

HUMAN SETTLEMENT COUNTRY PROFILE

SLOVENIA

Decision-Making

Programmes and Projects

- A. Providing Adequate Shelter for All
- B. Improving Human Settlement Management
- C. Promoting Sustainable Land-Use Planning and Management
- D. Promoting the Integrated Provision of Environmental Infrastructure: water, sanitation, drainage and solid waste management
- E. Promoting Sustainable Energy and Transport Systems in Human Settlements
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- H. Promoting Human Resource Development and Capacity-Building for Human Settlement Development

Status

Capacity-Building, Education, Training and Awareness-Raising

Information

Research and Technologies

Financing

Cooperation

Decision-Making: Responsibility for spatial and settlement management is divided between the Ministry of Environment and Spatial Planning (MESP) and other (sectoral) ministries and local authorities. Spatial planning (with public utilities services) is one area where municipalities have the greatest decision-making power (NEAP, 92).

With the adoption of the two new law on spatial planning (Spatial Planning and Management Act and Construction Act), Slovenia redesigned the whole system of planning. The both acts substituted the former three acts (The Law on Spatial Planning, the Law on Management of Settlements and Other Spatial Interventions, and the Law on Construction). Reforming of the standards and organizational aspects of spatial planning established new rules, especially with regard to the system of spatial planning documents and their contents, the recognition and introduction of market instruments in the area of spatial planning, new roles in spatial planning for local communities, and respecting private property as one of the basic constitutional categories. Significant efforts were made to improve spatial planning legislation with the preparation of the new overall strategy for spatial development of Slovenia. Planning is seen as a continuous process where it is crucial to have a good set of criteria to guide the spatial development, rather than pre-set solutions that might be unable to manage the continuously changing interests. According to the Spatial Planning and Management Act, national spatial planning and development guidelines are determined by two spatial planning documents: Spatial Development Strategy of Slovenia and Spatial order of Slovenia. Spatial Development Strategy sets guidelines for long term spatial development of Slovenia, while Spatial Order provides basic standards and regulations with regard to spatial planning and urban design. Spatial Development Strategy is currently in the process of adoption by the parliament. The Spatial Order, a novelty at the national level documents, is in the preparation. The new Spatial Planning and Management Act, also defines the types and contents of spatial documents on the regional level (Regional Conception of Spatial Development). Solutions for the common development questions on national and local level can be found in this documents. Through these efforts we are implementing the principles of European guidelines for sustainable spatial development.

With the adoption of the new Housing Act (1991), Slovenia steered its housing policy into a new direction; it adopted an enabling approach by abolishing central administrative distribution of housing, taking measures to empower local authorities, organizing a housing market and relying on private initiative (PR, 44).

Another relevant piece of legislation is the Law on Restoration of Agrarian Communities and Return of their Property and Rights (1994). Agrarian communities can also be sub-communities, villages, neighbourhoods, corporations etc., their properties can be the right of pasture, collecting litter, watering of animals and similar usage. Sustainable management is not specifically mentioned in the Law. The growing social polarization and income differentiation are the major driving forces behind the process of unregulated spatial restructuring, which could result in social segregation, unbalanced regional development and deterioration of many urban and rural areas. Slovenia has a legal framework (i.e., Environment Protection Act, Urban Planning and Land Use Act, Construction Land Act, Natural and Cultural Heritage protection Act, etc.), whose aim and principle is sustainable development, but the secondary legislation for implementation and implementation monitoring is not yet completed.

The Ministry of Labour, Family and Social Affairs (MLFSA) is the one most directly concerned with the issue of poverty. The principal implementer of active employment policy programmes is the Employment Service of Slovenia. Their most important partners are: the Slovenian Development Corporation, labour funds, sheltered workshops, centres for the rehabilitation of the disabled, the Small Business Promotion Centre, local promotion centres, private and public educational agencies, a network of public works coordinators, the Regional Development and Preservation of Slovenian Rural Population Fund etc. (RE9, 92).

Guidelines for energy saving and conservation have been established by the Ministry of Economy and some other guidelines or recommendations have come from different industrial sectors within the Chamber of Commerce and Industry of Slovenia. The Ministry of Transport (MT) is the responsible authority for road and railway infrastructure and traffic, the Ministry of Environment and Spatial Planning (MESP) is responsible for monitoring emissions from the transport sector, the spatial planning of national transport infrastructure and for preparation of location schemes. The municipalities on the basis of national plans plan other transport infrastructure; municipalities are also responsible for local public transport (E, 141).

Programmes and Projects :

A. Providing Adequate Shelter for All: The National Housing Programme (2000 - 2009) intends to improve the quality and sustainability of the living environment through rehabilitation and modernization programmes, based on a new ecological approach to technical standards, energy consumption, and building design (PR, 39). The main objectives of the housing policy, based on the implementation of the National Housing Programme are the following: to improve accessibility to all types of housing in various ways, depending on the financial abilities and demands of the population, mobility, and other circumstances; to facilitate and enhance various ways of obtaining shelter and various forms/ways of housing ownership; to provide adequate assistance in the provision of housing to all those who cannot manage to do so on their own; to improve conditions for the provision of land for construction of multi-dwelling buildings, and managing them; to increase the volume of housing construction, including the renovation of the existing housing stock; to encourage a better quality of housing and living environment and to provide an adequate standard of living, including adequate size of housing units; to balance housing supply and demand, and to provide a sufficient quantity of units, intended for purchase or lease, in those regions where there is a lack of dwellings or demand for them; to encourage demographic development and facilitate the emergence of new households, by improving the entire housing supply; to contribute to the welfare of the family, the elderly and the disabled, as well as of other vulnerable population groups by adequate housing supply; and, to enhance the housing market and its beneficial developmental effects .

The National Housing Programme exposes the need for a more extensive provision of funds for non-profit and social flats. Two types of measures should be considered to achieve this: on the one hand, the budgetary funds of municipalities ought to be increased, and on the other hand, the municipalities themselves ought to be supplied with supplementary resources (indirect funding of construction via housing funds). The Programme will also provide a basis for solving of housing problems of particularly vulnerable groups, especially young families, disabled persons, persons with mental health disorders and the elderly. The Programme also incorporates special measures for prevention of homelessness by providing provisional temporary flats. The Housing Act regulates the provision and allocation of council flats as well as assistance in the use of flats. The Act does not allow evictions if households are not able to pay rent and utilities as a result of social constraints (i.e., unemployment, ill health, disability, etc.) in which case the local authority is obliged to assist with the payment of rent or the provision of adequate social housing.

B. Improving Human Settlement Management: The National Programme for the Fight against Poverty and Social Exclusion (2000). The Programme has two main goals: to help those facing the conditions of poverty and social exclusion to find a way out as soon as possible; and to prevent poverty and social exclusion of members of critical social groups. In order to meet these goals, it is most important to: provide a job that ensures social security to everyone; reduce the number of dropouts and raise the level of qualification; provide more non-profit or social housing and introduce subsidies for those who cannot cover the cost of high rent; and raise the level of social benefits for those who cannot provide for themselves and introduce measures to ensure that social benefits are only used to bridge the period before going back to living independently. Some measures stated in the programme are already being

implemented in Slovenia'. The overall implementation of the programme will be monitored by the National Board for the Fight against Poverty and Social Exclusion (PE, 73):

The comprehensive set of national policy objectives in spatial development will be defined in the Spatial Development Policy. Among the new objectives are: concentration of population and infrastructure facilities in regional and local centres (in order to avoid further extensive sub-urbanization); and revival of regionalism and orientation towards self-supporting regional development. In rural areas, there are programmes of countryside development and village renovation, carried out by the Centre for Countryside Development and Village Renovation within the Ministry of agriculture, forestry and food, since 1991. The programmes are based on the concept that the countryside and villages are uniform areas where the population, through different activities, maintains and cultivates the characteristics of individual landscapes and traditions'.

C. Promoting Sustainable Land-Use Planning and Management: The Slovenian Agri-Environmental Programme (SKOP) was introduced in 2001 as a pilot programme, with the aim to promote and offer financial support for 22 different agricultural measures in 4 groups: diminishing negative environmental impacts of agriculture; maintenance of natural wealth, biodiversity, soil fertility and traditional cultural landscapes; protection of protected areas; and, education, training and promotion. SKOP is based on voluntary participation by the farmers.

The Programme of Integrated Rural Development and Village Renovation (CRPOV), introduced in 1991, has a good potential for supporting the projects for sustainable rural development, but this opportunity has not yet been seized properly'. Domestic financing comes from the state budget, mainly from MAFF. The body responsible for financial transfers to farmers and other beneficiaries is the Agency for Agricultural Markets and Rural Development, established in 2000. At the end of 2001, the Agency was accredited by the EU, which enables it to manage EU pre-accession funds'. CRPOV: Programmes for rural development started in 1991. Around 250 different regional projects have been supported.

D. Promoting the Integrated Provision of Environmental Infrastructure: water, sanitation, drainage and solid waste management: See Freshwater & Sanitation Profiles.

E. Promoting Sustainable Energy and Transport Systems in Human Settlements: In 1997 the Government passed the Carbon Dioxide Emission Tax to reduce greenhouse gas emissions and the use of non-renewable natural resources. With this regulation the users of liquid, gaseous and solid fuels for heating, turbines and motor vehicles are taxed relative to the amount of CO₂ released in the burning process. In the year 2002 modifications of this regulation to make it better suited to its purpose'.

The Energy Advisory Network for households is a programme, which was launched by the Ministry of Economy and aims to encourage the effective use of energy. During nine years of the ENSVET project, 27 energy advisory offices and 6 subsidiaries have been established following municipal initiatives and support. The Energy Advisory Network is now uniformly dispersed all over Slovenia, with average distance from the customer to the office not exceeding 20 km. The advice provided is free of charge for the customer.

Energy advice to larger industrial energy consumer: A pilot project of providing energy advice to larger industrial energy consumers started in 1997. The project focuses on industrial enterprises with a yearly energy bill between 0.5 and 5 million ECU. The aim of the project is to increase information and awareness and to activate internal potentials for energy efficiency actions. The advice includes a walk-through-audit of a company, a senior management event and an awareness event for employees. One of the project outputs is also an analysis of energy consumption and costs, suggestions for immediate actions and proposals for further activities. When appropriate, an energy audit is recommended. Under the pilot

project, 12 enterprises accounting for approximately 6% of the total energy costs in industry have been advised. Because of the attractive results a further 36 industrial companies and public institutions were given advice in the years 1998 and 1999.

The Energy Auditing Programme is aimed at introducing energy management and promoting energy efficiency investment in the industrial, commercial and public sector, and in apartment block buildings. An energy audit results in a list of proposals for organizational measures and investments. It presents a basis for developing a strategy to reduce energy consumption and increase energy efficiency. The audits have to be performed according to established methodology. The audits are subsidized up to 50% of the total costs. Evaluation of the energy auditing programme shows that the energy costs of audited companies account for 9% of the total energy bill of industry. The measures proposed enable an average reduction of each energy bill by 15%.

Local energy concept: Implementation of local energy concepts focus on different options on the energy supply side such as: district heating, introduction of gas supply, combined heat and power production, biomass, solar energy for hot water production and other sources as well as different options of energy efficiency on the demand side. The Ministry provides grants of 50 % of the cost of a project. To date, besides two pilot concepts, 22 other local energy concepts have been prepared.

F. Promoting Human Settlement Planning and Management in Disaster-Prone Areas: Disaster prevention is regulated at the state level by the law and implemented by responsible state agencies, local authorities, specialized agencies or local community (civil) groups (I, 89).

G. Promoting Sustainable Construction Activities: The provision of housing construction land is directed by the new Construction Land Act (1997) (I, 10). The minimum technical requirements for construction are regulated by the Rules on the Minimum Technical Requirements for Construction of Residential Buildings and Flats (2000) (I, 9). See also under Providing Adequate Shelter For All.

H. Promoting Human Resource Development and Capacity-Building for Human Settlement Development: From 1996 to 1999, a number of conferences, seminars, and training courses took place concerning town planning and development, and housing construction; they were all focused on guidelines for sustainable development (I, 36).

Status: There are some sectoral policies (agricultural, traffic, housing, health, demographic development etc.), which have an important influence on urban development; in the area of settlement regulation these policies are far from being harmonized (O, 171). Settlement policy for any particularly city or town is defined in long and medium-term communal plans and in more detailed urban and countryside plans; these local plans are still the old spatial plans. Slovenia has been preparing a new national spatial plan for some time. The Government's main objectives in its ongoing work in spatial planning are: harmonizing Slovenia's long-standing policy of polycentric development with the goals of sustainable development specified in Agenda 21 and the Habitat Agenda, and developing spatial planning mechanisms to proceed towards European integration that are compatible with EU spatial development guidelines. As an instrument for the implementation of settlement policy at the municipality level, municipality and city councils will prepare (new) municipality, city, and other spatial plans and urban maps within the framework of the (new) National Spatial Plan of Slovenia (H, 45).

In future on the basis of environmental vulnerability study, local authorities will determine the level of environmental protection that all regional development planning, sectoral natural resource management plans, and rehabilitation programmes must take into account (PR, 39). Some municipalities have been implementing programmes for preserving old city centres and their cultural heritage. In the rural area programmes of comprehensive countryside development and village renovation are becoming more

common (PR). With respect to especially vulnerable social groups (women, young people, Gypsies, old people, refugees, the handicapped, addicts etc.) the state is preparing a series of programmes and activities to improve their health, employment status, education, cultural activity, and living conditions (I, 15-16).

Today more than a half of the Slovene population lives in urban areas; however, if we include suburban areas, the share increases to 3/4 of the Slovene population (O, 163). Despite the considerable volume of housing construction in past decades, there is some shortage of housing, particularly social housing and non-profit rental housing units. Maintenance of public utility systems is often neither regularly nor substantially provided. Reasons for this are: a public utility services price freeze in 1992, the badly thought-out reform of local government in this sector and the uncontrolled privatization of the most profitable former public utility companies (NEAP, 87).

Some documents, especially the Energy Strategy (efficient energy use), Strategy for Reduction of Greenhouse Gas Emissions and Resolution on Strategic Goals in Tourism are nevertheless the documents that aim towards more sustainable consumption in some aspects. They aim to reduce amounts of waste, use of energy and to diminish the negative impact of tourism; the question however remains as to how these strategic documents are being implemented. According to the Law, 18 months after the Law was adopted the Government should provide a National Energy Programme. This document should set more specific targets and political frameworks also for activities in the fields of Energy Efficiency (EE) and Renewable Energy Sources (RES). The activities within the *National Energy Programme* however first started in summer of 2001 and completed recently in the year 2002; thus at the moment we are not able to give any information on its outcomes.

In 1994, emission standards were issued requiring catalytic converters for new vehicles. Some environmental taxes have been introduced in the transport sector, like a CO₂ tax on liquid fuels. The EPA specifies public participation in the environmental impact assessment process with regard to procedural questions: public presentation of the draft decision, participation in discussion, public hearings, and announcement of the final decision.

The new National Spatial Plan will define infrastructure development of specific transport subsystems and the transport system as a whole. The draft Resolution on Transport Policy puts forward objectives for transport systems, economic and social aspects, and environment and traffic safety. For transport system the following are suggested: providing an adequate level of mobility; enabling smooth transit traffic and preventing unnecessary traffic; diverting passenger traffic to public transport and freight from road to rail and/or combined transport. There is lack of synergy and strategic and long-term documents by which the development of the transport sector would be carried out. The position of Slovenia in the international flow of goods and services and the country's goal to prevent depopulation of rural areas and to promote harmonized polycentric development dictate construction of adequate road infrastructure and maintenance of existing infrastructure. All these documents include environmental considerations (NEAP, 68). In general, city transport is being developed according to short-term sector programmes to the advantage of personal vehicles. Individualization of transport has increased the cost of transport, consumption of energy, inadequate land use, construction of dispersed settlement in the countryside, degradation of city environment. The transport sector consumes approximately one third of the total consumed energy and is one of the largest consumers of non-renewable energy sources. According to estimate, 50% of all emissions are caused by traffic as a whole, while road traffic generates approximately 80% of CO emissions, 30% CO₂ and 60% of all NO_x emissions.

Following the new impetus of economic growth and the revival of transport routes in 1992, the quantities of the emitted CO₂ have increased rapidly. In 1997 the emissions exceeded the amounts of the reference year 1986. The electricity sector and traffic contribute the largest share of CO₂ emissions (35% and 32%

respectively). The way people live will have to be altered and the connection between the improved standard of living and the increase in energy consumption will have to be broken. In recent years air pollution from stationary sources has substantially reduced, but pollution caused by traffic has increased. In very unfavourable weather conditions the concentrations of harmful substances still exceed the critical levels at a number of exposed locations within the areas of influence of thermal power plants, increasing the mortality rate of the exposed population. Motor traffic is also the main source of lead emissions and emissions of volatile organic compounds (VOC), which can form photochemical oxidants. Excessive or moderate air pollution has been registered for a number of years in the urban (for example the capital city of Ljubljana) and rural locations (for example Šoštanj thermal power plant). In 1996, Slovenia received US\$ 6,2 million through multilateral channels. The Slovenian Government encourages industry to develop safe technologies by granting loans from the ECO Fund. The estimated costs of the implementation of National Environmental Action Programme (NEAP) measures are SIT 263.51 billion.

In 1995, Slovenia signed the Convention on the Protection of the Alps (Alpine convention), which serves as the main convention for protection the alpine environment, and the sustainable development of human activities in Slovenian mountains. The Alpine convention is implemented through signed protocols for the following working areas: population and culture, landscape planning, mountain farming, mountain forest, tourism and free-time activities, traffic, energy, management. Signed protocols should serve as guidelines and frameworks for strategies, policies and plans actions at national and local level. In spite of nine signed protocols, none of them have been adopted in parliament.

Capacity Building, Education, Training and Awareness-Raising: For industrial participants, a number of seminars, workshops and training courses have been organized in the last five years, on the topics of: energy auditing, energy management, energy efficiency in SMEs, safe and economic operation of boilers, efficient compressed air systems, and financing of energy efficiency and cogeneration projects. The implementation of this programme was particularly intensive in the past three years, when 123 participants from 85 industrial companies attended 5 one-week training courses for energy managers, and 89 consultants from 52 companies participated in 3 one-week seminars for execution of short and extended energy audits.

Energy efficient lighting: To increase the awareness of energy efficient lighting in the household sector a number of 10.000 energy saving lamps were disseminated free of charge to households, accompanied with a strong awareness campaign.

Other programmes: Within the THERMIE Programme two workshops have been organized: "Cogeneration and District Heating Financing" and "Special Boiler Programme," which look into the potential of efficiency improvements by low cost measures at key sites. With the financial support from the SAVE Programme a workshop "Energy Rehabilitation of Residential Buildings in Slovenia" was organized to discuss the national programme for energy restoration of dwellings in Slovenia. The SYNERGY Programme has funded a workshop "Financing Energy Sector Investments" and a seminar "Financing of energy efficiency investment projects" in order to prepare energy efficiency investments." The city of Maribor is participating in the ECOS/OUVERTURE Programme "Improvement of Urban Energy Efficiency Through Multilateral Co-operation and Development of Networks."

Within SKOP, several training courses for farmers have been organized in 2001, in order to provide information on the agri-environmental programme. Awareness-raising targeted at general public is performed mainly by organic farmers' NGOs and is insufficient owing to the lack of finance. See also under Programmes and Projects.

Information: The number of cars in use per 100 inhabitants increased from 28,9 in 1990 to 41,8 in 1996 and no data are collected on the average annual distance covered per passenger car (<http://nfp-si.eionet.eu.int/indikatorjiu/ISD-nac3w-economic.html>).

The energy efficiency newsletter plays an important role. It is a central information and promotional periodical published by the Agency for Efficient Use of Energy. For the general public some 38 leaflets were issued related to energy efficiency in buildings and household appliances. In addition to the above, a series of booklets for the promotion of energy efficient technologies and procedures.

During the last few years the Land Cover GIS inventories were used in Slovenia, derived from the satellite-scanned data (Source: Land cover GIS, Statistical Office of the Republic of Slovenia, 1997, and CORINE Land Cover Slovenia, PHARE Programme, 1998). Establishment of the land information system including modernization of the land cadastre, registration of buildings and land registration is an urgent activity being implemented and expected to continue for the next few years. The activity in establishing the indicators on environment and development for Slovenia, and the redefinition of existing spatial indicators are also being implemented. The promotion of the Spatial Plan of Slovenia can be accessed via the Internet on the home page of the National Spatial Planning Office. See also under Programmes and Projects.

Research and Technologies: We have been only able to collect data for research programmes in 2001. The estimated value of financing research teams and projects on the field of energy efficiency and renewable energy is approximately 88 MIO SIT or 350.000 US\$. This represents approximately 15% of the financing of R&D in the field of energy. See also under Programmes and Projects.

Financing: Slovenia has committed itself to an agreement from the Habitat Agenda that 20% of GDP should be allocated to basic social programmes. Altogether the Ministry of Economic Affairs spent some 15 MECU from 1993 when it took over the responsibility for energy policy until spring of 2001 when this was transferred to the Ministry of Environment. Around 3/4 of this amount- issued for direct support of the rational use of energy and renewable energy through public tendering - was related to investment projects, and the rest for studies and programmes. Several of these projects have been supported by Phare financing.

In the annex to the transport agreement with the EU, Slovenia explains that, to complete the construction of infrastructure mentioned in the agreement, an estimated sum of US\$ 4billion would have to be available. From 1994, when the National Motorway Construction Programme started to be implemented, to the 1999 264 km of motorways and other roads have been built or are being built and 1 billion of US\$ was invested (D, 184). During the construction of the motorway backbone, 10,5% of investment funds was invested in environmental protection (O, 253).

In 1996, the area of housing was allocated \$6.97 million of guaranteed funding from local municipality budgets, equaling 2.1% of the total guaranteed funding in communities. In 1997, these funds amounted to \$8.6 million, or 2.4%, and in 1998 \$9.01 million, equaling 2.3% of the total guaranteed funding in communities (I, 10). In the period of 1995-1997, Government allocated 0,4% of the GDP to communal infrastructure. See also under Programmes and Projects.

Cooperation: Besides the financing of the energy efficiency programmes from the State budget the Ministry of Economic Affairs and Agency for Efficient Use of Energy established an intensive international cooperation with European Union programmes, such as: PHARE, THERMIE, SAVE,

¹ Chapter 4, p.11

SYNERGY and ECOS/OUVERTURE, as well as through bilateral cooperation with several countries (Joint Slovenian and Austrian Energy Initiative , TRANSFORM).

Collecting and processing of data that are in connection with transport is carried out by the institutions, like Statistical office of RS, Railway Company of Slovenia, Ministry of Transport - Railway Directorate of RS (<http://www.sigov.si/mpz/4pod/3/2z.html>). Since 1995 Maribor and Koper are also taking an active role in EU programmes (i.e., Phare CBS, Ecos-Ouverture, etc.) with the aim to improve city sustainability, tourist activities, alternative modes of transport, quality of services, and international profiles.

Several NGOs have been established connecting the rural population and covering agricultural and rural development activities: Chamber of Agricultural Forestry (established in April 2000, 170.000 members - all farmers and land owners, agricultural companies and agricultural co-operatives); Union of Slovenian Rural Youth (established in 1993, 54 regional associations, over 3500 young rural people); Slovenian Countrywomen Union (established in August 1995, 130 associations, 80 are members of the Union), as well as other unions . See also under Programmes and Projects.

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