



D21 Slovenia: Workshop with stakeholders,  
Report 2:  
**Development programme concept for Koper –  
Izola area**

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### List of abbreviations

**MSP** - Maritime Spatial Plan

**MSP - MED project** – Towards the operational implementation of the Maritime Spatial Plan in our common Mediterranean Sea

**RDC KOPER** – Regional development centre Koper

**ICZM** - Integrated Coastal Zone Management

**FUA** - Functional Urban Area

**DIIP** - Investment Project Identification Document

**RSP** - Regional Spatial Plan

**SPU** - Spatial Planning Units

**NSP** - National Spatial Plan

**MOK** - Municipality of Koper

**IEAs** - Important ecological areas



## 1 Introduction

### *What is the objective of preparing the Draft programme concept for the coastal area between Koper and Izola?*

The objective is the definition of the programme concept for the coastal area between Koper and Izola in line with the vision, goals and spatial development concepts for the Bay of Koper, as defined in the previous phases of the MSP-MED project.

The draft takes into account spatial planning documents at the municipal level, as well as other available sources (city planning and architectural workshops, conceptual projects for the Coastal Promenade, the initiative “Narišimo obalo” (Let’s draw the coast) the Investment Project Identification Document (DIIP) Koper, the Investment Project Identification Document (DIIP) Izola, etc.)

The programme concept will provide a basis for the preparation of the **Regional Spatial Plan (RSP)**, the preparation of which is led by the Public Institute for Entrepreneurship of the Municipality of Izola, with a mandate by the Municipality of Izola and the Municipality of Koper. The RSP for the coastal area between Koper and Izola will be harmonized with the provisions of the Maritime Spatial Plan in the part relating to the coastal strip on land.

### *Why is this topic so important?*

The preparation of the Programme Concept within the RSP for the coastal area between Koper and Izola is mainly necessary in order to define the content and scope of future spatial arrangements in this area. It represents the starting point for the preparation of spatial designs, landscape and urban planning and architectural solutions, as well as spatial regimes.

It is a key step in coordinating the future spatial development of the area in line with the vision of development proposed by stakeholders in the previous phases at the level of the Bay of Koper and for this area specifically.

It also provides a basis for spatial planning authorities to provide their preliminary opinions (in relation to nature protection, cultural heritage protection and water management) and thus contribute to the compliance of the spatial solutions with the requirements of such authorities.

### *Recorded programme guidelines*

The current spatial planning documents and strategic guidelines of the Municipality of Izola and the Municipality of Koper include a plan for the implementation of a coastal promenade from Žusterna



(Municipality of Koper) to Viližan (Municipality of Izola), which features bathing and recreational areas along the coastal strip stretching about 4 km.

According to the strategic guidelines for the arrangement of the coastal promenade, the area in question is intended for bathing and recreational purposes, as well as for the conservation of natural (valuable natural features; the Cliff and the torrential ravine, Natura 2000 and the *Posidonia oceanica* habitat) and cultural heritage (the Rex underwater archaeological site, Viližan and Žusterna and cultural heritage on land in the area of the former Parenzana route, the Rižana waterworks, the stone pine avenue).

The coastal promenade is intended for non-motorized traffic and sustainable forms of mobility with a strong emphasis on leisure mobility. Motorized traffic is only allowed in exceptional circumstances, such as for emergency intervention purposes, as well as for landowners on specific sections of the promenade. In addition to sustainable mobility on land, the programme concept also addresses maritime transport and its spatial requirements.

The coast is intended for bathing areas and infrastructure such as jetties, bathing platforms and other infrastructural features designed for bathers (access, waste bins, toilets, etc.).

Coastal strip spatial arrangements were conceived with the future impacts of climate change in mind.

Programmes and spatial arrangements must comply with natural and cultural heritage protection requirements, as well as with any requirements regarding noise and air pollution, water use, waste and wastewater generation and floodplains.

The ICZM protocol in the coastal promenade area covers both the land and the sea part (graphic 1), where the construction of facilities is not permitted.

### *Recorded guidelines deriving from Slovenia's Maritime Spatial Plan (MSP) (draft document)*

Guidelines, permissible uses, permissible spatial interventions in the areas concerned (Source: Draft MSP, 2020).

The area in question can be divided into five (5) Spatial Planning Units (SPUs), according to the MSP: SPU 21, SPU 22, SPU 23, SPU 24, SPU 25. The areas in SPU 21, SPU 23, SPU 24 and SPU 25 constitute an urbanized coastline and, subject to the adjustments allowed by Article 8 of the Protocol, are not located in the coastal strip on land (Source: Draft MSP, 2020).

Permissible spatial interventions include:

SPU 21:

- Arrangement of a bathing area
- Bathing jetties
- Floating platforms



- Arrangement of access points to the sea (outside vulnerable HT areas)
- Arrangement of a port for local passenger traffic
- Arrangement of access points to the sea for water sports (outside vulnerable HT areas)
- Research, conservation and presentation of cultural heritage

SPU 22:

- Conserving the cliff
- Footpath maintenance
- Arranging the recreational areas
- Arranging the coastline and bathing infrastructure
- Arranging bathing areas, jetties for bathers
- Arrangement of access points to the sea, expansion of the coast for swimming
- Point-anchored bathing jetties and point-fixed platforms in the water
- Installation of mooring buoys for daily berthing
- Maintenance and completion of the pine tree avenue
- Installation of plaques or other monuments intended to mark archaeological underwater heritage sites
- Expansion of the coast in the island area and arrangement of areas for recreational activities, sports and a breakwater, construction of an artificial island either with an embankment, on top of piles or floating with anchoring
- Research, conservation and presentation of cultural heritage

SPU 23:

- Arranging the coastline and bathing infrastructure
- Bathing jetties
- Arrangement of access points to the sea for bathers
- Point-anchored bathing jetties and point-fixed platforms in the water
- Installation of anchor floats for daily berthing
- Establishment of a local passenger landing point

SPU 24:

- Arranging the coastline and bathing infrastructure
- Bathing jetties
- Floating platforms
- Arrangement of access points to the sea for bathers
- Point-anchored bathing jetties and point-fixed platforms in the water
- Installation of anchor floats for daily berthing
- Research, conservation and presentation of cultural heritage

SPU 25:

- Arrangement and expansion of the built coast into the Žusterna beach complex
- Arrangement of access points to the sea for swimmers and sports boats
- Arranging the coastline and bathing infrastructure



- Arranging bathing areas along the coast with floating platforms and bathing jetties
- Point-anchored platforms and bathing jetties, arrangement of access points to the sea for bathers
- Arrangement of areas and facilities for water sports activities
- Research, conservation and presentation of archaeological sites

### *Workshop with the participation of stakeholders - Objectives*

The second workshop, organized as part of the WP2 activity Maritime Spatial Planning, continues the process of cooperation with stakeholders, which was started with the first workshop (February 26, 2021). The first part of the workshop is dedicated to the presentation of the results - the vision, objectives and concepts conceived for the area of the Bay of Koper.

The second workshop aims to define the starting points for the arrangement of the coastal area between Koper and Izola: to prepare the RSP programme concept for the coastal area between Koper and Izola, within the framework of the RSP for this area.

In addition to the guidelines contained in Slovenia's MSP, the spatial documents at the municipal level and other available bases should also be taken into account (city planning and architectural workshops, conceptual projects for the Coastal Promenade, the initiative "Narišimo obalo" (Let's draw the coast) the Investment Project Identification Document (DIIP) Koper, the Investment Project Identification Document (DIIP) Izola, etc.)

Programme	
10:15 AM – 10:25	RRC Koper: Introductory words, presentation of the workshop programme
10:25 – 10:45	Presentation of the vision, objectives, and concepts for the spatial development of the Bay of Koper (Report on the results of the 1st workshop) Comments
10:45 - 11:00	
11:00 – 11:15	Programme concept elements for the coastal areas between Koper and Izola (MIOKO Studio)
11:15 - 11:45	Presentation of stakeholder inputs
11:15 - 11:30	Break
11:30 - 12:00	Presentation of stakeholder inputs Conclusions
12:00 – 12:15	

The workshop was carried out via zoom on 20.5.2021.





## 2 Invited participants

RRC KOPER	Slavko Mezek, Karin Stibilj
MIOKO STUDIO	dr. Ljudmila Koprivec, Endrigo Miojević
JPZ Izola	Iztok Škerlič
ZVKDS	Etbin Tavčar, Jaka Bizjak
ZRSVN	Tina Centrih Genov
MUNICIPALITY OF KOPER	Boštjan Krapež
NIB – MBP Piran	Vesna Flander Puterle

## 3 Main identified contents

### Presentation of the results of Workshop 1: Vision, objectives and spatial planning concepts (Bay of Koper and the coast)

When preparing the vision of the spatial development of the Koper Bay area, we used the elements contained in the vision of Slovenia's MSP as a starting point:

1. Achieving a good environmental status of the marine environment;
2. Further development of maritime transport and the port of Koper as an important pillar of the country's economy;
3. Coexistence of various activities at sea (maritime transport, fishing, tourism, sports and recreation, mariculture, defence - protection,...);
4. Permanent preservation of nature and protection of cultural heritage.

The vision at the national level has been upgraded with the vision of how to arrange the narrow coastal strip on land. This is where competencies and interests of the state and the municipalities converge; the MSP introduces spatial planning rules also in the coastal zone, which extends to the mainland.

The key directions regarding the arrangements for this extended area are provided below:

***The coastal zone is a fundamental feature of the area's identity and quality of life, an area of preserved landscape, natural and cultural heritage, an area of sustainable infrastructure, which coexists with urban centres, the port and tourism, an area of key stakeholder cooperation.***



The vision includes important elements of coastal management and aims to strengthen the quality of life of the local population, thereby also indirectly supporting tourism. The emphasis is on sustainable infrastructure, conservation and upgrading ecosystem services, nature and environmentally sustainable recreation. The next element is the coexistence of urban centres, the port and tourism.

The port is also included in the vision, regardless of the fact that the area, as defined by the National Spatial Plan (NSP) with regards to the Port of Koper, is excluded from the MSP. In December 2020, the City Municipality of Koper (MOK) adopted the Sustainable Urban Strategy of the City of Koper, which envisages the gradual withdrawal of the port from the coastal areas and the re-urbanization of the coast.

The last element is stakeholder participation, the purpose of which is to ensure that spatial development is planned and managed in cooperation with all key stakeholders and within a common vision.

The vision for the entire area of the Bay of Koper incorporates 6 goals or measures:

1. Arrangement of a coastal footpath along the coastal strip, from the Italian border to Izola.
2. Establishment of the coast as a car-free zone, within a multimodal system of sustainable mobility at FUA level; establishment of infrastructure - public passenger transport ports, including the infrastructure; establishment of cycle paths and surfaces system for other forms of sustainable mobility, establishment of vertical and horizontal systems for bridging distances (e.g. panoramic lifts).
3. Arrangement of infrastructure for recreational activities, sports, tourism: arrangement of bathing areas, bathing jetties, bathing platforms, access to the sea, a sports and recreational park, the wider area of Ankarana's peripheral canal, construction of boat maintenance infrastructure, installation of mooring buoys.
4. Enhancing natural and cultural heritage protection activities: integrated management of valuable natural feature no. 1981 - "Ankarana - former health resort park", arrangement of the Debeli rtič Landscape Park Information Centre, Posidonia oceanica habitats, marine protected areas, cliffs and torrential ravines in the area of the coastal promenade Koper - Izola, arrangement of presentation of underwater archaeological heritage in situ, as well as cultural heritage on land.
5. Harmonization of the planning acts with the overall vision (areas for which the MSP does not provide guidelines for determining the extent of the coastal strip on land); National Spatial Plan (NSP) area for the integrated management of the port and the area of the Koper Municipal Spatial Plan,



6. Establishing integrated management: Establishment of a permanent inter-municipal coordination structure for integrated coastal zone management.

This is the framework on the basis of which we have prepared the identification of projects.

MIOKO Studio has prepared spatial planning concept maps in accordance with the framework. The first map shows the Traffic Regulation Plan for the area, which includes maritime passenger traffic with seasonal stops and ports for year-round traffic. The second map includes protected areas, Natura 2000, important ecological areas (IEAs), tourism, sports and recreation. The third map covers protected areas of underwater archaeological sites and cultural heritage.

### *Programme concept elements for the coastal areas between Koper and Izola*

Ljudmila Koprivec (MIOKO Studio) described the approach used to determine the first set of programme contents for the coastal area between Koper and Izola.

They were based on Slovenia's (draft) MSP. The document also defines the coastal strip zone. The coastal strip is defined taking into account the Protocol on Integrated Coastal Zone Management in the Mediterranean (hereinafter referred to as: " the ICZM Protocol). The coastal zone comprises the sea and land part. The sea part of the coastal strip extends 150 meters in the direction from the coastal border to the sea. Areas defined in state spatial planning acts that are currently in force and ports and marinas are excluded from the coastal zone in the sea. The areas covered by the coastal zone in nature is determined by the local communities in accordance with their competencies in the field of spatial planning (municipal spatial planning acts). This is done according to the Guidelines for determining the area of the coastal strip on land, provided by the MSP for each individual spatial planning unit (SPU).

The coastal strip on land comprises, to the very least, existing protected natural areas, inland waters, natural coastline (cliffs and forest areas), salt pans, cultural landscape, agricultural, forest land and dispersed construction, adapted to the natural landscape. The areas included in the current national spatial planning acts, urbanized areas and port and marinas areas are excluded from the coastal strip on land (taking into account the adjustments allowed by Article 8 of the ICZM Protocol).

In all spatial planning units (SPU) along the coastal strip zone on land and in the sea, the MSP sets common guidelines, permissible uses and permissible spatial interventions.



For the area of the coast between Koper and Izola, the MSP envisages swimming, recreation and pedestrian crossing areas along the coast. The natural and cultural heritage is preserved, research and sharing information with the public are encouraged. Emphasis is placed on the presentation of archaeological underwater heritage, the regulation of passenger traffic and the installation of mooring buoys for daily berths. Other relevant topics are the Natura 2000 area - the *Posidonia oceanica* habitats, the marine protected areas, the valuable natural feature Cliff and the torrential ravine.

The elements of the programme concept for the area of the coast between Koper and Izola derive from a synthesis of spatial acts currently in force and already implemented conceptual projects that have received a positive evaluation, as well as studies and other expert material. The following spatial acts were discussed: Draft MSP (2020), draft Spatial Planning Conditions of Izola (2018), summary of the draft Municipal Spatial Plan of the Municipality of Koper (2020), PUP Koper, Ordinance on Amendments to the Ordinance on Spatial Planning Conditions in the Municipality of Koper (2016), Spatial Management Conditions of Žusterna (2001), Amendments and supplements to the Ordinance on Spatial Planning Conditions of Žusterna (2015), Spatial Management Conditions of the Žusterna Coastal Area (2001), Amendments and supplements to the Ordinance on Spatial Planning Conditions for the Žusterna Coastal Area (2017), Location Plan for the Arrangement of the Coast Koper - Izola (2005). Other documents and studies were also analysed (RSP project task for the areas of the Koper - Izola coastline, the Investment Project Identification Document (DIIP) Koper, the Investment Project Identification Document Izola, the results of several spatial planning workshops, the PINA workshop - "Narišimo obalo" (Let's draw the coast).

The elements of the programme concept are systematized and classified by individual areas along the entire coast from Žusterna (Koper) to Viližan (Izola).

The first phase of the development of Programme concept elements for the area between Koper and Izola involves the preparation of a wide range of programme contents. All recorded programmes were taken into account, including the breakwater in the area of Izola as well as the conceptual design for major interventions both at sea and on land:

- The coastal promenade as a uniformly designed sustainable and recreational area with a recognizable identity expressing the local characteristics of the region;
- Sustainable mobility infrastructure with a focus on leisure mobility;
- Arrangement of bathing and other sports and recreational areas and connections with the hinterland;
- Protection, presentation and promotion of natural and cultural heritage;

The second phase of the development of Programme concept elements for the area between Koper and Izola represents a selection from a wider range of programme contents.



A **Draft programme concept for the Koper-Izola coastal area** working map was presented, containing elements in the coastal zone of the sea and land parts, namely:

- BATHING PLATFORMS (assembled/disassembled)
- BATHING JETTY (up to 100 m<sup>2</sup>, up to 50 m in length)
- PORT FOR LOCAL PASSENGER TRAFFIC
- WATER SPORTS SEA ACCESS
- ARRANGEMENT OF ACCESS POINTS TO THE SEA
- SERVICE FACILITIES (info points, toilets)
- INSTALLATION OF PLAQUES OR OTHER MONUMENTS INTENDED TO MARK ARCHAEOLOGICAL UNDERWATER HERITAGE SITES
- INSTALLATION OF MOORING BUOYS FOR DAILY BERTHING
- ARRANGEMENT OF AREAS AND FACILITIES FOR SPORTS ACTIVITIES
- EXPANSION OF THE ŽUSTERNA BEACH BUILT COAST
- CLIFF (revitalization of existing footpaths, trekking trail, lookout points, outdoor gym points)
- RAVINE - (sports and recreational areas, shaded areas, beach areas, educational points, footpaths)
- BATHING SITES
- SMALL BARS/RESTAURANTS PROGRAMMES
- COASTLINE EXTENSION FOR THE BATHING AREA
- FACILITIES AT SEA (Museum of Underwater Archaeology)

The essential elements are divided between three main recognizable points of the area: Viližan, cape Rex and Žusterna, with the areas of Viližan and Žusterna gravitating towards the urban centres of Izola and Koper.

The coastal promenade between Koper and Izola stretches along a relatively long and narrow, north-oriented area and encompasses a rich and diverse combination of valuable natural features (Posidonia oceanica habitat area, Natura 2000 area and marine protected areas in the sea, the valuable natural feature Cliff with a torrent ravine and a pine tree avenue) and underwater archaeological cultural heritage at three locations - Viližan, Cape Rex (remains of a sunken passenger ship) and Žusterna, the route of the former narrow-gauge railroad Parenzana, the Rižana waterworks and the pine tree avenue.

Envisaged structures on the sea: bathing platforms and jetties, a port for local (seasonal) passenger traffic, access to the sea for bathers and water sports, mooring buoys for daily berths, extension of the bathing shoreline, expansion of the built shore of the Žusterna bathing area, bathing areas, presentation of archaeological heritage and a facility at sea.

Envisaged structures on land: a port for local (seasonal) passenger traffic, service facilities, (info points, toilets, bicycle stations), arrangement of areas and facilities for sports activities, cliff and torrential ravine area (revitalization of footpaths, new hiking and trekking trails, sports and recreation,



educational points, etc.), a restoration facility for bathing and urban equipment (bicycle stations, drinking fountains, benches, rubbish bins, etc.).

#### 4 Discussion

In the discussion part, participants highlighted the following aspects:

- Possible programmes or activities should be discussed first, followed by concrete spatial arrangements,
- Until the mapping of habitats and the inventory of sea organisms are concluded, it will not be possible to provide truly useful nature conservation guidelines. The same applies to underwater archaeology - preliminary archaeological research is needed,
- It was suggested that the first step should be to identify the programmes that would be best suited for this area. The working material (map) was prepared as an annex, which will be attached to the application for preliminary guidelines to be provided by the spatial planning authorities.
- Regarding the sea part of the coastal strip, 4 types of spatial interventions are highlighted: bathing jetties, mooring buoys for vessels, bathing platforms and the expansion of the shore for bathing purposes.
- An excessive number of buoys can be problematic, as it reflects the number of vessels that can be moored, which can put additional pressure on the environment. It is recommended that RSP guidelines should specify that it will be possible to install buoys, but their exact number and spatial distribution can only be determined once their potential locations are thoroughly inspected from the point of view of nature protection. This issue, however, should not interfere with the RSP preparation process.
- A similar issue concerns the protection of cultural heritage (underwater archaeological sites): There are three archaeological sites in the area in question; Viližan, Rex and Žusterna. The Viližan archaeological site is home to a preserved Roman-era port building. Presentation options should be considered, which should be adjusted, as necessary, to preserve the site in its authentic and intact condition. Any interventions would require prior archaeological research, which would then be the basis for all further interventions. The same applies to the sunken remains of the Rex ocean liner. Their condition should be determined first, in order to identify the most appropriate presentation options. The exact state of the Žusterna archaeological site is currently unknown. Further research is therefore needed, prior to considering presentation options.
- Underwater archaeological heritage presentation projects should include a financing and maintenance management plan for the monument.
- The absence of registered archaeological sites on the seafloor does not mean that there are no such sites. As part of an integrated environmental impact assessment, archaeological research should also be provided to assess the potential of the entire area. Any interventions





should be adjusted to include potential discoveries. Further research is also needed in terms of nature conservation.

- Non-invasive methods of archaeological heritage presentation, such as monuments and digital presentations are not problematic, while piers and other structures on the sea warrant further research.
- Cultural heritage on land is not an issue in terms of the possible programmes presented. All existing cultural heritage are included in the maps, which is commendable.
- The issue with the map is that it contains a set of programmes. A conceptual project in line with the vision of spatial development for this area is needed. All unrelated initiatives should be refined and merged into a whole to facilitate the achievement of the final result.
- The purpose of preparing the Programme concept elements for the coastal area between Koper and Izola was to obtain preliminary guidelines from the key opinion-givers for the proposed programme. The presented map contains the programmes (systematized logically) that were selected in accordance with the vision and starting points of the MSP, applicable spatial planning acts, conceptual solutions and studies that have already been prepared and selected and have received positive reviews, and in accordance with municipal guidelines (preparation of starting points in line with the Regional Spatial Plan, Investment Project Identification Document (DIIP) Koper, Investment Project Identification Document (DIIP) Izola). The opinions obtained and the map of Programme concept elements for the coastal area between Koper and Izola will aid in the preparation of the project task for future steps in obtaining the necessary studies, research in the field of nature and cultural heritage conservation and spatial solutions obtained through competitions (landscape, urban and architectural solutions, which also include conceptual projects) necessary for the preparation of the RSP (Regional Spatial Plan).
- Regarding the cultural heritage of the Rižana waterworks and the proposed footpath designs; the initiatives require further assessment and fine-tuning. Cultural protection conditions should be prepared on this basis. There are no reservations on the part of the Institute for Cultural Heritage.
- The integrated management of communal infrastructure is part of a special study

## 5 Conclusion

Workshop participants have approved the basic vision for the spatial development and management of the area, which is essentially to keep the area as natural and green as possible, and without any major construction interventions.

Any interventions planned for the bathing areas should not have any negative impact on the natural and archaeological heritage or the environment. The solution lies in the integrated management of the coastal promenade, which includes sustainable mobility with an emphasis on leisure mobility. The



integrated initiative is intended to reflect the Mediterranean character, the area's local characteristics, and act as a connection between natural and cultural valuable features, while serving the local population as well as tourism activities with a view to improving health, well-being and education and new forms of sustainable tourism.

Working material - the programme concept map should be adjusted in accordance with the guidelines provided at the workshop.

Due to the lack of crucial feedback by experts in the field of underwater archaeology and marine biology (habitat mapping and inventory of organisms), it is impossible to evaluate potential interventions in the sea. Such feedback should be obtained as soon as possible.