paisatge d’Andorra), Catalonia (Landscape Catalogue: Catàlogos de paisaje)²⁴, England (National Character Area Profiles)²⁵, France (Landscape Atlas: Atlas des Paysages, by department). Such a tool serves as an important starting point, but must not and cannot replace the necessary analysis of landscape and the expected changes in the spatial planning process.

Measures — related to objectives 1.1, 1.3, 1.6, 2.1, 4.2

- Preparing the landscape catalogue as an update and upgrade of the Regional Distribution of Landscape Types of Slovenia in the form of an online application. Particular attention will be paid to the guidelines, so they would be consistent with the desired state and the objectives of landscape development and protection, and would relate to the management of delineated landscape areas which are independent of administrative borders.
- Establishment of the landscape catalogue as a fundamental tool for landscape protection, management and planning, and as a binding basis in the planning and/or decision-making process

5.3 Spatial planning and building construction

Spatial planning is a crucial tool for landscape protection, planning and management. **It is necessary to define an appropriate landscape framework, the basic requirements and content in the context of providing a comprehensive spatial planning system for both spatial planning and building construction.** This would result in going beyond the narrow ministry-oriented planning, improving interministerial coordination,



ensuring a more appropriate evaluation and regulation of the landscape, in the preparation of regional and municipal strategic and implementing acts, and actually introducing the regional level of landscape development planning, while in better integrated spatial planning and environmental protection processes, landscape would be more efficiently addressed from the strategic level to the design solutions and the implementation itself. At the same time, this prevents the doctrine of partially solving locally constrained development problems.

Measures — related to objectives 1.1–1.6, 2.1, 3.1, 3.2, 4.3

- Preparing the general guidelines for landscape protection, planning and management.
- In national, regional, and municipal strategic planning acts, landscape is treated as one of three systems (in addition to settlement and infrastructure) that are interconnected.
- Amending spatial legislation so as to enact the obligation to create scientific bases for landscape in spatial planning documents, the obliga-

tion to define the desired state of individual landscapes, the legal basis for the protection or sustainable development of outstanding landscapes and the obligation to produce a landscape concept plan also for more extensive nature protected areas, according to the Nature Conservation Act (ZON) and for the areas of national landscape identity.

- Establishment (actual production) of landscape concept plans as the scientific basis contributing the conceptual starting points for the development and protection at the strategic level of spatial planning, and contributing the detailed criteria for regulation and implementation measures at the implementation level.
- Preparing a secondary regulation, or at least a manual/instruction, with an emphasis on the content of scientific bases and spatial planning documents addressing the landscape (landscape evaluation, landscape concept plan, green system and green infrastructure, ordinance on regulating settlement and landscape image).
- A more appropriate treatment of landscape in construction legislation by enforcing the obligation to produce project documentation for the regulation of public open spaces, and by defining spatial arrangements and developments that require a landscape architecture plan.

5.4 Environmental/Landscape impact assessment

Landscape impact assessment is a tool that is at present underused or even misused. While environmental regulations provide for a (comprehensive) landscape impact assessment, a comprehensive/strategic environmental impact assessment (SEA), which could serve as a good landscape protection tool, is nowadays poorly utilised and rather ineffective in this area. Landscape is not the focus of interest of the ministries responsible for environmental protection and space (with the exception of heritage landscapes within the competence of the Ministry of Culture). **There is no competent landscape planning authority to issue an opinion on the appropriateness of environmental reports and the acceptability of plan impacts specific to landscape. Therefore, in environmental impact assessments, attention paid to landscape is marginal, and landscape is neglected and inadequately addressed.**

Measures — related to objectives 1.1–1.6, 2.1, 3.1, 3.2, 4.3

- Integration of spatial planning and (comprehensive) environmental/landscape impact assessment procedures, and transformation of the (comprehensive) environmental/landscape impact assessment into an optimisation, planning task.

26 Izjemne krajine Slovenije (Outstanding Landscapes of Slovenia) (Ogrin et al., 1999), http://www.krajinskapolitika.si/wp-content/uploads/2018/10/Izjemne-krajine-Slovenije_Ogrin_1999-1.pdf

- Active involvement of the Landscape Service in the SEA procedures by preparing opinions on the adequacy of the environmental report and the opinions on the acceptability of the impacts of the plans, and in the EIA procedures.
- Preparing recommendations or a guide for addressing the landscape (in particular the criteria for assessing the impact on landscape) in environmental and environmental impact reports.

5.5 Protected and special landscape areas

Landscape protection is primarily provided in the spatial planning process and through the provisions of spatial planning documents. Considering the analytical findings related to the situation in the Slovenian landscape and in planning and management practice, landscape protection should be established (standardised, formal) by defining protected areas and special landscape areas, which must be taken into account in spatial planning and environmental impact assessment, as well as in authorising interventions in the landscape and landscape management.

A clear purpose in the landscape protection, management and planning system, and a legal regime of specific degree of mildness/strictness, are set for each category. The already identified categories of protected and special landscape areas are used; however, they are slightly remodelled in terms of formalisation (legal definition), regime (mode and scope of protection) and expected effect (the consequences of the protection regime). A major novelty is the introduction of the formal protection of outstanding landscapes at national level, with these landscapes being designated as a planning category at regional and local levels:

Heritage cultural landscapes: The list of these landscapes needs to be supplemented, but if the category of outstanding landscapes, as proposed below, is introduced, it is reasonable to consider abolishing the category of heritage cultural landscapes.

Outstanding landscapes:²⁶ In view of the significant changes in Slovenian landscapes over the last 20 years, the criteria for defining outstanding landscapes at regional and local levels should be applied, and the set of outstanding landscapes at national level updated and included in publicly available and binding data in spatial planning, environmental impact assessment (landscape) and (sectoral) management. The legal basis for the protection and sustainable development of outstanding landscapes must be adopted. Outstanding landscapes are defined on two levels:

- **outstanding landscapes of national importance as a conservation category:** to be determined by a regulation or other legal act that will protect all areas at once for the whole territory of the country;

27 Recommendation CM/Rec(2015)8 of the Committee of Ministers to Member States on the implementation of Article 9 of the European Landscape Convention on Transfrontier Landscapes, https://search.coe.int/cm/pages/result_details.aspx?objectId=09000016805c2a58

- **outstanding landscapes of local importance as a planning category:** they are determined based on the analysis and evaluation in the framework of scientific bases in the process of formulating a regional spatial plan, a municipal spatial plan, and a municipal strategic spatial plan.

Areas and elements of landscape identity: Areas of landscape identity at national level, areas of landscape identity at local level and the identity elements of quality, exceptional, or characteristic spatial structure appearing throughout the Slovenian territory, are to be defined. They depend on the typological characteristics of the landscape and have an impact on the identity of the area, and therefore need to be maintained, upgraded, or rehabilitated.

Wider protected areas under nature conservation regulations: While landscape in national, regional, and landscape parks is not the basic object, content, and purpose of protection, it is nevertheless protected by various measures.

Natural landscape values and landscape features that are important for the conservation of biodiversity: The categories belong to the areas or elements of nature protection but are not sufficiently established. It should be examined if it is reasonable to preserve these categories.

Transfrontier landscapes: This is not a conservation category. It is being introduced in border regions/municipalities, following the recommendation of the Committee of Ministers, which encourages the ELC Parties to cooperate with local and regional authorities in drawing up programmes for improving transfrontier landscapes.²⁷

- Measures** — related to objectives 1.1, 1.3, 2.1, 3.2
- Providing for relevant provisions in the Spatial Planning Act (ZUreP-2) as the legal basis for protecting outstanding landscapes of national importance and establishing outstanding landscapes of regional/local importance as a planning category.
 - Updating the set of landscape identity areas at national level in the Spatial Development Strategy of Slovenia.
 - Supplementing the list of heritage landscapes or transforming the category into outstanding landscapes.
 - Integrating landscape protection and development into the management programmes for wider protected areas in the field of nature conservation.
 - Encouraging stakeholders at local and regional levels to prepare joint programmes.



P Dragotinci, Luka Vidic

- Effective coordination of spatial and management measures in overlapping legal regimes, discrepancies, or conflicts.

5.6 Sectoral development programmes and other documents

Ministries or individual sectors are involved in spatial planning and construction processes, as landscape planning authorities providing their guidelines and opinions, as well as development initiatives and programmes, and through their actions and activities, additionally contribute to landscape. **The need for the effective coordination of ministries in the spatial planning and landscape management procedures is becoming increasingly evident in practice.** Management is essential for the implementation of the provisions of the spatial plans and landscape protec-

tion conditions, and the goals and principles enshrined in the strategic documents of the state, regions, and local communities.

In order to achieve the desired state of landscape, it is necessary to develop guidelines for targeting the measures of ministries and sectors operating in the field of landscape, at maintaining landscape quality and rehabilitating degraded areas, as well as the guidelines for evaluating the landscape, directing spatial development, and coordinating the planning and implementation of ministerial actions.

Particular attention is paid to addressing landscape in management plans that are implemented in accordance with nature conservation regulations and other sectoral regulations.

Measures — related to objectives 3.1, 4.4

- Integration of landscape protection, management and planning conditions into ministerial documents. A set of contents is defined to be included in ministerial strategies, development programmes, management plans, and other documents.
- Involvement of the competent Landscape Service in the drafting of ministerial documents and the operation of the interministerial working group.

5.7 Collaboration and partnerships

The demands for a better and more active involvement of the public in the spatial planning and construction processes, in line with Article 5.c of the European Landscape Convention, are increasingly at the forefront: “[Each Party] undertakes to establish procedures for the participation of the general public, local and regional authorities, and other parties with an interest in the definition and implementation of the landscape policies”.

Based on the public consultations already carried out in the framework of preparing the Starting points for drafting the Landscape Policy, and on the basis of targeted consultations in the process of adopting the document on Landscape Policy, all important contents of Landscape Policy are defined, and in particular the desired state of Slovenian landscapes, which should thus become a joint commitment of all stakeholders.

Particular attention is given to identifying the starting points for more active involvement of local communities in addressing landscape content, disseminating the importance of landscape and proper management to achieve the desired state of landscape. Of key importance is the constructive and voluntary cooperation of individual (public and private) agents in landscape protection, planning and management, who can also

28 <http://www.catpaisatge.net/monlocal/eng/cartes.php>

formalise such cooperation by agreement – such a collaboration tool, for example, is known in Catalonia.²⁸

Measures — related to objectives 1.1–1.6, 2.3, 3.1, 3.2, 6.1

- Building partnerships for the implementation of systemic solutions in the field of spatial planning and management of individual (special) landscape areas.
- Development and promotion of good practices in the field of active public involvement in spatial planning and landscape management procedures.
- Financial measures and expert assistance from the state at local and regional levels, as an incentive to participate in the preparation/implementation of joint landscape management programmes.
- Promoting projects to involve the public in landscape protection, planning and management processes.

5.8 Monitoring and control

Good knowledge of the state of the environment is a prerequisite for designing and monitoring the effectiveness of measures in all areas. In Slovenia, monitoring of the situation at national, regional, or local level is not yet fully developed, and is implemented in practice in a very curtailed form. An important shift in this area comes with ZUreP-2, which stipulates a system for monitoring the state of spatial development and the preparation of a report on spatial development every four years. Therefore, the obligation to monitor the situation, the dynamics of issuing reports, and the indicators for monitoring the landscape situation are determined.

Measures — related to objectives 3.3

- Defining indicators for monitoring the landscape state in the system for monitoring the state of space/environment.
- Preparing reports on the state of the landscape and the implementation of Landscape Policy every four years.
- Expanding/clarifying the powers of the Inspectorate of the Republic of Slovenia for the Environment and Spatial Planning, and ensuring cooperation with other inspectorates (with indirect powers for landscape).

6 Raising awareness, education, development of the profession and good practices

The Committee of Ministers, in its recommendations on raising the awareness of the landscape through education, highlights the contribution of the ELC to the exercise of human rights and democracy with a view to sustainable development, and stresses the importance and diversity of the landscape for the mental and physical development of individuals and society. **In Slovenia, awareness of the importance of the landscape in the professional and general public should be increased, the integration of landscape management in educational processes should be improved, the value system of the general public should be developed, and the professional public should be educated and informed about good practice.**

6.1 Awareness-raising

Key programmes and methods of raising public awareness are defined, both on the basis of the methods prescribed in the administrative procedures in which the public participates (e.g. public display of spatial planning documents), and through media announcements. The implementation of specific projects to raise awareness of the importance of landscape as a common good, and of responsible management, is encouraged, taking into account the experience with successful projects of this type, such as the project “We are making our landscape (2004-2005)”.²⁹

Measures — related to objectives 1.1–1.6, 2.3, 5.1

- Promoting/encouraging good practice and highlighting negative phenomena (also as part of the report on the state of the landscape).
- Promoting press releases.
- Promoting public awareness and involvement of the public in landscape planning, protection and management processes.
- Promoting the functioning of NGOs whose core function is the responsible planning, protection and management of landscape.

6.2 Education and research

Promoting better integration of landscape issues into educational processes (primary and secondary schools) and into the creation of a value system for the general public. Paying special attention to educating the professional public and familiarising it with good practice examples, so as to provide for comprehensive knowledge, understanding of natural and social processes, the principles of landscape planning, etc. at all levels of landscape planning, protection and management.





30 <https://www.vital-landscapes.eu/>

- Measures** — related to objectives 1.1–1.6, 2.3, 5.1
- Connecting, raising awareness, and educating all stakeholders in the field of education and training.
 - Introducing professionally aligned content in educational programmes at all levels.
 - Increasing the scope of landscape topics in the continuous vocational training of the Chamber of Architecture and Spatial Planning of Slovenia (ZAPS).
 - Establishing a research institution in the field of landscape planning, protection and management.

6.3 Promotion, examples of good practice, rewards

The design, development and implementation of good practice in all areas of landscape management is facilitated and encouraged. Examples of good practice are promoted in the professional and general public, and made publicly available. A Landscape Service is established in this field as the main activity operator, which is responsible for the on-going evaluation and publication of good practice examples (instructions, recommendations, manuals, sample cases for landscape management) in spatial planning, environmental impact assessment and design, and ensures promotion (e.g. through media coverage, either by exposing good practice or critiquing bad practice) and the rewarding of best practices. The implementation of target-oriented projects is encouraged, e.g. modelled after the Vital Landscapes (2011) project.³⁰

- Measures** — related to objectives 1.1–1.6, 2.3, 5.1
- Promoting examples of good practice in the media, and providing relevant knowledge, skills and awareness in the media.
 - Selecting the works to be nominated as Slovenian candidates for the Council of Europe award that will compete at European level.
 - Promoting the Landscape Award of the Council of Europe, assisting the competent Landscape Service in the preparation of applications.
 - Setting up a prize fund for a national award for quality performance in the field of landscape.

P river Ljubljanica on Ljubljana Marshes,
Luka Vidic

7. Financial mechanisms

In accordance with the recommendations of the Committee of Ministers related to the creation of public funds for landscape, financial mechanisms for landscape planning, protection and management are set up. **Appropriate financial mechanisms and methods of stakeholder involvement should be determined**, e.g. the promotion of public and/or private financing and other sources, such as lottery funds, allocating a part of the investment amount in infrastructural facilities, tourist taxes or charges related to public works, and contractual protection, common documents, etc. Taking into account the guidelines for the management of protected and special landscape areas, the financial support/incentives, nowadays known chiefly in the context of agricultural policies, nature conservation and climate policies, are becoming a commitment to the protection, maintenance and comprehensive management of landscape.

Measures — related to objectives 6.1, indirectly to other objectives as well

- Preparing a special project as the scientific basis/starting point for the implementation of financial mechanisms at all levels of landscape management.
- Establishing a public landscape fund, primarily dedicated to landscape management (maintenance, restoration, rehabilitation of degraded areas), which will also serve as a source of funds for research and awareness-raising, and promotion of the ELC and landscape policy.
- Targeting sectoral financial mechanisms for the implementation of measures to maintain cultural (especially outstanding) landscapes, and preserve their identity.
- Setting up mechanisms for the regulation and maintenance of green and other public open spaces.
- Establishing a well-coordinated and transparent system of current financial mechanisms and consulting, with publicly available background information.

8 Action plan for 2020–2025

The proposal for priority actions for the first five-year period (2020–2025) includes actions that have been identified as essential and should be carried out as soon as possible, as they are either a (pre)condition for the implementation of other measures, or are relatively simple and do not require a large financial or organisational input. These actions are the following:

- Upgrading the landscape website, designating a manager and establishing regular management (2020)
- Developing general guidelines for landscape planning, protection and management (2021)
- Producing a guide for landscape management in spatial planning and environmental impact assessment (2021)
- Updating the Regional Distribution of Landscape Types in Slovenia, and transforming it into an online application (2020–2024)
- Defining the set of outstanding landscapes and their formal protection (2020–2022)
- Setting up a system of financial mechanisms (2020–2025)
- Educating and raising the awareness of the importance (of planning, protection and management) of the landscape (2020–2025)



***Conclusion:
From concept
to resolution***

▀ Polhograjsko hribovje (s cerkvijo sv. Jakoba) - Polhov Gradec hills (with church of St. Jakob), Luka Vidic

The material “THE CONCEPT OF THE LANDSCAPE POLICY OF SLOVENIA”, together with other materials prepared within the framework of the project Protection and Development of the Slovenian Landscape: Starting points for drafting the Landscape Policy provide the **scientific basis for drafting the Landscape Policy of Slovenia**. Its adoption and implementation are expected to bring about significant shifts in understanding the importance of the landscape for the development of society and an improved situation in the field of **landscape protection, planning and management**. Its implementation requires the launch of the preparation process, which will lead to the final adoption of the formal document and to the appropriate organisational framework, thus enabling Slovenia to become one of the European countries actively pursuing the objectives of the European Landscape Convention.

The formulation of the Landscape Policy of Slovenia must be devised as a process that requires broad coordination and support from various stakeholders in all segments of society. The first step in this process must be the establishment of an interministerial group of (at least) four ministries - the Ministry of Agriculture, Forestry and Food, the Ministry of Culture, the Ministry of Economic Development and Tourism, and in the role of coordinator, the Ministry of the Environment and Spatial Planning. Within the sphere of competence of this group, priority should be given to defining the method of preparation, the structure and content of the document, as well as the stakeholders and their involvement in the preparation and adoption of the Landscape Policy of Slovenia.

Being aware that the implementation of the Landscape Policy of Slovenia will only be effective if it enjoys the wide support of society, we are already inviting and collecting all comments you might have regarding the concept presented, which can be sent to e-mail address **mnenja@krajinskapolitika.si**. The comments received will be used to improve the starting points and devise further steps, from the concept to the resolution on the Landscape Policy of Slovenia.





Why do we need Landscape policy of Slovenia?

To heighten the meaning of landscape in society and to have a right to enjoy a quality landscape.

To establish a comprehensive landscape protection, planning and management system.

To manage landscape responsibly, reflecting its importance to society.

To maintain and raise the quality of the Slovenian landscape;

To ensure a systemically regulated, coherent and coordinated action of all stakeholders in relation to landscape protection, planning and management.

To promote and raise landscape awareness.

To effectively implement the European Landscape Convention.

To realize the commitments of the 2030 Agenda for Sustainable Development.

To join prominent countries which implement progressive solutions in the field of landscape protection, planning and management.