

PUBLIC ADMINISTRATION 2020

PUBLIC ADMINISTRATION DEVELOPMENT STRATEGY 2015–2020



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SUMMARY OF THE PUBLIC ADMINISTRATION DEVELOPMENT STRATEGY 2015–2020

SUMMARY OF THE PUBLIC ADMINISTRATION DEVELOPMENT STRATEGY 2015–2020

The Public Administration Development Strategy 2015–2020 (hereinafter referred also as 'PADS') is a uniform umbrella strategic document of the Government of the Republic of Slovenia which includes development guidelines for the next six years. Following the adoption of the strategic document, the first two-year action plan will be drafted, which will include concrete activities and projects for the attainment of the strategic horizontal objectives.

The document especially refers to the field of public administration whose tasks include tasks related to the drafting of policies and regulations, and administrative tasks and tasks of the executive branch at the state and territorial level. Administrative tasks are carried out by the Government, ministries, bodies within ministries (e.g. units of the Financial Authority, and the Surveying and Mapping Authority) and administrative units. The aforementioned primary area of administrative tasks also includes municipal administrations and bearers of public authority. Certain matters (e.g. the salary system in the public sector, the number of employees, administrative procedures, integrity, public procurement, etc.) provide a common basis and indicate the direction of the operation and development of the entire public sec-

tor which includes all bodies and institutions, directly or indirectly financed from the state budget or budgets of local communities.

The basic objectives of the Strategy will be focused on the quality and efficiency, transparency and responsibility of public administration. Additional measures and activities will help us achieve a higher level of professionalism, innovation and responsibility of civil servants. Decisions and activities will be based on the expected benefits for users together with their needs. Internal supervisory mechanism will be additionally strengthened to limit the risk of corruption and intentionally stimulate the transparency of operation. The leading principle of the operation of public administration will be aimed at the strengthening of basic values with special emphasis on the rule of law, fairness, cooperation and consensus orientation.

Slovenia's international competitiveness ranking which is deteriorating each year points to the urgency of the development and modernisation of public administration. In 2014, the World Bank chart (Doing Business) ranked Slovenia 51st among 189 countries, which was five places lower than the previous year. The aforementioned chart refers to the assessment of ease of doing business in individual countries (establishing companies, acquiring permits, etc.). The attainment of the objectives of this Strategy will

enhance the business environment for the development of the economy and boost competitiveness, which will in turn improve Slovenia's ranking in such international charts.

Significant attention will also be paid to efficient use of resources (personnel, funds, real estate, etc.). The current public administration system in the Republic of Slovenia is organised distinctively by sectors or areas, which makes horizontal inter-sectoral connections and cooperation difficult. Due to the dispersal of, and the lack of connection between public administration bodies at all levels, the costs of the State's operation are higher and interruptions occur in their coordination. The result is a poor quality of human and other resources (for example the lease of business premises). To achieve better quality of services, and efficiency of public administration and thus of the entire public sector, we will strive to connect and merge functions of related bodies at the state and territorial level. At the level of regional administration operation, a uniform regional administration structure will be established (administrative districts/administrative centres). Mechanisms for rational management of the entire system will be established by introducing a central management system of real estate owned or leased by the State. More efficient use of resources will be provided through a programming budget, the establishment of suitable mechanisms for efficient

and transparent implementation of public procurement, and through the centralisation of Government IT management and development.

Regarding human resource management, the operation will be aimed at efficient personnel planning, transparent personnel procedures, the recognition and development of civil servants' competences, and the monitoring of their development, greater mobility of employees, motivation of employees with a clear connection between the results of their work and remuneration, and at comprehensive monitoring of the attainment of the key objectives and indicators. The emphasis will also be put on efficient supervision over the implementation of the civil servant system and the wage system. To attain the objectives of the Strategy, a competency model will be established, the training of civil servants will be modernised, and the information system for human resource management in the state administration bodies will be upgraded. The objective of the renovation and modernisation of public administration is to enhance the efficiency and professionalism of civil servants and ensure that tasks are carried out professionally and in accordance with the values and principles of good management. Within the scope of this objective, the systemic upgrading of the wage system will be carried out to achieve a clear connection between the results of employees' work and remunera-

tion for which clear indicators will be prepared. The results of work and not of a workplace will be evaluated.

Since we are well aware of the excessive regulation of the business environment which hinders economic development, a great deal of the operation will strive to improve the business environment and satisfaction of citizens. Projects will be focused on preventive mechanisms which facilitate the adoption of high-quality regulations while consistently observing the standards adopted from the Resolution on Legislative Regulation (involvement of the public, transparency of the procedure, regulatory impact assessment, etc.) and on corrective mechanisms – measures to simplify the adopted legislation and reduce legislative burdens, and eliminate administrative barriers (follow-up on already planned activities). Additional attention will be paid to the introduction of the systematic evaluation of the adopted legislation and the additional measures will be introduced to reduce the volume of regulations by 10 per cent by 2020, providing greater transparency and simplicity of the requirements imposed by legislation on the economy and citizens.

Mechanisms for transparent operation of public administration and the wider public sector in all areas will be strengthened. Transparency brings greater trust and limits the risk of corruption, as well as stimulates higher level of responsibility of the wider public sector.

Higher level of transparency in the legislative procedure (legislative footprint) and in the use of public funds will be additionally promoted. To improve the reputation of public administration, communication with the public will be carried out in a planned and intensive manner, and regular two-way communication will be promoted in addition to the open and transparent operation. To attain the objectives, the editorial policy will be reformed and the state administration single contact centre will be established.

The risk of corruption will be limited by numerous additional activities. Special attention will be paid to training and the implementation of international guidelines. A uniform national risk register for the entire public sector will be set up. Systematic and thorough risk management will be reinforced by reformed classification of high-risk jobs, systematic supervision mechanisms and sanctions in cases of potential violations.

Modernisation of administrative procedural law will develop in the direction which allows administrative relations to develop and the state to have a more administrative role, which will contribute to better reputation among citizens and competitiveness of the country. The reformed procedural legislation will be simple, shorter and more transparent, and will facilitate more efficient administrative procedure mana-

gement. Administrative statistics will be reformed to monitor the efficiency of public administration.

In the field of quality management, certified models adjusted to the public sector will be introduced, which will include constant improvements at all levels, regular monitoring of process indicators, and periodic external assessment of public administration bodies effectiveness.

By reforming and modernising inspection, effectiveness will be enhanced, preventive operation of inspectors will be strengthened, inspections will be rationalised by merging and implementing joint inspections, and a new tool to ease the burden of inspectors when carrying out their expert work will be introduced. As a priority, inspectors' work will be aimed at administrative actions, and significantly less at tasks regarding minor offences and the issue of fines. The principle of openness and transparency of inspectors' operation (single online entry point), and thus legal predictability of business entities and citizens will be emphasised. Inspectors will operate on the basis of a risk assessment and will publish the criteria for determining priority tasks.

The emphasis in the field of IT support, enhancing the use of e-services, digitalisation and interoperability will be put on easier communication and better infor-

mation provision for citizens and business entities. The modernisation of the digitalisation of business processes will significantly improve flexibility, connectivity and transparency in public administration, and the increased use of electronic channels will lower the costs for end-users and service providers. For citizens and the business sector to be satisfied, the consolidation and modernisation of contact points for citizens and the business sector will be carried out in order to provide reliable online information and simple e-procedures in one place by observing the needs of users (according to the life event principle) and introducing systematic measurement of user satisfaction.

When modernising Slovenian public administration in the period of 2015 - 2020, the objectives, guidelines and commitments at the international level, and good practices of EU Member States will also be observed. The awareness that effective and efficient public administration is the basis for the development of the economy and prosperity is very important.

To realise the key projects regarding quality and effectiveness, human resource management, better legislation and administrative procedures, transparency and integrity, and the development of IT solutions, funds from the new EU financial perspective are anticipated. The Strategy is also the condition to access the aforementioned sources via EU structural funds on the

basis of the signed Partnership Agreement between Slovenia and the European Commission for the period 2014–2020.

The chapters of the Strategy summarise the assessment of the situation, objectives in individual fields, key measures to attain the objectives, and development leaders who will implement individual activities and projects. The PADS 2020 is accompanied by the statement of the Prime Minister and all Government members entitled “Progress and quality policy in modern public administration” with which they additionally undertake to observe the policy adopted and strive to attain the objectives in their work. A special chapter of the Strategy is dedicated to monitoring and evaluating the implementation of measures to attain the objectives. The attainment of the objectives through planned projects will be supervised by the Strategic Council which was formed to prepare this Strategy and is composed of representatives of state administration, the expert public and non-governmental organisations, and will address the report on the implementation of measures and report to the Government of the Republic of Slovenia twice annually.

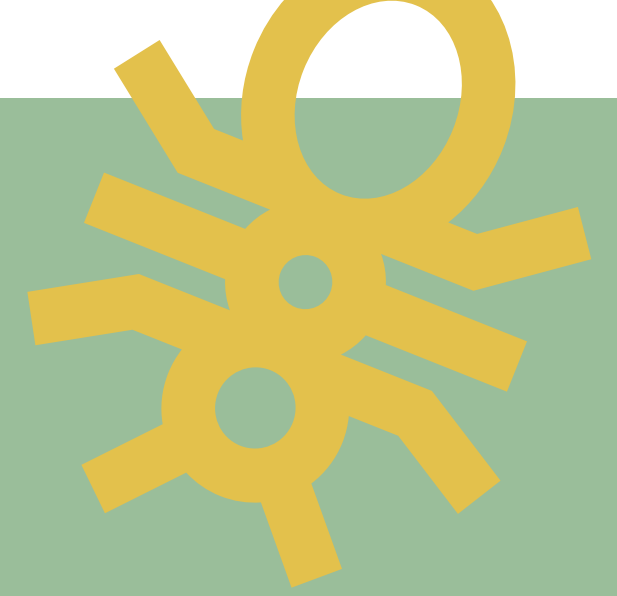
INTRODUCTORY THOUGHT

Efficient public administration is the basis for the success of the entire country. Therefore, this strategic document provides clear development guidelines. Within the aforementioned resources available, measures which will bring more responsibility and focused sense of work for the common good into the operation of public administration will be firmly promoted. Public administration must also assume the key responsibility to gradually reduce bureaucracy, which will be based on simpler procedures, clear definition of objectives, and especially on the recognition of direct personal responsibility of employees for decisions and operations.

The reputation of civil servants depends on efficient, professional and fair work, and on active communication of public administration with service users and the wider public. Measures have been taken to monitor the attainment of the objectives, for fair remuneration, a more prudent education and training system, and for greater transparency and openness, and regular two-way communication with citizens and the public.

As the leading principle of our everyday actions, the basic values should be: the rule of law, responsibility, transparency, cooperation, fairness and integration, consensus-orientation, innovation and efficiency.

Boris Koprivnikar,
Minister of Public Administration



1.

INTRODUCTION



1. INTRODUCTION

The adoption of the Public Administration Development Strategy 2015–2020 is important for several justified reasons. Several institutions have established that there was no strategic document laying out the long-term development of Slovenian public administration. In 2012, the OECD issued a review of the operation of Slovenian public administration, which establishes inter alia that Slovenia's strategy to overcome the crisis does not include strategies and measures which would help public administration become more efficient and stable in the long term. It also states that a well-functioning public administration is crucial for providing support and assistance to the Government when determining a feasible strategy to rebuild the economy and the State, for urgent long-term growth, and for the recognition and implementation of suitable measures. In 2013, the European Commission issued the Position of the Commission Services on the development of the Partnership Agreement and programmes in Slovenia for the period 2014–2020 whose prerequisites to attain thematic objective 11 include a strategy to improve administrative efficiency of Member States, including reform of public administration.

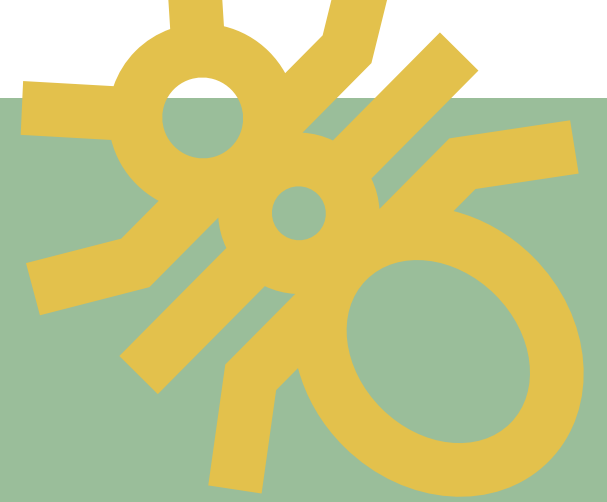
The State should guarantee the exercise of authority and provide public services or public goods to all its

citizens and resident under the same conditions and in a manner accessible to all. Excellence in the implementation of the functions of the State and public administration is a commitment that affects the development of democratic processes in society, economic growth and the social cohesion of all its inhabitants. For the State to successfully carry out this task, the State must be able to prepare, adopt and implement suitable policies, and ensure their realisation through systematic regulation of rules, and its competences must include suitable institutions and mechanisms for coordination and implementation of adopted decisions.¹

Monitoring the implementation of the Slovenia's Development Strategy 2005–2013 shows that in the previous period Slovenia was not sufficiently successful and ambitious in attaining the key strategic objectives regarding economic, social and environmental development. Failure to attain the objective was also affected by the economic crisis.

The process of drafting the Public Administration Development Strategy 2015–2020 included cooperation and acquisition of the opinions of key stakeholders in public administration in Slovenia, and expert and wider public.

¹ Summarised from: Drafting a concept paper on the Organizational Structure of the Executive Public Administration, SIGMA, 2008.



2.

VISION, MISSION AND THE BASIC PURPOSE

2. VISION, MISSION AND THE BASIC PURPOSE

Efficient and stable public administration is a very important social subsystem, and, in addition to economic development and social cohesion, affects the development of the country and its prosperity. Therefore, the Government of the Republic of Slovenia decided to modernise public administration by acting in a professional, expert and stable manner, and in accordance with the principles of good management. In numerous areas, public interest must be given meaning again as the need to regulate social relationships, which brings the urgency of entering administrative and legal relations in each person's everyday life. When intervention from the State is not required, regulation must be recognised as an administrative barrier, deregulated or suitably amended. When regulation is mandatory and necessary for the functioning of the social system, mechanisms must be established which will facilitate the acquisition of administrative permits or the implementation of other activities in a reasonable period of time. Along with the amendment of regulation, various means for issuing permits will be studied, which will efficiently protect the public and private interest. Wherever possible, decisions of authorities will be replaced by the possibility of partnership cooperation of the administrative authority and other participants which will harm neither public nor private interest. By advising and guiding, the administration will be proacti-

ve and through its service role, it will facilitate prompt issue of administrative permits. A fundamental change in thinking based on awareness that the administration carries out administrative tasks for its users will be required. Therefore, the administration must do everything necessary within its legal options to make users satisfied with its services. High-quality administrative service must be given priority over the quantity of cases addressed, whereby the basic principle is lawfulness and satisfaction of participants. The key to high-quality administrative service are motivated and well-managed employees in public administration.

The vision of the Government of the Republic of Slovenia is to organise modern public administration which will observe the following principles and values of:

- law and the rule of law;
- professionalism;
- participation;
- transparency, integrity and corruption prevention;
- responsiveness and user-orientation;
- consensus-orientation and integration;
- fairness and integration;
- innovation, success and efficient use of resources;
- responsibility;

as the basis for measures and indicators of effectiveness, observation of public interest, satisfaction of citizens, companies and other stakeholders with which

it will achieve above-average results among EU Member States regarding high-quality service provision.

The basic values which are the leading principle of our everyday actions in the implementation of the Strategy for the needs of stakeholders and administrative service users are: responsibility, transparency, the rule of law, cooperation, fairness and integration, consensus-orientation, innovation, effectiveness and efficiency.



3.

BASIC STRATEGIC FRAMEWORK AND GUIDELINES





3. BASIC STRATEGIC FRAMEWORK AND GUIDELINES

As the fundamental strategic document in Slovenian public administration, the Strategy is being prepared in relation to the contents included in the Partnership Agreement between Slovenian and the European Commission for the 2014–2020 period, and the Operational Programme for the Implementation of the EU Cohesion Policy in the period 2014–2020, the Slovenian Industrial Policy, the Europe 2020 Strategy and other strategic bases at the national and international level (materials from the OECD² in the European Commission³).

The Strategy includes the area of public administration in the Republic of Slovenia.⁴ Since certain contents (e.g. salary system, the number of employees, administrative procedures) reach into the wider public sector, the Strategy for the aforementioned areas provides a common basis and indicates the direction in which the public sector should operate and deve-

lop. The Strategy is the umbrella document which includes public administration and basic guidelines for other line ministries which will prepare on this basis programmes for individual areas and implementing line ministry documents at the national, regional and local levels (e.g. education, science, the economy, employment, social affairs, the environment, health care, culture and others). With this document, the Government of the Republic of Slovenia binds all state administration bodies and other state authorities, taking into account the principles of autonomy of local self-government, municipal administrations and holders of public authority to carry out activities that fall under their areas in the manner and within time limits defined in this document.

In line with the adopted Strategy, action plans for the realisation of measures by individual strategic objectives will be drafted on the basis of the analysis of the existing situation and the recognition of discrepancies between the desired and actual situation in individual thematic fields. Performance indicators and target values in 2020 are defined for each strategic objective. Individual indicators and the attainment of the strategic objectives will be regularly monitored on the basis of the results of the implementation of two-year action plan. To attain the objectives, evaluations, adjustments and revisions of the planned measures are expected to be carried every two years. If the de-

² Summarised from: OECD's review of public administration in the Republic of Slovenia; Slovenia: Towards a Strategic and Efficient State, 2012, co-financed by ESF funds.

³ Summarised from: Position of the Commission Services on the development of the Partnership Agreement and programmes in Slovenia for the period 2014–2020.

⁴ Public administration comprises state administration, municipal administrations and holders of public authority.

sired target values are not attained, suitable measures will have to be taken.

The Strategy is a document of the Government of the Republic of Slovenia. Therefore, the Strategic Council of the working group for the drafting of the Public Administration Development Strategy 2014–2020 was supplemented during its preparation with representatives of suitable ministries and bodies (e.g. the Ministry of Finance, the Institute of the Republic of Slovenia of Macroeconomic Analysis and Development, the Ministry of Economic Development and Technology, the Ministry of Labour, Family, Social Affairs and Equal Opportunities). Also supplemented was the operational group of the working group for the drafting of the Public Administration Development Strategy 2014–2020, which was established by the minister responsible for public administration⁵ who is also its leader. The proposed bases and the labour plan, the Strategy disposition, the first draft and inter-ministerial coordinated Strategy proposal were approved by the Government of the Republic of Slovenia in order to acquire as wide a consensus as possible. The draft of the proposed Strategy was presented to

⁵ Pursuant to the Government of the Republic of Slovenia Act (Official Gazette of the Republic of Slovenia, nos. 24/05 – official consolidated text, 109/08, 38/10 – ZUKN, 8/12, 21/2013, 47/13 – ZDU-1G and 65/14), the Ministry of Public Administration took over the tasks regarding public administration from the Ministry of the Interior in October 2014.

stakeholders, and expert and wider public within the scope of public discussion, suitably amended and adopted by the Government of the Republic of Slovenia.

3.1 Guidelines and bases at the international and national level

The basic purpose of the drafting of the document is to present the bases for realistic improvement of the operation of Slovenian public administration by modernising and renewing it, which includes the establishment of a comprehensive management system through systematic strategic planning, the introduction of quality management systems to simplify and modernise administrative procedures, and to monitor and evaluate work results and objectives at all levels.

The Strategy is a uniform umbrella strategic document in the field of public administration, which also signifies support and commitment to realise the development strategy for the entire country. The basic purpose is to renew and modernise public administration which will operate more efficiently, professionally and in accordance with the principles of good management with an excellence of a professional public civil service, and will contribute as much as possible to the competitiveness of the business environment, the development of the country and to prosperity. The analysis of the situation and labour processes was car-

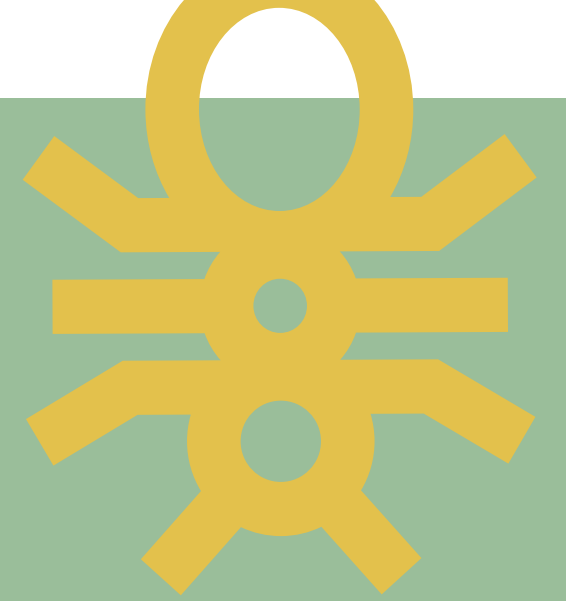
ried out as the basis for strategic guidelines for individual fields of public administration. A uniform strategic document was drafted as the basis for two-year action plans of measures by individual strategic objectives and thematic fields of public administration. The Public Administration Development Strategy 2015–2020 is a prerequisite for accessing structural funds within Priority Axis 11 “the rule of law, enhanced institutional capacity, efficient public administration, support for the development of NGO, and the strengthening of the capacity of social partners” in the Operational Programme for the Implementation of the EU Cohesion Policy in the period 2014–2020. Priority Axis 11 refers to thematic objective 11 “enhanced institutional capacity of public bodies and interested parties, and contribution to efficient public administration” in the Partnership Agreement between Slovenian and the European Commission for the 2014–2020 period.

International activities in the field of public administration show Slovenia’s integration in the European Union (EU) and wider international environment, where, due to the economic crisis, uneven development in the world, rapid technological progress, and other consequences of globalisation, changes occurred which require more active and efficient participation of Slovenian representatives at all levels of decision making in the EU and other international forums, enhanced bilateral and multilateral operation, and spe-

edier transfer of good practice into Slovenian public administration. Active cooperation in the international environment within expert meetings, study visits, conferences and other activities will provide suitable promotion of the Slovenia’s interests and the strengthening of the promotion of achievements in the field of public administration, facilitate better institutional capacity of public bodies, and contribute to efficient, innovative and transparent public administration.

Regarding European matters and international cooperation in the period by 2020, harmonised and strategically oriented participation of representatives in the field of public administration operation at the EU level and in other international organisations, such as the OECD, the United Nations Organisation, and the Council of Europe, must be ensured, and cooperation with priority regions and countries must be strengthened.

High technological, economic and social changes in the last two decades have brought the need for numerous new public services. Therefore, the Strategy will strive for regular monitoring of the needs and the development of new public services along with the optimisation of existing services.



4.

REVIEW AND ANALYSIS OF THE SITUATION

4. REVIEW AND ANALYSIS OF THE SITUATION

4.1 Situation evaluation

Research of the OECD – SIGMA establish that the diversity of organisational forms in public administration, taking into account the size of the public sector as determined by the State, is a serious threat to the ability of the State to ensure and implement tasks in the public interest. Management of such a risk may be alleviated by systemic regulation which determines the competences of individual organisational forms and supervision over them. Too many organisational forms or too many organisational units, and with this a diversified organisational structure also increase the risk for these organisations not to pursue the common objective, which may affect the efficiency of the provision of public goods, and the responsibility which is dispersed and difficult to establish. The personnel aspect must also be considered in relation with organisational measures. The strategic issue of human resource management in public administration is posed as a priority task in programming and strategic documents that define further development of the country as a whole. In addition, the institutional framework is inconsistent, something which poses a risk to efficient public administration, which is in turn reflected on its users (citizens, companies, etc.). To realise this priority task, suitable regulatory bases

and systemic solutions to facilitate the lawful and efficient implementation of labour and other personnel procedures must be ensured. The latter is essential in organisational, public finance and substantive changes in public administration, i.e. it rewards work performance, while motivation to attain the objectives will be the guiding principle for managing civil servants.⁶ The development of public administration largely determines, facilitates and requires excellence in the implementation of the functions of the State. Excellence in the implementation is shown in determining and implementing public policies that directly affect social development and prosperity.

Comparative figures on the placement of countries in various international charts show different pictures for Slovenia regarding individual performance indicators. The findings of the study “Excellence in Public Administration for competitiveness in EU Member States”⁷ show that there is room for improvement in certain areas in Slovenia. The European Commission establishes that companies need efficient, cost-efficient and high-quality public services in order to be successful.

⁶ Summarised from: Drafting a concept paper on the Organizational Structure of the Executive Public Administration, SIGMA, 2008.

⁷ Summarised from: European Commission (2012), Excellence in Public Administration for competitiveness in EU Member States http://ec.europa.eu/enterprise/policies/industrial-competitiveness/monitoring-member-states/improving-public-administration/files/pa_report_en.pdf

Therefore, it placed public administration reform in EU Member States among five most important tasks to support economic development. From this aspect, the European Commission proposed improvements in the operation of national public administrations in EU Member States (the so-called Position of the Commission Services on the development of the Partnership Agreement and programmes for the period 2014–2020).

In 2012, above-average results were achieved by Slovenia in payments to companies where delays amounted to 15 days, while the European average amounted to 28.3 days. Slovenia particularly excelled in the field of establishing new companies which can be done in six days (without any costs), while the European average is 13.7 days (and 5 per cent of average income of residents of individual states). Regarding the indicator which defines the time for tax return calculation, Slovenia is slightly below the European average (260 hours annually, while the European average is 208 hours). The same applies to the field of the modernisation of the public sector (e-government, remuneration of efficient work of employees, service quality assessment, etc.).

In addition, the International Institute for Management Development (IMD) from Switzerland annually publishes the World Competitiveness Yearbook. The calculations are based on four criteria: economic per-

formance, government efficiency, business efficiency and infrastructure. In 2014, Slovenia slipped to 55th place among 60 countries, in 2013, Slovenia ranked 52nd, while in 2008, it was 20 places higher, i.e. it ranked 32nd (IMD 2014, IMD 2013, IMD 2008). A similar situation is shown by the global competitiveness index which arises from the annual report of the World Economic Forum (WEF), as Slovenia lost eight places in comparison with 2013, and it lost six places in 2013. Slovenia ranks 70th among 144 countries. The most emphasised factors that affect entrepreneurship are: availability of financing, inefficient government bureaucracy, restrictive labour legislation, corruption, tax rates and tax regulations. In 2014, Slovenia ranked 51st among 189 countries on the World Bank chart, which was five places lower than the previous year. The Doing Business chart states the best countries to start a business and it is also a competitiveness indicator of countries. The objectives of the Strategy are focused on improving the business environment for economic development, and enhancing competitiveness and this Slovenia’s position on the aforementioned charts.

In certain cases, the general and concrete operation of the administration (drafting, adopting and implementing regulations) pursues outlived bureaucratic patterns due to which the administration is alienated from natural and legal persons as users of its services. In such cases, administration as a service for citizens

when doing business with the State does not pursue its mission and acts as an untouchable bureaucratic system, generating the general notion that it exists as an end in itself. This is reflected in every media generalisation of the situation in individual (frequently unilateral) cases and in creating the impression of inefficiency, irrationality and shortcomings regarding contact with real life in which users need administrative permits in a reasonable period of time, with reasonable material and procedural requirements, which pursue clearly expressed public interest and suitable protection of other stakeholders.

Recently published data of the international corruption perceptions index in the public sector published by Transparency International⁸ showed that Slovenia slipped six places in 2013, i.e. from 37th to 43rd place among 177 countries. The aforementioned index addressed factors such as the implementation of anti-corruption legislation, availability of information, conflict of interest and efficiency of anti-corruption measures.⁹ The aforementioned leads us to assume that changes in terms of modernisation, greater transparency, enhancement of effectiveness and efficiency of Slovenian public administration are urgent and necessary.

⁸ Summarised from: <http://cpi.transparency.org/cpi2013/>

⁹ Summarised from: <http://www.integriteta.si/component/content/article/11-partner-transparency-international/311-politike-in-funkcionarje-pozivamo-k-sistematicnemu-ukrepanju-proti-korupciji>

4.2 SWOT analysis

The SWOT analysis was prepared by a narrow project group by taking into account international recommendations which show the key areas recognised by the group as the basis for the drafting of the document.

Strengths:

- the established rules of the general administrative procedure ensure internationally and constitutionally established standards of democratic and fair procedures;
- there are cases of good practices of individual administrative bodies (e.g. administrative units) in the use of quality management tools;
- rich experience of institutions and individuals in developing e-government in public administration, established high-quality electronic services in individual areas;
- the existing Strategy on IT and electronic services development and connection of official records SREP;
- the established government ICT infrastructure (HKOM network, data centre, SIGOV-CA) and the established national open data portal;
- the established common methodology for measuring costs imposed on entities by legislation;
- programme for reducing legislative burdens adopted at the EU level and at the level of all Member States whose objective is to eliminate 25 per cent of administrative burdens;

- better awareness of corruption in society, a high level of transparency of information of a public character, especially on public consumption, and better transparency regarding state-owned companies;
- a comparable European civil servant system for regulating labour and status relationships, and the rights and duties of employees in state authorities and the administrations of local communities;
- the use of professional competence standards including selection criteria and verification methods of the competence of officials in state administration;
- introduced annual interviews as a tool to verify the attainment of the objectives and results of individual civil servants;
- introduced personnel information system – CKEDU;
- the operation of the Inspection Board is regulated by law, which facilitates taking strategic measures to enhance the efficiency of inspections;
- the strategic plan of measures of the Inspection Board was adopted on 11 July 2013 by the Government of the Republic of Slovenia;
- the bases for the implementation of the programming budget were already included in the current manner of drafting the budget of the Republic of Slovenia;
- a wide consensus regarding the project of establishing national cloud computing.

Weaknesses:

- inconsistency in introducing the responsibility of employees in cases of failure to carry out the agreed tasks or attain the objectives;
- inactivity and inconsistency in recognising and remunerating employees who exceed the expected realisation of the agreed tasks and of the objectives;
- the lack of motivation mechanisms to promote professionalism and innovation of employees;
- the lack of the management ability including the significance of social responsibility to employees and stakeholders;
- weak connection between work results and remuneration of employees;
- limited possibilities for flexible employee management;
- the role of the human resources department in the administration is limited to operational tasks and is less focused on the development of the strategic role of the human resources function;
- resistance of authorities when introducing changes in the field of human resource management is expected, which is also a consequence of austerity measures, a shortage of staff and the needs of current operations in changing conditions;
- not everywhere are annual interviews recognised as a significant element of the development and planning of employees' careers;

- a suitable number of qualified assessors in each authority must be ensured to recognise and establish key competences, or another suitable manner of verification must be determined, e.g. outsourcing of service providers, which, however, is related to high costs;
- there is no supervision over the use of public funds and work results (achievements, delays, complaints, commendations), remuneration and the allocation of funds for human resources;
- unsuitable placement of certain areas, e.g. quality and administrative procedures on the one hand, and project management and processes as a work method on the other, which cannot systematically develop with insufficient resources;
- the lack of motivation for changes and poor knowledge of the change management tool;
- there is no strategy for the operation of public administration in terms of efficient use of resources; there are no systematic approach and measures; employees, top management and middle management do not have sufficient management knowledge, i.e. the acquisition and development of knowledge in this field is not carried out in a comprehensive and systematic manner;
- the use of administrative procedural law or individual process institutions as administrative barriers or redundant costs;
- inefficient organisation and coordination of ICT in public administration, strategic documents are unrelated, and they address the available potential of advanced digital concepts differently and insufficiently;
- poor actual use of e-services, poor coverage of broadband communication connections to end users (citizens, households), insufficient digital competences;
- legislative procedure anticipates the assessment of the consequences of impacts on individual areas, which, however, are rarely carried out in practice;
- due to political instability and frequent changing of governments, too many acts were adopted under urgent procedures without preliminary analyses, with insufficient inter-ministerial coordination and cooperation with stakeholders;
- no evaluation procedure of individual policies has been systematically introduced;
- a high level of legislative burdens and consequently, discouraging business environment, especially for small and medium-sized enterprises (SME);
- too many regulated activities and occupations, and overregulation of EU requirements (gold-plating);
- constant institutional changes (e.g. merger of ministries);
- the preparation of the budget, especially the procedures for amending and revising the budget, do not stimulate the most optimal decisions regarding the implementation of the budget, since there is no supervision over the quality of use, and no connection between resources and priority tasks from substantive programmes.

Opportunities:

- enhance the responsiveness and efficiency of public administration, enhance the efficiency of management, provide suitable knowledge, skills and competences of employees, improve transparency and responsibility, and introduce external performance assessment and quality supervision procedures;
- transfer good practice in EU Member States to the use of resources in public administration;
- efficient human resource management is recognised as a strategic objective of the development of public administration;
- the existing system of officials' professional competence standards in public administration is available as the basis for the competency model for top management;
- suitable remuneration of employees whose effectiveness and efficiency is above average;
- modernise the systemic regulation of the civil servant system in terms of employee management to ensure their better flexibility/mobility and in terms of the responsibility of civil servants for the results of their work;
- global changes stimulate employees to enhance their professionalism and innovation at workplace, and personal development;
- open opportunities within the new financial perspective for smart allocation of EU funds;
- implement digital government strategies, the European Digital Agenda, the European eGovernment Action Plan;
- rapid development of digital and mobile lifestyle in society, accelerated introduction of the digital government concept;
- common systems, approaches and standards at the EU level;
- greater awareness of the significance of the simplification and elimination of administrative barriers, and of quality as a value;
- improve quality by systematically monitoring user satisfaction with state authority services centrally carried out by line ministries or authorised outsourcers (e.g. monitoring the quality of the functioning of common infrastructure);
- establish a point of single contact by providing full and comprehensive information, and electronic support for the reporting of business entities;
- reduce the number of regulated occupations and activities, reduce the number of conditions and optimise procedures;
- better inter-institutional connection of processes and electronic exchange of high-quality data from official records – complete realisation of Article 139 of the General Administrative Procedure Act (hereinafter referred to as 'ZUP');
- the ZUP should become (remain) the fundamental (primary) legal source for the regulation of admini-

strative procedures, and only exceptionally subsidiary supplement;

- greater attention to process rules and their weight from the aspect of private interest protection, while taking into account public interest protection;
- seeing the administration as a partner in exercising the rights and legal benefits, greater openness of the administration (change in the administrative culture);
- the need to connect the national open data portal to the European open data portal (PublicData.eu);
- invitation for inclusion in the multilateral incentive “Open Government Partnership”;
- complete introduction of the programming budget to establish the “smart” budget.

Threats:

- general poor trust of citizens and other subjects in public administration;
- political instability, frequent changing of governments and ministers do not ensure a consistent vision, priority targets, strategy and implementation of reform measures;
- inability to reach an agreement or consensus with social partners regarding changes in the public sector salary system;
- further isolated approach of institutions;
- insufficient attention to digital competences in society and public administration, poor transfer of

knowledge and good practice, further poor and uneven coverage of access to broadband internet;

- unsuitable consideration and placement of better legislation, administrative procedure and quality from the aspect of the efficiency of the ministries’ operation;
- incomprehension of the significance of competences as values in the public sector;
- expansion of special administrative procedures due to narrower general administrative procedure; therefore, the lack of transparency of the entire system and the possibility of unequal treatment; ZUP becomes a secondary regulation;
- unawareness of the need to measure effectiveness and efficiency of operation and use of resources;
- weak economic and financial situation in the country, and thus the lack of financial and human resources required to make a breakthrough and system development;
- insufficient support for professionalism and recruitment procedures in accordance with the requirements of work processes and organisation objectives.





5.

CONCEPT OF THE STRATEGY AND KEY STRATEGIC OBJECTIVES



5. CONCEPT OF THE STRATEGY AND KEY STRATEGIC OBJECTIVES

The Government of the Republic of Slovenia drafted the new Public Administration Development Strategy 2015–2020 and defined key strategic objectives. In order to attain the latter, action plans will be prepared with measures for:

- responsive, effective and efficient operation of user-oriented public administration;
- efficient use of human, financial, spatial, environmental and energy resources;
- responsible, open and transparent operation of public administration;
- zero tolerance to corruption and enhancement of integrity;
- professionalism and development of professional competence and employee innovation;
- the system of flexible management of employees using mechanisms of responsibility, and the upgrading of the salary system with motivation mechanisms;
- the modernisation of administrative procedural law and the inspection system;
- improving quality systems, programme planning, operation review, measurable objectives and process indicators;

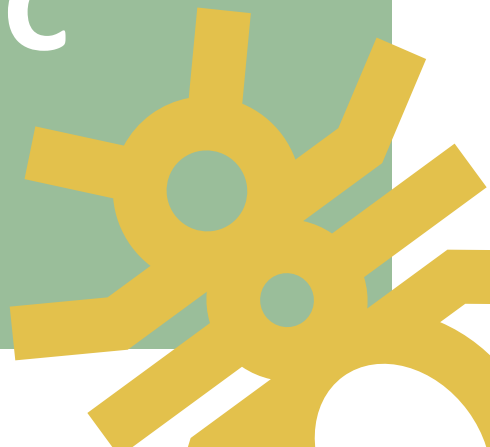
- improving legislation, reducing legislative burdens, assessing impacts, and including key stakeholders;
- efficient informatics, increased use of e-services, digitalisation and interoperability of information solutions.

In the chapters below, the aforementioned strategic objectives are broken down in more detail, including a brief presentation of the existing situation, the definition of the target state, development leaders, key stakeholders, assumptions and risk factors, and measures to attain the target state, including suitable indicators. Measures to attain environmental and energy objectives will be included in a special sectoral strategy. Therefore, they are not part of this document.



6.

OPERATION- NALISATION OF KEY STRATEGIC OBJECTIVES





6. OPERATIONALISATION OF KEY STRATEGIC OBJECTIVES

6.1 Efficient organisation

6.1.1 Rational public administration organisation

In the field of efficient and rational organisation of public administration, we attempt to attain three strategic objectives, i.e.:

- responsive, effective and efficient operation of user-oriented public administration;
- efficient use of human, financial, spatial, environmental and energy resources; and
- responsible, open and transparent operation of public administration.

The measures anticipated in this chapter will refer to all state administration bodies and, in certain cases, to other bodies (public institutes, agencies) which were founded by the State, are holders of public authorisation and carry out mostly administrative tasks.

a) Existing situation

With its organisation and operation, the State must also support greater competitiveness of the private sector. Therefore, a speedy, responsive and efficient State must be formed. Efficient decision making and realising requires suitably organised public administration.

In its study in 2012¹⁰, the OECD analysed the Slovenian public administration system from the aspect of strategic, budgetary and organisational management and planning. This was a comprehensive analysis which was the basis for the preparation of general proposals for improvement measures. The recommendations of the study by the OECD state that:

- the role and responsibility of main public administration with economic and public finance functions must be clarified in order to prevent duplication and improve coordination;
- successful execution of tasks requires suitable size, competence and motivation of employees, systems and structures (governmental apparatus) which offer efficient support framework. Slovenia has been tackling several challenges: internal structures which do not produce optimal results, the lack of strategy to reduce labour force and a relatively weak system of managing performance and remuneration.

The OECD establishes that there are options to improve structural efficiency by merging certain functions, enhancing the capacity of administrative units in service provision, and by taking measures to reduce risks posed by the increasing number of agencies as much as possible.

¹⁰ "Slovenia – towards a strategic and efficient state", OECD, 2012.

Slovenia is also dealing with central state administration organisation that is not optimal. Several bodies operate within state administration, which carry out regulatory and other typical administrative functions, i.e.:

- 11 government services and the Office of the Prime Minister of the Republic of Slovenia,
- 14 ministries,
- 33 bodies within ministries, including 12 inspectorates.

Crucial (as shown in the study by the OECD) is the conclusion about the lack of connections between strategic and sectoral planning of ministries, and the lack of main support for ministries that prepare sectoral strategic plans. This is reflected in inefficient development and implementation of key national horizontal policies, and inefficient coordination and inactive cooperation between individual ministries (and bodies within ministries), especially in dealing with fields which include several line ministries (or related matters in terms of their content).

By the end of 1994, a one-tier administrative system existed in Slovenia at the territorial level. Administrative bodies of the then municipalities carried out the tasks of local importance and most administrative tasks of national importance. Following the reform of local self-government which replaced a one-

-tier administrative system with a two-tier administrative system, a clear boundary between local self-government and state administration was determined. The system of public administration which is organised distinctively by sectors or areas has been since formed in the Republic of Slovenia. This obstructs horizontal inter-sectoral connection and cooperation which is crucial for the attainment of the objectives which are interdisciplinary by nature and require various combinations of expert knowledge. Current dispersion and disconnection of state administration bodies at the territorial (local) level, and the “lost trace” of numerous functions and of the actual efficiency of the operation of all state administration bodies generate high costs of the operation of the State. Disturbances in their coordination make the use of human, financial and material resources worse. Uncoordinated network of public administration bodies and the dispersion of bodies which provide public services that are crucial for users create problems and unnecessary costs to users of these services.

At the territorial level, there is complex and dispersed structure of bodies at regional and lower local levels. Most territorially organised public administration bodies only have a regional network (individual territorial units that cover wide areas), certain bodies have both regional and local networks, while social work centres and administrative units as independent

bodies only operate at the local level (they generally cover a narrow territory). Regional units, branch offices and offices of these bodies are scattered in various places and locations, independently of the territorial network of other bodies. Individual providers of administrative services in individual regions must frequently be sought in various locations which are as many as 10 km apart.

Table 1: Review of the territorial organisation of public administration bodies (excluding self-governing local communities).

Body	No. of regional units	No. of local units	Type of unit at the regional and local level
Administrative units	0	58	Administrative units
Social work centres	0	62	Social work centre
Financial Administration of the Republic of Slovenia	15	70 (64 outside the head office of the financial office)	Regional financial office
Surveying and Mapping Authority of the Republic of Slovenia	12	42 (30 outside the place of the head office of the regional unit)	Regional surveying and mapping authority, surveying and mapping office
Police	8	110	Police directorate, police station
Labour Inspectorate of the Republic of Slovenia	5+9	0	Regional unit, office
Infrastructure Inspectorate of the Republic of Slovenia	15	0	Various units according to the type of work (mining, roads, etc.)

Body	No. of regional units	No. of local units	Type of unit at the regional and local level
Inspectorate of the Republic of Slovenia for Agriculture, Forestry, Hunting and Fisheries	8+12	0	Regional unit, branch office
Inspectorate of the Republic of Slovenia for the Environment and Spatial Planning	8+11	0	Regional unit, inspection office
Inspectorate of the Republic of Slovenia for Protection against Natural and Other Disasters	13	0	Branch office
Health Inspectorate of the Republic of Slovenia	7+8	0	Regional unit, inspection office
Market Inspectorate of the Republic of Slovenia	8	0	Regional unit
Administration of the Republic of Slovenia for Food Safety, Veterinary and Plant Protection	10+2	0	Regional office, border inspection post
Administration of the Republic of Slovenia for Civil Protection and Disaster Relief	13	0	Branch office
Agency of the Republic of Slovenia for Public Legal Records and Related Services	12	0	Branch office
Defence administrations	6	0	Defence administration
Employment Service of Slovenia	12	58 (46 outside the place of head office of the regional office)	Regional service, Labour office
Employment Service of Slovenia	9+4	0	Regional unit, branch office
Health Insurance Institute of the Republic of Slovenia	10	46 (outside the place of the head office of the regional unit)	Regional unit, branch office
Public Payments Administration of the Republic of Slovenia	8	0	Regional unit

Weaknesses of the existing organisation in territorially organised bodies are shown especially in:

- a high number of independent bodies, budget users and support services, regardless of the number of employees in individual bodies;
- these territorial units generally perform the same set of administrative tasks, regardless of their number (frequency) in individual units;
- all these units must have resources to provide high-quality services (personnel, IT support, material assets, etc.);
- currently, there are significant differences in the burden of civil servants between units;
- the flexibility of personnel distribution to ensure efficiency and quality of services, and support functions is hindered, which is a special problems at a time when austerity measures in the filed of employment have been carried out for a number of years;
- on the other hand, unresolved administrative matters cannot be efficiently reallocated from one unit to another to ensure time-efficient decision making on the rights and obligation of customers, and equal burden of civil servants who manage administrative procedures.

Unsuitable organisation and disconnection of individual parts of public administration are frequently a larger problem for individuals and legal entities as

users of public services than for example the distance from the head office. Therefore, gradual merging of the entire system of the territorial network of state administration bodies at the local and regional territorial level is urgent from the aspect of efficiency of administrative structures, quality of services, and orientation to users of public services.

Currently, there is no uniform review of the organisational and functional structure of public administration subjects, and there are no comparability instruments and measurable indicators which could be used to compare individual subjects and regularly measure their efficiency, which is crucial for the formation of correct and focused solutions to optimise and rationalise public administration, and the public sector.

b) Target state

In recent years, we have been witnessing numerous incentives to rationalise and optimise public administration, and the wider public sector. However, measures have so far been sectoral (partial) and their effect was limited. To rationalise the public administration system as a whole, its organisation and distribution of authority and tasks among individual subjects, i.e. the structure and distribution of the implementation of functions and of resources used for their implementation, must be analysed.

The study by the OECD also urges Slovenia to do so. By connecting, merging, and rationally organising common expert and auxiliary services, the efficiency and especially quality of the work of public administration will be enhanced. Also required are systemic measures that will improve the Government's strategic planning and rationalise internal functions, and measures to improve the direction of the preparation, development and implementation of policies.

The first phase in the renewal and establishment of efficient and rational administrative system will be the project of organisational and functional analysis of public administration (over 180 subjects, together with their regional units and branch offices, will be included) which will show weaknesses in the system, and possibilities to rationalise and optimise it by studying various data from public records (financial resources and their use for certain purposes, human resources and their use for the execution of certain tasks, etc.), as well as tasks and competences of subjects included. A part of the project will also be intended for the preparation of comparability indicators for the included subjects of public administration, and special indicators for groups of subjects from the public sector (a total of 800 subjects with possible regional units and branch offices) by activities. These indicators will facilitate comparability of related subjects and an insight in their efficiency. They will also provide the basis for

the preparation of suitable and focused measures to optimise and rationalise the public sector.

The purpose of the analysis is to strengthen institutional qualifications of subjects for constant improvements in the public sector – for more efficient operation and high-quality provision of public services, for further enhancement of the public administration system as a factor of competitiveness, growth and development in the Republic of Slovenia. The objective of the analysis is to form comparability instruments (indicators) which will be used to recognise more or less efficient parts of public administration and of the wider public sector, and establish the bases for focused solutions to optimise and rationalise public administration and the public sector. Based on the results of the analysis and proposed measures, bases for the optimisation, and especially greater efficiency and quality of the operation of the administration at the national and territorial level will be prepared.

On the basis of the functional inspection carried out, certain functions that are currently dispersed in organisations within state administration should be sensibly merged or rationalised. In addition, the so-called Centre of Government should more tightly connect central and strategic functions that are currently carried out by several bodies (ministries, government services, etc.), such as the coordination of the ministries' work

when implementing Government decisions and mandatory guidelines of the Prime Minister (Office of the Prime Minister of the Republic of Slovenia), the monitoring of the implementation of Government decisions (Secretariat-General of the Government of the Republic of Slovenia), macroeconomic and tax responsibility (Ministry of Finance), the coordination of development planning and development documents of the Republic of Slovenia, and the monitoring of the implementation of development policies and international financial mechanisms (Government Office for Development and European Cohesion Policy), technical coordination of EU matters (Ministry of Foreign Affairs), systemic regulation of the public sector organisation, employee and salary system in the public sector, public procurement, administrative operations, the management of information and communication systems and the provision of electronic public administration services, integrity and corruption prevention in the public sector, the operation of non-governmental organisations and local self-government, quality management in public administration, better legislation and the elimination of administrative barriers, tasks in the field of systemic regulation of managing physical assets of the State and local communities the management of physical assets of the State, the planning and coordination of spatial needs of state administration bodies (Ministry of Public Administration). The coordination of horizontal functions performed by the Office for Legislation, the

Government Communication Office of the Republic of Slovenia and the Institute of Macroeconomic Analysis and Development of the Republic of Slovenia.

At the territorial level, the establishment of administrative districts as a uniform regional structural organisation of the administration is anticipated, which will act as a unit and provide high-quality services (administrative services outwards, and support services for administrative bodies at the local level inwards). In places with options for the merger of locations, the so-called administrative centres will be formed at one address as the means of operation of various public sector bodies, which may have equal or more points of contacts for service users. Mergers bring numerous positive effects for citizens (high-quality services in one place and uniform official hours) and the administration (lower costs, connection and cooperation in the long term).

By introducing new forms of organisation for the decentralised manner of executing administrative tasks:

- it will be possible to carry out less frequent administrative tasks and services which are not crucial for citizens (customers) at the head office of administrative districts or administrative centres;
- the centralisation of the implementation of professionally demanding tasks will be possible;

- it will be possible to reallocate work, and financial, human and material resources fast and more efficiently;
- it will be possible to adjust development regions and the network of regional development institutions to administrative districts;
- the ministry responsible for public administration will coordinate the operation of administrative districts and administrative centres more easily, and coordination will be also simpler for other line ministries;
- it will be possible to communicate and coordinate work with other parts of the territorially decentralised state and public administration more easily and efficiently;
- it will be possible to coordinate state administration with Regional Development Councils as regional development institutions in the transitional period to the formation of regions.

Future organisation of the operation of the part or segment of the territorial level of state administration will not produce new or additional bureaucratic barriers for customers; on the contrary, in the long term, it will provide:

- better quality of services (unification of bases for decision making in related and similar cases, better opportunities to transfer good practice and exchan-

ge expert experience, better horizontal and vertical communication, etc.);

- greater efficiency in resolving administrative matters (the possibility to reallocate administrative matters and work for example within an individual administrative district, the formation of specialised expert groups or teams of civil servants who will deal with the most demanding administrative matters, etc.);
- optimal and rational operation of state administration (lower management costs – do the same with less resources or more with the same amount of funds, better cost efficiency);
- more efficient potential human resource management (the provision of even and comparable burden of civil servants, the enhancement of professionalism of civil servants through professional specialisation, the transfer of knowledge among many employees, etc.);
- the actual network of points of contact to be more adjusted to specific needs of users in a certain area.

c) Development leader, key stakeholders, assumptions and risk factors

The development leader is the Ministry of Public Administration. Key stakeholders are other ministries, government services, Office of the Prime Minister of the Republic of Slovenia, bodies within ministries, municipi-

pal administrations and holders of public authorisation (institutes, agencies). An important role is also assumed by organised forms of employee representation (trade unions) and users of public administration services. Risk

factors for making a shift in this area are overcoming reluctance to changes, the lack of awareness of the urgency of efficient operation and use of resources, political instability and shifts in political orientation.

d) Measures for achieving the target state

Table 2: Measures for achieving the target state of the rational public administration organisation

Target	Expected results	Measures	Indicator	Target values for 2020	Leader	Source or assessment of necessary financial means/ assessment of savings
Efficient organisation of the central level of state administration	Efficient and prompt preparation, and regular monitoring of the realisation of national development (strategic) plans	A snapshot of current situation (comprehensive organisational and functional analysis of public administration at the central and territorial level)	Number of duplicated processes	Lower than in the base year of 2015	MJU	Required funds in the amount of EUR 150,000 (85 per cent of which EU funds 2007–2013)
	Efficient actions when establishing deviations that could threaten the attainment of the target state referred to in development plans	Preparation of a proposal for the optimisation and rationalisation of public administration bodies (based on the analysis and indicator review)	Number of successfully carried out inter-sectoral reform projects	100		
	Coordinated operation of all governmental sectors towards improving strategic guidelines and decisions of the Government	Recognition of the needs from the aspect of reorganisation	Share of attained strategic and programme objectives	90 %		
	Better responsiveness and proactive operation, especially in the implementation of the regulative function	Preparation of all required regulatory bases for required organisational changes				
		Formation of the Centre of Government as the coordinator of strategic development tasks of the State				

Target	Expected results	Measures	Indicator	Target values for 2020	Leader	Source or assessment of necessary financial means/ assessment of savings
Efficient territorial organisation of public administration	Functionally and horizontally connected public administration at the local level	A snapshot of current situation (comprehensive organisational and functional analysis of public administration at the central and territorial level)	Number of administrative bodies at the local level	Coordinate the territorial coverage of the operation of individual public administration bodies for 80 per cent of public administration bodies at the local level	MJU	Required funds in the amount of EUR 150,000 (85% of which are funds from EU 2007–2013) – the assessment of the required funds is shown at the target section on the previous page
	Cost efficiency of work processes	Preparation of a proposal for the optimisation and rationalisation of public administration bodies (based on the analysis and indicator review)	Number of administrative bodies (or their organisational units) which operate at one address (administrative centre)			
	Reduced operation costs of public administration bodies					
	Optimised work processes					
	Higher quality of services performed	Recognition of the needs from the aspect of reorganisation	Number of administrative tasks per civil servant	+ 10% or + 124 administrative tasks per civil servant		
		Preparation of all required regulatory bases for required organisational changes	Number of administrative tasks related to funds used	+ 10% or + 290,000 per assessed value of budgetary funds of administrative units		
			Material costs per civil servant	Reduce the costs for the operation of public administration at the local level by 5%		

6.1.2 Programming budget

The strategic objective of the measures from this chapter which refer to all budget users in public administration is the efficient use of human, financial, spatial, environmental and energy resources.

a) Existing situation

Correct planning of budgets is an important element in the operation of public administration. If the operation is not optimal and is focused on indices from previous years rather than on programme planning, the execution of the programme set is less effective and especially less reliable. The beginning of budgetary planning in Slovenia dates back to 2001 when the national budget was first presented according to the programme structure. The programme structure of budgets merged tasks or activities of line ministries into programmes and policies. However, the objectives and results of the programmes, and connections with the provision of public services have not always been clearly established. The next set of reforms (2010–2012) attempted to correct that and change the manner of budget preparation, so that the purposes, objectives and indicators which are part of the budget documentation are crucial for decision-making

on specific budget allocations.¹¹ A result-oriented or programming budget undoubtedly provides a clearer picture of where we are, what we have planned, where we wish to go, and how social welfare has improved (OECD, 2007). Based on an assessment by the European Commission, the Republic of Slovenia ranks 6th in terms of the quality of medium-term budgetary resources.¹² The consequence of still imbalanced productivity growth of the private and public sectors is real growth in the costs of public goods. Wider reasons for uncoordinated operation include insufficiently defined state measures and related general government expenditure. The aspect of content is often in a subordinate position in comparison with the financial

¹¹ Several budget classifications are used in Slovenia for budget planning, such as institutional classification (shows who uses public finance within the general government sector), economic classification (shows how public finance is used and for which economic purposes), functional classification – COFOG (explains with an international methodology what public finance is used for and for which functions of the State), and classification of expenditure by financial resources (explains the sources of public finance). Programme classification is the basis for the introduction of a result-oriented budget. It states the policies, programmes and sub-programmes in accordance with which the State executes its tasks and programmes, and explains what public finance is used for, and which objectives from strategic and other operational documents are being pursued (it also defines monitoring indicators).

¹² Material of the European Commission – Member States' Competitiveness Report for 2014: The European Commission Annual Report in the light of Article 173 of the Treaty on the functioning of the European Union. The index cover quality with five types of criteria: the existence of a domestic framework, connection with the annual budget, the inclusion of the national parliament in medium-term programme planning, coordination between government levels prior to determining medium-term objectives, and monitoring and implementing mechanisms.

aspect¹³. In order to implement the provisions of the Treaty¹⁴, Slovenia amended Article 148 of the Constitution of the Republic of Slovenia¹⁵. This enforced the principle of balanced public finance at the highest level, limiting government borrowing in the long term by preventing the government from increasing the debt for its operations. The constitutional act also stipulates that an act passed by the National Assembly of the Republic of Slovenia by a two-thirds majority vote of all deputies¹⁶ regulates the implementation of the constitutional principle and defines extraordinary circumstances in which discrepancies may be permitted, as well as suitable correction mechanisms, and the Medium-Term Budgetary Framework (MTBF) to attain the medium-term objective (MTO). In March 2014, the IMF carried out the review of the strengthening of the public finance framework in Slovenia. The basic recommendation remains that budgetary documents submitted to the national Assembly must show the full picture of public finances – general government sector and all its elements.

¹³ Guidelines for the verification of preliminary conditions of the thematic objective “enhancing institutional capacity of public authorities and stakeholders, and efficient public administration”.

¹⁴ Treaty on Stability, Coordination and Governance in the Economic and Monetary Union (the so-called fiscal pact).

¹⁵ Official Gazette of the Republic of Slovenia, no. 47/13 of 31 May 2013

¹⁶ Not yet adopted.

In addition to the correct planning of budgets, an important element of the administration operation is internal supervision of public finance which was systemically introduced to public administration by the Public Finance Act in 2002. The established organisational structure of the implementation of internal supervision of public finance is integral and signifies systemic inclusion of all budget users with ensured central body for main supervision and coordination represented by a body within the Ministry of Finance. All budget users have not yet suitably established internal supervision of public finance.

b) Target state

A programming budget will be introduced as a mechanism to connect the government’s strategic plans and priority with the drafting of the state budget. This requires comprehensive policies at the national level, and the coordinated establishment of financial and substantive frameworks with regional and municipal levels. By efficiently realising the objectives and commitments in the economic, environmental and social fields in accordance with a uniform policy created in such a way (which should reflect objective-oriented budget), ‘operations towards the common objective’ could be achieved and the financing of funds required to realise the objectives could be ensured. The implementation, monitoring and awareness of structural reforms in the entire general government sector

would thus be enhanced. Schick¹⁷ says that a budget is a contract with the nature of “a fiscal contract, where taxpayers must be aware of the risk they are assuming and clearly understand how we will reach the path of sustainable public finance (a fiscal framework is actually ‘advice’ on how to achieve long-term stability of public finance)”. The path is the element that must be defined in two steps. The allocation of public finance to programmes must be planned for a period of several years in accordance with the objectives of the policies for whose realisation the programmes were created. The main task in strengthening public finance is to establish an appropriate top-down budget planning process. The legislative framework must be strengthened for the adoption of a medium-term budgetary framework (MTBF), which will ensure binding guidelines for determining the medium-term fiscal objectives/framework for each main component of the general government sector are determined for the medium term (state budget, municipalities, the Health Insurance Institute of Slovenia (ZZZS)¹⁸ and the Pension and Disability Insurance Institute of the Republic of Slovenia (ZPIZ)¹⁹). In addition to the excessive deficit procedure (EDP), Slovenia must also observe

¹⁷ Allen Schick, a professor of public policy at the University of Maryland, an adviser to the USA Congress, and a distinguished expert on budget and public finance.

¹⁸ Health Insurance Institute of the Republic of Slovenia.

¹⁹ Pension and Disability Insurance Institute of the Republic of Slovenia.

the Treaty on Stability, Coordination and Governance in the Economic and Monetary Union²⁰ which stipulates that Slovenia must attain its medium-term public finance objective²¹. The latter is defined in the Stability and Growth Pact as the structural general government balance. In addition to the working balance, this also requires the long-term debt sustainability of the general government sectors and consideration for long-term costs related to an ageing population²². Therefore, it is especially necessary not only to adopt, but also to successfully implement a suitable medium-term budgetary framework and the fiscal rule, whereby all substantive and temporal shortcomings must be clearly defined, so that the requirements arising from the “European semester” are observed, which will be carried out by amending legal bases. In order to improve the system of planning, monitoring and evaluation at the level of the general government sector, the following needs to be done in the coming period:

- gradually include all other budget users in the information system for the preparation and implementation of budgets, as it is currently regulated for direct users of the state budget,
- introduce a programming approach also for all indirect budget users and ZPIZ and ZZZS,

²⁰ TSCG – Treaty on stability, coordination and governance in the EMU.

²¹ MTO or medium-term objective determined by the EC.

²² The currently determined MTO for Slovenia is 0.0 per cent of GDP and is calculated according to the methodology adopted.

- define programme indicators (cause and effect connections),
- determine a system for reporting and a detailed evaluation of individual programmes,
- gradually automate processes of consolidating budgets for reporting purposes,
- establish a “budget Supervisor”, an online application modelled after the Supervisor application that traces the flow of public funds, which will enable various and additional insights into expenditure, including the programming view,
- upgrade the information system for preparing budgets, including support for monitoring and evaluating objectives of individual programmes with adequate indicators,
- consistently implement the programming budget with the view to defining cost centres.

Each of the tasks listed above can be realised only in the medium- and long-term. What is most important here is the process, which will be influenced by a large number of exogenous and endogenous factors regardless of the economic policy that is implemented. Too many factors are deemed exogenous and beyond our ability to influence (for example, political, social and demographic factors), but the rigidity of expenditure adjustment can be influenced. A consensus on the objectives must be reached, and the criteria for determining programme priorities in the first phase at the

national level must be defined, and then transferred to sectoral objectives, and the required structural and institutional changes need to be connected. We are convinced that this can only happen through a suitable monitoring and evaluation system²³ and a transparent procedure for preparing programming documents and the budget. Special attention must be paid to the qualification of personnel for determining performance indicators which would be included in the budget preparation procedure and whose attainment would be the responsibility of relevant ministries. In addition to the listed reforms, which will enable a comprehensive approach to a programme budget, adequate mechanisms for reporting and evaluating the results of implementing the budget need to be adjusted or introduced.

In order to enhance performance, efficiency, the attainment of the objectives, risk management, etc., a significant contribution may be made by mechanisms of internal supervision of public finance, especially in the function of internal audit of public administration institution. Efficient internal audit includes those activities that produce the main ideas to detect and solve the most pressing problems with the emphasis of seeking the best opportunities based on the extension and/or preservation of established (incontestable)

²³ The (former) Government Office for Development and European Affairs (SVREZ) developed software for monitoring and evaluation of objectives with adequate indicators.

solutions, whereby preventive operation and the role of internal auditors should be pointed out. Internal auditors guarantee budget users that risks are managed and prepare recommendations to improve guidelines, procedures and processes for all cases where this is necessary. Internal audit is only carried out by highly professional civil servants (high requirements regarding education, work experience and the professional title), whereby their work must comply with high standards of professional ethics, and incontestable and highly professional implementation. To realise the benefits arising from internal supervision of public finance, the strategic orientation of the Ministry of Finance includes further enhancement of internal supervision of public finance.

d) Measures for achieving the target state

Table 3: Measures for achieving the target state in the area of programming budget

Target	Expected results	Measures	Indicator	Target values for 2020	Leader	Source or assessment of the required funds/assessment of savings
Strengthen public finance by establishing a suitable top-down budget planning process and introducing a programming budget at the national level	Each ministry/administration prepares a programming budget	Implementation of a programme-oriented budget which includes analyses of possible simplifications, transparency mechanisms and amendments	Number of institutions which have developed a programming budget in the past year Number of institutions which have published – reported on the implementation of their programming budgets	> 5 > 5	MF	/

c) Development leader, key stakeholders, assumptions and risk factors

The leader is the Ministry of Finance. Key stakeholders are budget users (direct and indirect), i.e. state and municipal authorities and organisation, public institutes, public agencies, funds, chambers, etc. Risk factors to make a shift in this field are the lack of awareness of the necessity of measuring the effectiveness and efficiency of operations, and the use of resources, political instability and shifts in political orientation, responsibility for the implementation and its monitoring, overcoming aversion to change, lack of vision, and incoherence of the vision of individual ministries and the Government’s strategic objectives.

6.1.3 Project management in public administration

Regarding project management, the strategic objective is “efficient use of human, financial, spatial, environmental and energy resources”. The thematic field addressed in this chapter refers to all public administration bodies.

a) Existing situation

The project manner of work that would be related to the attainment of pre-set objectives and results in a certain period with certain funds and human resources is not generally established in public administration. Awareness of the target approach instead of the process approach, and knowledge of project management are insufficient. Most projects carried out in public administration and the wider public sector are financed by the budget, which means that projects must be planned by institutions in the prescribed manner, and coordinated with national and other strategies (especially EU strategies). The existing operation of public administration in Slovenia is based on the realisation of the objectives of the Government, ministries, national and sectoral strategic and programme documents. There are over 140 of the latter in Slovenia. The content of individual documents is frequently not in complete compliance with the objectives. In addition, public administration includes many wor-

king groups (sectoral and inter-sectoral) which carry out their tasks in various manners and with different effectiveness. Leaders of individual activities are rarely known up to the level of individual employees, and they carry them out in accordance with their possibilities (temporal, human, financial) and priority guidelines. Currently, there is also no body or subject which would take over the main coordination and advisory services, and coordination when leaders have major problems in the attainment of their objectives which put the implementation at risk.

b) Target state

Projects in public administration must be suitably included in the national budget and budgets of local communities, and in financial plans of public institutes and agencies, and other institutions which fall under public finance regulations. A project-oriented manner of work will be established in public administration on the basis of a uniform project management methodology. The introduction of the project-oriented manner of work will be gradual, since it is a significant shift from the current manner of work by introducing regular measuring of indicators and supervision over the attainment of the planned milestones. The introduction will be carried out together with raising the awareness of advantages of the project-oriented manner of work and enhancing the competences of employees in public administration.

By introducing the project-oriented manner of work, regular and transparent supervision over the operation of bodies will be established, which, together with the introduction of the programming budget, will facilitate the modernisation of public administration, and more rational and efficient use of public funds. Measures to attain the strategic objectives when introducing project management are as follows:

- preparation of the project management methodology in public administration, including the definition of the reporting system;
- systematic training of employees in public administration on the project-oriented manner of work through:
 - internal training (sharing knowledge within ministries);
 - education at the Administration Academy and education organised by outsourcers;
 - horizontal transfer of good practice among ministries;
- establishment of a tool for IT supported planning and implementation, monitoring and reporting on major strategic projects;
- establishment of the leading body or an organisational unit to coordinate and supervise the implementation of projects, and its empowerment from the aspect of competences (e.g. Government project office).

c) Development leader, key stakeholders, assumptions and risk factors

The leader for the introduction of the project-oriented manner of work will be the Government Office for Development and European Cohesion Policy which will take over the preparation of the methodology, while the Ministry of Public Administration will take over the implementation of the training of employees in project work and the training of project managers through the Administration Academy, and guide the operation to establish the IT support tool for projects. Key stakeholders are other ministries, government services, bodies within ministries, municipal administrations, holders of public authorisation and non-governmental organisations. Risk factors for the introduction of the project-oriented manner of work are especially:

- insufficient interest in the project-oriented manner of work (fear of change, too many current tasks, unawareness of positive effects);
- insufficient competence of project managers;
- lack of suitable co-dependence between successful attainment of the objectives and the quality of results, allocated funds and the remuneration system;
- insufficient functional ability of the selected IT support tool or its non-use in practice.

d) Measures for achieving the target state

Table 4: Measures for achieving the target state in the field of project management in public administration

Target	Expected results	Measures	Indicator	Target values for 2020	Leader	Source or assessment of the required funds/ assessment of savings
Efficient and rational realisation of the strategic and developmental objectives	Established project management as the method to attain the objectives	Preparation of the project work methodology in public administration	Number of prepared early project elaborates according to the methodology prepared	50	SVRK MJU	EU funds (OP – 11/2)
		Establishment of an organisational structure for main supervision, coordination and orientation of the strategic projects of the Government	Number of attained strategic and programme objectives	100		
			Number of civil servants trained in the use of IT solutions for project preparation and management	150		
		Establishment of a tool for IT supported planning and implementation, monitoring and reporting on projects				
		Preparation of training programmes for employees in public administration	Number of civil servants trained in the preparation of early project elaborates and project management	300		

6.2 Efficient use of resources

6.2.1 Human resource management

The strategic objective regarding efficient human resource management (hereinafter referred to as ‘HRM’) is especially “the system of flexible management of employees using mechanisms of responsibility, and the upgrading of the salary system with motivation mechanisms” through measures in the field of competence, the system of civil servants and the salary system. The measures that refer to the salary system will be introduced to the entire public sector, while the measures in the field of competence and the system of civil servants will refer to the narrow section of state administration or state bodies and municipalities. Individual instruments for managing civil servants will be introduced and will focus on strategic HRM in public administration, which will ensure efficient operation of the system and the attainment of the objectives in public administration. Through an additional and renewed existing tool for human resource management, this field will target the construction of a better civil servant system, professional administrative management and the development of the HRM function.

a) Existing situation

HRM is part of the public administration system and among the most important sources for efficient operation of the system and the attainment of the objectives in public administration or the wider public sector. Enhanced activities in the HRM field will contribute to the professionalisation and development of professional competences of employees, and achieve long-term effects that will be reflected in the higher quality of public services.

The current arrangement of HRM with the adopted legal bases includes:

- annual interviews with civil servants; this is a tool for monitoring the work, professional competences and careers of civil servants, whose purpose is to prepare an annual work programme for individuals, determine the objectives and expected results, and the basis for the monitoring of work and the achieved results; and
- a special open competition; this is a tool for selecting the highest officials according to a predetermined procedure and by taking into account the standards, criteria and methods for verifying professional competence.

The system of annual interviews is conceptually relatively appropriate and, if implemented correctly, would facilitate the attainment of the objectives, since heads may use it to achieve the best possible performance of employees, their knowledge, competences and skills, which is also its basic purpose. Major efforts are definitely required to implement them appropriately in practice, as experience and analyses carried out show that heads frequently perceive the annual interview as an unnecessary obligation which does not produce results, but is time-consuming. Annual interviews also include proposals for careers through fields of interest or ambitions defined by employees, but this is mostly the case of wishes that are expressed by employees which do not receive comprehensive treatment in practice and are not frequently realised. During annual interviews, heads should harmonise with workers the key competences in their work which have a decisive affect on their performance and the extent to which individuals correspond to these requirements, and also what could be done so that the competences required at workplace would overlap with the actual characteristics of employees. In addition, annual interviews should express an understanding and the personal involvement of individuals in the attainment of the annual objectives of the body, and an understanding of their personal contribution to the attainment of the strategic objectives of the public administration development. Greater emphasis

should be put on the recognition of individuals' opportunities which could contribute to the development of innovation culture, and the introduction of changes and improvements. In summary, this context does not take into account career opportunities or employees' potential, which would result from preparing competence profiles of posts.

In accordance with the existing legislation, the competency model has already been established in state administration at the highest management level, but not for middle and lower managerial personnel, and other civil servants. Competences have been prepared and introduced in practice for the highest official posts for which the Officials' Council has adopted Standards of professional qualifications with selection criteria and methods of qualification testing for position officials in state administration, which may be the basis for the establishment of a competency model for other jobs. Determining of the required competences of employees is also important for other jobs, since they enable individuals to successfully and efficiently carry out their work in accordance with the job requirements. The individuals' assessment regarding their competences in comparison with the expected or required competences to do a certain job must be the decision-making basis when employing, planning individuals' careers and preparing a training plan. It is a combination of expert knowledge, skills, personal characteristics and abilities (defined in

the competence profile of a job), which are an excellent tool for employees' career development and employing the right people for the right jobs. It happens in practice that individuals who are experts in certain areas but lack sufficient management competence are allocated to posts of middle and lower operational management. The successful performance of these tasks requires more than formal education and professional competences, i.e. other types of knowledge and skills which enable individuals to perform their work at the highest level. Establishing the competence system in public administration means determining competences for individual jobs or groups of jobs, establishing the verification system or establishing individuals' competences and establishing the system for maintaining and upgrading the required competences of employees.

Demographic characteristics of employees are an important element of the long-term planning of human resources. The age structure is the key indicators of a balanced distribution of jobs between various age groups in public administration as a whole and within individual organisational units. This is important for current and future implementation of the State's tasks. In recent years, the share of employees younger than 30 has been significantly declining in Slovenian public administration due to limited employment. This expanded the divide between age groups which may produce negative effects in the operation, and espe-

cially in the transfer of knowledge and taking over management positions, since a generational gap in suitably qualified personnel may occur in a few years.²⁴ Due to the existing age structure, seeking solutions to rejuvenate public administration must be seriously undertaken and the working activity of older people must be promoted.

For the implementation of HRM policy in state administration bodies, calculation of salaries and the implementation of other obligations of employers, as well as for decision-making on the rights and obligations arising from employment relationships, central personnel records of state administration are kept as a computerised database. In view of users' experience, human resource procedures and tools must be supported by modern IT solutions within the existing IT system to achieve strategic HRM. Additional functionalities of the personnel IT system that will facilitate the preparation of modern personnel analyses, simulations and statistical reports must be ensured for comprehensive, high-quality and efficient planning, and the management and monitoring of the results of HRM.

²⁴ OECD's review of public administration in the Republic of Slovenia; Slovenia: Towards a Strategic and Efficient State, 2012

The European Commission and experts (SIGMA and OECD²⁵) have pointed out the need to enhance the efficiency of our public administration, to which efficient HRM must contribute. In their reports, based on analyses, they stated findings which may be a basis for further amendments to, and the modernisation of HRM. Based on the OECD report, central public administration should have the capacity required to implement the Strategy, from efficient management to suitable knowledge, skills and competences of employees. Human resources are a support framework for executing administrative tasks; therefore, the OECD emphasises the urgency of a strategic approach to their management at the national and other levels in order to ensure connections between personal and organisational performance objectives, and objectives throughout public administration.

To systemically resolve the issues of HRM, the Civil Servants Act²⁶ (hereinafter referred to as 'CSA') was adopted in 2002 to establish a comparable European civil servant system, and the system was set up in 2003. Slovenian civil servant legislation (the CSA and executive acts) follows European standards for the

civil servant system and comprises institutions comparable to EU institutions.

The introduction of the civil servant system in Slovenia constituted a significant change in the field of regulating employment relationships, and organisation and job classification in state bodies and local community administrations. Its implementation in practice and the adoption of amendments which were a consequence of certain shortcomings and specific situations influenced transparency, which is why it would be sensible to amend or update this field. During the implementation of the system, practice has shown certain shortcomings and problems, i.e.:

- vague and rigid legislation in certain fields, which does not facilitate problem solving in practice within the available financial and human resources;
- limited options for transfers which are intended for the rational use of existing human resource capacities to perform tasks;
- vague definition of responsibilities and competences of highest officials;
- insufficient regulation of legal bases for organising work and devising job classifications (determining conditions for filling posts, etc.);
- insufficient regulation of competences and possible actions of inspectors for the civil servant system.

25 OECD's review of public administration in the Republic of Slovenia; Slovenia: Towards a Strategic and Efficient State, 2012

26 Official Gazette of the Republic of Slovenia, nos. 63/07 – official consolidated text, 65/08, 69/08 – ZTFI-A, 69/08 – ZZavar-E, 74/09 – Constitutional Court Decision: U-I-136/07-13 iand40/12 – ZUJF.

The aforementioned shortcomings were pointed out by the individual state authorities and administrations of local communities to which the CSA applies. Shortcomings in practice were also established by the Public Sector Inspectorate, which is responsible for supervising implementation of the CSA in practice. The inspection service for the civil servant system which operates within the Public Sector Inspectorate establishes and highlights in its regular annual reports on the work of the inspection service²⁷ shortcomings identified when carrying out inspections.²⁸ Also important are the findings from the operations of the Officials' Council and the Complaints Commission regarding employment relationships at the Government of the Republic of Slovenia which decides on complaints against decisions on the rights or duties arising from the employment relationships of civil servants with state administration authorities, judicial authorities and administrations of local communities. Recommendations for improving certain parts of the civil servant system are proposed by the Court of Audit of the Republic of Slovenia in its regular annual audit reports on their

work.²⁹ The Human Rights Ombudsman of the Republic of Slovenia also issues regular annual reports in which certain recommendations refer to the civil servant system.³⁰

Taking into account experience from practice, the comments and proposals of users of the system, the findings of inspections and findings in the operations of the Complaints Commission regarding employment relationships, the Court of Audit and the Human Rights Ombudsman, an internal analysis was carried out; in January 2013, the first bases for amendments to the existing civil servant system were drafted and a public discussion was carried out via the State Portal of the Republic of Slovenia and the e-democracy sub-portal³¹, which invited the wider and expert public to participate.

Since 2009, Slovenian public administration and the civil servant system have been reviewed and assessed also by external foreign experts (SIGMA and OECD³²). The SIGMA report on the sustainability of the

29 Annual reports of the Court of Audit of the Republic of Slovenia available at <http://www.rs-rs.si/rsrs/rsrs.nsf/1/K86546B35F636AAC-1C1257155004B3D11>.

30 Annual reports of the Human Rights Ombudsman of the Republic of Slovenia available at <http://www.varuh-rs.si/publikacije-gradiva-izjave/letna-porocila-priporocila-dz-odzivna-porocila-vlade/>.

31 See <http://e-uprava.gov.si/e-uprava/edemokracija.euprava>.

32 OECD's review of public administration in the Republic of Slovenia; Slovenia: Towards a Strategic and Efficient State, 2012

27 Annual reports on the work of the Public Sector Inspectorate available at the website of the Ministry of the Interior http://www.mnz.gov.si/si/varnost_in_nadzor/inspektorat_za_javni_sektor/.

28 Report on the work of the Public Sector Inspectorate in 2013, page 35, available at http://www.mnz.gov.si/fileadmin/mnz.gov.si/pageuploads/JAVNA_UPRAVA/IJU/SV_porocilo_IJS_2013.pdf.

reform processes of civil servants systems in Eastern and Central Europe following EU accession ('Sustainability of Civil Service Reforms in Central and Eastern Europe Five Years after EU accession', SIGMA Document no. 44, April 2009) should be especially emphasised. The report pointed out certain weaknesses in individual fields, i.e. when assessing the performance and remuneration of civil servants; establishing disciplinary responsibility; verifying the knowledge of civil servants; job security and the possibility of dismissing senior officials upon a new government taking office, etc.

Another important part of HRM are the assessment and remuneration of civil servants according to the results of their work or the complexity of work tasks. The existing salary system was introduced in 2008. It established the principle of the salary system transparency throughout the public sector and also systemic solutions applicable to the entire public sector regardless of the special features of individual parts of this sector. Regulations at the systemic level (the Public Sector Salary System Act, executive acts and the Collective agreement for the public sector) determine remuneration mechanisms for civil servants (procedure to determine performance, promotion, determining of a higher basic salary) which are applicable to the entire public sector not only to public administration.

Practice showed that the applicable salary system included too many automatic processes which affect the level of salaries, while the connection between work results and salaries is insufficient, which is also shown in the Impact analysis and established shortcomings of the salary system in the public sector³³ which was carried out on the basis of ministries' proposals. This led to rigid human resource management which also affects the motivation of employees when performing their work tasks. Key stakeholders have established that the procedure for the assessment of performance and promotion of civil servants was too complicated, especially in that there was no clear connection between the assessment which is intended to verify the conditions for promotion to a higher pay grade and the assessment which is intended to establish the eligibility for the payment of the part of salary which refers to regular performance.

International comparisons of the inclusion of performance in human resource decisions show that Slovenia ranks above the OECD member states with its 0.7 per cent.³⁴ The OECD establishes that the anticipated process for the assessment of performance civil

³³ Impact analysis and established shortcomings of the salary system in the public sector, June 2011 (internal material of the Public Sector Directorate).

³⁴ Reviews of public administrations, Salary system in the Slovenian public sector, 2011, Paris.

servants in Slovenia is relatively well developed and comparable with systems in other OECD member states. However, heads' understanding of the significance of motivation in human resource management is insufficient (e.g. all civil servants in a certain organisational unit are assessed with 'excellent'), and the observance of the assessment criteria is also not coordinated. In general, the OECD establishes that the salary system is still rigid. Therefore, its transformation must continue. In addition to the aforementioned, the OECD points out the overregulation of the public sector organisation, HRM (including salaries).

b) Target state

The successful performance of work tasks and the provision of public services depend on human resources which is also emphasised by the OECD. Therefore, Slovenia will introduce a renewed system of human resource management and suitable remuneration at the level of entire public administration and public sector.³⁵

For efficient HRM in state administration, it would be sensible to establish a uniform competency model and to upgrade the IT system, which however, due to

³⁵ Partnership Agreement between Slovenian and the European Commission for the 2014–2020 period, July 2014.

the size of the field of operation, the diversity of fields in state administration and various groups of jobs, constitutes a great challenge. Both objectives will be attained in the following manner:

- when setting up the competency model, competences will be introduced which are required by the working process and competences which are required for future work. The competency model will be the basis for the performance of analyses of the competences civil servants lack, which will also be the basis for the organisation of training and employees' career orientation. The model will facilitate the optimal utilisation of human resources by establishing a connection between annual interviews, the assessment of performance, the system of training, remuneration and promotion of civil servants, and the vision and objectives of state administration bodies;
- the modernised existing IT system for HRM in state administration bodies will facilitate personnel analyses and simulation for comprehensive, high-quality and efficient planning, and the management and monitoring of the results of HRM, support of strategic planning and the development of personnel, greater mobility of employees, monitoring of the development of employees, planning and monitoring of their careers, remuneration, planning of training, and managing of all required records on employees and training.

The objective of the renewal and modernisation of public administration in Slovenia is for it to operate, with an excellence of a professional public civil service, more efficiently and professionally, and in accordance with the principles of good management and values such as law and the rule of law, professionalism, transparency, integrity and corruption prevention, responsiveness and user-orientation, ethics, fairness, responsibility, etc. The aforementioned objective will be attained especially by:

- simplifying the civil servant system, and by ensuring fair, unbiased and professional competence-based employment procedure of suitably professionally competent civil servants;
- more precisely defining the duties of civil servants to attain the objectives and options of employers in cases of the non-fulfilment of duties by civil servants, including the option of transfers;
- more precisely defining the responsibilities and competences of the most senior officials;³⁶
- facilitating vertical and horizontal mobility of civil servants which will facilitate better performance and responsiveness of public administration;

³⁶ Recommendations for introducing changes in the operation according to the principle of good management based on a clear definition of responsibilities and assuming responsibilities for the decision made were also proposed by the Court of Audit of the Republic of Slovenia in the Strategy of the Court of Audit of the Republic of Slovenia for the 2014–2020 period; [http://www.rs-rs.si/rsrs/rsrs.nsf/V/K569F66CD-DE98AD4AC1257C3C00267143/\\$file/strategija2014-2020.pdf](http://www.rs-rs.si/rsrs/rsrs.nsf/V/K569F66CD-DE98AD4AC1257C3C00267143/$file/strategija2014-2020.pdf).

- enhancing integrity and preventing corruption in public administration based on the comparative legal arrangement and EU recommendations, by adopting and unifying ethical codes, and introducing the system of mandatory rotation of employees (e.g. every five years) regarding jobs or work processes or specific actions (e.g. contract managers) with a higher risk of corruption assessment, which will be separately determined and marked in job classification. The jobs include the jobs or tasks with a risk of corruption or conflict of interest (e.g. public procurement, contract managers, etc.);
- establishing more efficient supervision over the implementation of the provisions of the civil servant and wage legislation;
- establishing more efficient supervision over the implementation of the provisions of the civil servant and salaries in public sector legislation.

Within the system of uniformly determined basic rules for the operation of the salary system which applies to the entire public sector, the salary system will be upgraded with motivation mechanisms (performance, promotion, the possibility to have temporarily higher salary). The basic objective is to attain better connection between work results and remuneration of employees, especially by:

- amending systemic regulations that affect the effective and efficient performance of work tasks;

- greater awareness of employees of the importance of the elimination of automated processes when determining salaries, which are not related to work results;
- simplifying procedures for establishing performance and promotion.

c) Development leader, key stakeholders, assumptions and risk factors

The leader is the Ministry of Public Administration. Key stakeholders which will be coordinated and cooperated with are state administration authorities, other state authorities, judicial authorities, the Association of Municipalities of Slovenia, the Association of Municipalities and Towns of Slovenia, the Association of Urban Municipalities of Slovenia, Officials' Council, representative trade unions, and expert and other interested public. The Ministry of Public Administration will acquire the positions of all stakeholders on individual questions and additional information on the proposed content via public discussions, and active participation of expert and wider interested public. Solutions will be prepared by taking into account good practices of other countries. Therefore, Slovenia's cooperation in international network is very important.

Most risk factors refer especially to political instability, the lack of financial and human resources, and lengthy negotiations and coordination with social partners.

d) Measures for achieving the target state

Table 5: Measures for achieving the target state in the field of human resource management

Target	Expected results	Measures	Indicator	Target values for 2020	Leader	Source or assessment of the required funds/ assessment of savings
Improve human resource management (competences, civil servant system, salary system)	Efficient personnel procedures	Amendments to regulations on the civil servant and salary systems	Number of amendments carried out (amendments, improvements and simplifications) to the civil servant and salary systems	At least 5	MJU	/
	Recognise/analyse competences of civil servants	Establishment of a unified competency model	Number of posts with the established competency model	At least 80%	MJU	EU funds (EUR 2,520,000)
		Upgrading of the IT system for human resource management	Number of new functionalities/types of tools provided by the upgraded IT system	At least 3	MJU	
	Better connection between work performance and remuneration	Simplification of procedures for establishing performance and promotion	Share of employees whose salary increased due to above-average performance	Up to 20% of employees	MJU	/
			Average ratio between the fixed and variable part of salaries in the public sector	Increase in comparison with the period prior to the introduction of amendments		
	Efficient supervision over the civil servant and salary systems	Better normative regulation of competences and measures of inspectors in this field	Number of justified complaints, reports and applications by civil servants in inspections	By 10% less	MJU	/

6.2.1.1 Enhancing the competence of civil servants

a) Existing situation

Pursuant to the CSA, every civil servant has the right and obligation to receive on-the-job training, and improve their professional knowledge according to a determined programme and following the referral of a superior. The costs of on-the-job training carried out in accordance with a certain programme are borne by the employer. Civil servants participate in training programmes organised within or outside state administration, at home or abroad. The main institution in state administration for training civil servants is the Administration Academy, which performs civil servant training tasks, and is responsible for the systematic and permanent preparation and implementation of horizontal programmes for training civil servants, i.e. those programmes which are common to all state administration bodies, the monitoring and analyses of the situation regarding the education and training of civil servants at the national level, the evaluation of existing and new training programmes, and for the organisation and implementation of a horizontal proficiency examination and knowledge tests. Specific training programmes and the proficiency examination are the responsibility of individual line ministries.

According to the report by the state administration³⁷, the share of training at the Administration Academy compared to all training of civil servants amounted to 12 per cent in 2013 (15 per cent in 2012), the share of outsourcers in Slovenia was 24 per cent (19 per cent in 2012) and 2 per cent abroad (the same as in 2012), while 62 per cent (64 per cent in 2012) of training was internal. The data collected show that each employee at a ministry, body within the ministry, government service, administrative unit or another state body, including courts, received an average of 3.67 days (2.23 days in 2012) of training in 2013, which is encouraging, but still significantly less than the long-pursued objective of five days or the internationally recommended eight days.

Training programmes are aimed at systematically stimulating and motivating the development, competences and satisfaction of employees in the administration, and of users of their services. Organising training for civil servants is focused on the strategic objectives and concepts of development in time and space with the emphasis on more efficient and cheaper administration. Suitable training programmes intended also for older civil servants will facilitate the preservation

³⁷ http://www.mnz.gov.si/fileadmin/mnz.gov.si/pageuploads/JAVNA_UPRAVA/Upravna_akademija/IZPITI_IN_SEMINARJI/igor/POROCILO_2013.pdf and http://www.mnz.gov.si/fileadmin/mnz.gov.si/pageuploads/JAVNA_UPRAVA/Upravna_akademija/UA/Porocila/Porocilo_UA_2012.pdf

of the existing competences, which will enable them to efficiently carry out their tasks and give them satisfaction at work. The objective of the training is for civil servants to act in a lawful, independent, politically neutral, unbiased, responsible, open and ethical manner, and to acquire as many competences as possible that users expect them to have. Training programmes are constantly changing and supplemented with new content.

b) Target state

Training is an essential task of human resource management; therefore, it must follow general guidelines and the objectives of personnel policy in state administration. The basic objective of training is to improve knowledge and skills of state administration employees in order to raise their efficiency and effectiveness, which will produce higher quality public services, better business environment and competitiveness of the economy, and will be realised by:

- realising the rights and obligations of all civil servants to be educated and trained;
- raising the awareness of all civil servants that knowledge is a value, and realising the obligations of civil servants and officials to transfer knowledge gained to employees in their working environment and in the wider working environment, i.e. state administration;

- including civil servants' training into a comprehensive personnel policy in accordance with the interests of individuals and the administrative body;
- training to preserve the competences of older employees;
- better cooperation of older civil servants with experience in internal training, which will facilitate inter-generational transfer of knowledge to other employees;
- establishing a methodology to analyse training needs;
- differentiating between various programme content adjusted to various target groups (e.g. top and middle management, newly employed, etc.);
- differentiating between various types of training (e.g. training for certain knowledge, general training, in-depth training, introductory training);
- developing management knowledge;
- a sustainable and stable system to finance training;
- increasing the average number of training days of employees in public administration by 2020 to five days per year;
- promoting on-the-job learning and training (e.g. by introducing modern practices such as peer-to-peer learning);
- providing conditions (resolving the issues of study leave, etc.) and promoting further education of civil servants.

All training sessions are still assessed at the basic level by analysing the participants' questionnaires. The

option of assessing the transfer of new knowledge to posts and the feasibility of the system for establishing the effects of training on performance will be studied together with the organisers of training in various bodies and human resource experts.

c) Development leader, key stakeholders, assumptions and risk factors

The development leader is the Ministry of Public Administration. Key stakeholders which will be closely cooperated with in the modernisation of the HRM system and the development of personnel procedures are managerial structures and human resource departments of state administration bodies. As the development leader, the ministry responsible for public administration will consult all stakeholders on individual issues and acquire additional information on the proposed content via public discussions, and the active participation of expert and wider interested public. Risk factors are particularly associated with political instability, and the lack of financial and human resources. On the assumption that professional training is deemed a reward and not an investment in professional development, and due to the lack of motivation mechanisms to stimulate professionalism and innovation, since the professionalisation of the administration (with all the moral and ethical standards for civil servants and their competence) is not sufficiently

recognised and taken into account as a value, numerous activities will be carried out in cooperation with the interested stakeholders in order to raise the awareness of the significance of professionalisation and the development of professional competences and innovation of employees to achieve good administration service.

d) Measures for achieving the target state

Table 6: Measures for achieving the target state for enhancing the competence of civil servants

Target	Expected results	Measures	Indicators	Target values for 2020	Leader	Source or assessment of the required funds/ assessment of savings
Enhance competences of civil servants	Upgrade knowledge of civil servants Strengthened internal training	Preparation of a methodology to determine the needs for training and preparation of training plans by bodies based on the competence analysis of employees	Share of bodies which have adopted an annual training plan which especially emphasises the needs for horizontal training at the Administration Academy	100 %	MJU	
		Enhancement of training on the basis of plans of administrative bodies	Average number of training days per civil servant per year	5	MJU and other bodies	own activity and EU funds
		Enhancement of training in key fields (public procurement, HRM, digital competences, integrity and corruption prevention, better legislation, quality, inspection, project management, etc.) Increase in the number of qualified internal training providers	Share of participants at training in key fields	+30 %	MJU and other bodies	EU funds and own activity
			Number of qualified lecturers	+ 100 %		EU funds and own activity

6.2.2 Public procurement

In the public procurement system, the strategic objective is above all to achieve a “responsible, open and transparent operation of public administration, the project for the construction of national infrastructure which will facilitate electronic submission of bids, e-auctions, verification of bids in one place (the so-called e-file of the bidder), e-procurement of successive deliveries via e-catalogue”, and also the strategic objective of “efficient IT, increase the use of e-services, digitalisation, interoperability of IT solutions”. This field refers to all public administration bodies.

a) Existing situation

Public procurement is an important part of the public sector. In 2013, the share of public procurement in GDP was 11.25 per cent and has been growing in the last three years. Public procurement also significantly speed up economic growth, may affect production and supply in the market, and may be a tool to attain the strategic objectives or the objectives of secondary policies (e.g. environmental, social, sustainable, etc.). Taking into account the limitations imposed by EU legislation, several measures have been included in the public procurement system to ensure rationality and efficiency, and reduce bureaucracy of public procurement, and to promote the inclusion of social and espe-

cially of environmental aspects in public procurement (e.g. direct payments to sub-contractors, availability of public procurement for small and medium-sized enterprises, giving a 5 per cent advantage to sheltered workshops when awarding public procurement). Since 2010, Slovenia enhanced the transparency, integrity, flexibility, rationality and efficiency of the public procurement system, and has been achieving above average results in comparison with the EU considering all measured criteria.³⁸

A project group has been appointed, which is responsible for the recognition of key problems in public procurement procedures in projects co-financed by funds from the European Cohesion Policy.

Certain key conclusions may be drawn from the analysis of the regulation, state and practice of public procurement, which also includes a comparison with the regulations of individual public procurement issues in other EU Member States and will be the basis for the drafting of a new act:

- considering the deadlines stated in EU legislation, the speed of public procurement may be improved, especially in the phase from the decision on awarding the procurement to the conclusion of the

³⁸ 2012 Update of EBRD Regional Public Procurement Assessment.

contract, and and by introducing electronic public procurement;

- public procurement is usually divided in smaller units – sets. Such an approach to public procurement, a correctly assessed value and a suitable level of clients' minimum requirements, which must be based on a market analysis, are key to ensuring rational use of public funds in public procurement;
- despite low limit values for publication, the penetration of foreign bidders to the Slovenian public procurement market is relatively low, which may be attributed to great fragmentation of public procurement;
- most public procurements are awarded to bidders with domestic capital (over 80 per cent), while bidders with foreign capital registered in the Republic of Slovenia are awarded 5.58 per cent of public procurement;
- the success rate of small and medium-sized enterprises in comparison with other EU Member States is above average. According to findings of the European Commission, small and medium-sized enterprises are awarded 36 per cent of public procurement (EU average is 29 per cent) and they compete in 42 per cent of public procurement (EU average is 37 per cent). At the same time, the payment for their implementation of public procurement is speedier.

According to national supervisory institutions and to international recommendations, measures to improve integrity and reduce the risk of corruption must be taken in public procurement. Certain solutions in this field have already been included in public procurement legislation, especially regarding transparency. Positive effects may also be produced by suitably organising public procurement which is generally not a subject of regulation (e.g. the standardisation of public procurement items, increased joint public procurement).

b) Target state

Along with the transposition of EU legislation³⁹ in the field of public procurement into Slovenian legislation, a reform of the national public procurement system will also be carried out. Public procurement procedures must be simplified and sped up, and greater flexibility when awarding public procurements must be provided to make procurement more rational and efficient. Crucial in the matter is also the provision of IT supported environment for the implementation of electronic public procurement in all phases

³⁹ Directive 2014/24/EU of the European Parliament and of the Council of 26 February 2014 on public procurement and repealing Directive 2004/18/EC (OJ L, No 94 of 28 March 2014, p. 65) and Directive 2014/25/EU of the European Parliament and of the Council of 26 February 2014 on procurement by entities operating in the water, energy, transport and postal services sectors and repealing Directive 2004/17/EC (OJ L, No 94 of 28 March 2014, p. 243).

– construction of modules in the electronic public procurement project. Electronic public procurement will disburden both clients and bidders in terms of lower costs, time consumption and human resources. In order for public procurement to be efficient, the implementation of joint public procurement and more items for which joint public procurement is carried out are crucial, since this increases direct savings due to the economy of scale and due to the implementation of the procedure for awarding public procurement in one place for several clients. To ensure these effects and the standardisation of purchase items, the Government's joint public procurement in health care will commence in 2015, and the number of fields and items of joint public procurement will increase in the following years.

The Ministry of Public Administration will undertake the renewal of public procurement legislation on the basis of new European directives regarding public procurement, which cannot significantly change, except in parts where individual Member States are allowed to do so. The proposal for the renewal whose purpose is to enhance the transparency of public procurement and limit the risk of corruption will be dealt with especially from two aspects, i.e. the increase of efficiency and rationality of public procurement and digitalisation of procedures. Thus public procurement procedures will be renewed and the system for

electronic public procurement will be introduced in all phases of public procurement. The project for the construction of national infrastructure which will facilitate electronic submission of bids, e-auctions, verification of bids in one place (the so-called e-file of the bidder), e-procurement of successive deliveries via e-catalogue, the monitoring and management of individual public procurement procedure, and the management and procedures and use of funds within individual clients is being prepared, and it is expected to be introduced with the transposition of directives. Along with the renewal of the public procurement system, the Public Procurement Portal will be renewed and will include renewed forms for publishing notices regarding public procurement procedures, new functionalities will also be added to the portal, which will enable the public and clients to monitor published procurements, prepare certain statistical reports and graphic displays by various parameters. The use of requirements and criteria will promote public procurement for innovation, and the observance of social aspects and costs throughout their service lives. The realisation of the sustainability principle in public procurement is expected to increase the share of green public procurement and enhance the rationality of public procurement.

Due to new concession legislation in the EU, legal protection in the field of public procurement and concessions will also have to be renewed. In view of

the findings of the situation analysis and public procurement practice, and the arrangement in other EU Member States, efficient legal protection will have to be ensured.

c) Development leader, key stakeholders, assumptions and risk factors

The leader to attain the target state is the Ministry of Public Administration. Key stakeholders are other ministries, government services, bodies within ministries, municipalities, institutes and, in the drafting of legislation, also other stakeholders, such as the Chamber of Commerce and Industry of Slovenia, the Chamber of Craft of Slovenia, wider expert public, associations of municipalities, etc. In joint public procurement in health care, key stakeholders, especially in the part regarding the standardisation of purchase items, are the Ministry of Health and representatives of individual hospitals whose founder is the Republic of Slovenia. The Ministry is also the leader of the renewal of the Public Procurement Portal.

The main risk factors in the attainment of the objectives are non-cooperation of stakeholders in the implementation of the required measures, the overcoming of partial interests of individual groups and the setting up of the system.

d) Measures for achieving the target state

Table 7: Measures for achieving the target state in the area of public procurement

Target	Expected results	Measures	Indicator	Target values for 2020	Leader	Source or assessment of the required funds/ assessment of savings
Simplification, greater flexibility, efficiency and rationality of public procurement, and direct and indirect savings	Speedier procedures and savings, more items in joint public procurement	Amendments to legislation	Adopted stable legislation		MJU	
	Standardise purchase items in health care and in other fields	Implementation of the Government's joint public procurement Renewal of forms	Savings and more items in joint public procurement	Increase the number of items by a maximum of 10%		Savings EUR 15 + 5 million annually
	Understandability and suitability of forms (harmonisation of forms with the legislation)	Greater digitalisation of procedures Renewal of Public Procurement Portal	Level of harmonisation of forms with legislation	100% harmonisation of forms with legislation		Savings EUR 20 million annually
E-public procurement	Functionalities that will contribute to greater transparency of public procurement	Adjustment of the e-catalogue Additional functionalities 'Information provider		100% introduction of e-public procurement		

6.2.3 Physical asset management

Regarding rational management of the physical assets of the State, the following objectives are being pursued: efficient use of spatial, environmental and energy resources, zero tolerance to corruption and strengthening of integrity, professionalism and development of professional competences and innovation of employees. Objectives and measures regarding central management of the physical assets of the State refer to state administration, and are intended for government services, ministries and bodies within ministries, and administrative units, while taking into account individual exceptions prescribed by law. Other objectives refer to all public administration bodies.

a) Existing situation

Managing the State's physical assets is extremely important for the attainment of the Government's strategic objectives. Currently, all the State's real estate is not suitably recorded and thus included in the balance sheet of the State which shows that the value of the State's real estate in 2013 was EUR 8,117,667,134. Due to this, managing physical assets requires special attention. Since gaining independence, this field was regulated by various regulations. Nevertheless, managing the State's real estate remained decentralised, i.e. with budget users – managers. In 2008, the Court

of Audit of the Republic of Slovenia carried out an audit with which it established the effectiveness of vacant construction land management. It established (1) uneconomical behaviour in concluding legal transactions, purchases, sales, the management and burdening of vacant construction land (e.g. land was purchased at a significantly higher price than estimated; managers (budget users) charged the purchase price for individual pieces of land to each other, compensation for the establishment of the right to superficies were determined in an uneconomical manner and differed from case to case; land purchases were non-transparent and uncoordinated, etc.), (2) poor coordination between individual managers, (3) unsuitable record keeping and (4) lack of sectoral strategies, management objectives, and indicators for monitoring the objectives. The Court of Audit ordered the Government of the Republic of Slovenia to prepare amendments to regulations aimed at strengthening the supervision function of the Government and the centralisation of the management of real estate owned by the State. Therefore, in June 2009, the Government adopted the strategy for the management of real estate with which the Government determined the centralisation of the management of real estate as further development of the system. However, the Government's strategic orientation was not carried out and current regulation in the field of State-owned real estate is even more deficient than the regulation audited in the aforemen-

tioned audit report by the Court of Audit in 2008. At present, the Government has absolutely no control over the conclusion of legal transactions regarding the State's real estate (except the conclusion of contracts for the free transfer of property rights); the internal real estate market is no longer functioning; there is virtually no coordination between managers regarding the management of State-owned real estate, and no strategy has been adopted by the State on the management of real estate.

A step towards centralised management of the State's real estate was made in 2014 by passing of the Act Amending the Public Administration Act (ZDU-1) (Official Gazette of the Republic of Slovenia, no. 90/14; hereinafter referred to as 'ZDU') which stipulated that by 1 January 2017, a transition to centralised management of the State's real estate within the Ministry of Public Administration and the volume of real estate that will be subject to the centralisation; real estate needed to carry out the tasks within their competence or related to them by the Government, government services, ministries and bodies within ministries, administrative units and indirect budget users determined by the Government; real estate in the area of border crossings; real estate which is a legacy without heirs; and real estate that became the property of the Republic of Slovenia due to limitations of inheritance of the property of persons who received support

according to the social security regulations; dwelling under the competence of the Housing Commission of the Government of the Republic of Slovenia, the ministry responsible for internal affairs, and the ministry responsible for defence; and holiday units under the competence of the ministry responsible for administration, the ministry responsible for internal affairs, and the ministry responsible for defence.

b) Target state

In view of the above, the State's physical asset management affects several fields of the strategic development of the country. Therefore, the strategy of the Republic of Slovenia in the field of the State's physical asset management, with the emphasis on real estate, will be aimed at the adoption of regulations regarding the State's real estate management, which will ensure efficient realisation of these strategic guidelines:

- merging real estate under the competence of one manager and ensuring uniform management practice within the scope stipulated by the ZDU;
- adoption of guidelines for real estate management which will not be subject to centralised management by individual sectoral fields;
- ensuring complete records of real estate and its legal regulation;
- planned, economical, transparent and lawful real estate management;

- ensuring optimal spatial conditions harmonised with norms;
- optimising the costs of the use of own or hired space;
- including real estate the State does not need in the real estate market;
- ensuring more flexible procedures for the sale of State-owned real estate;
- energy renovation of buildings in accordance with the applicable directives of the European Parliament and of the Council on energy efficiency and related national regulations.

The measures to attain of the strategic objectives in the field of managing State-owned real estate are as follows:

- centralisation of the management of State-owned real estate within the scope stipulated by the ZDU;
- provision of the record of State-owned real estate and hired real estate, which will also constitute IT support for the supervision over the costs of real estate management, the costs related to the hire of real estate, and for the establishment of supervision over rational use of space and the preparation of plans for moving. The real estate record will be connectible with the existing databases of real estate (REN, land cadastre, cadastre);
- establishment of a unified online portal of the physical assets;

- rational use of space in which the State operates by guiding employees in accordance with the norms adopted;
- preparation of proposals for plans for moving;
- selection and realisation of the projects for energy renovation of the State's buildings in accordance with the applicable regulations, and determined selection criteria known in advance.

c) Development leader, key stakeholders, assumptions and risk factors

The holder of the activity is the MJU in the part referring to systemic regulation of State-owned real estate management and the establishment of the conditions for centralised management of real estate portfolio determined in the ZDU, and also other line ministries in the preparation of guidelines for real estate management in individual sectoral fields. Key stakeholders are all managers of State-owned real estate – government services, ministries and bodies within ministries, judicial authorities, other state bodies and public-law legal entities founded by the State. The holder of the activity regarding the drafting of regulations and other expert bases in the field of energy restoration of the State's buildings is the MI.

Risk factors are the lack of awareness regarding the necessity to measure the effectiveness and efficiency of operations, and the use of resources, political

instability and shifts in political orientation, responsibility for the implementation and its monitoring, overcoming aversion to change, the lack of vision, and

incoherence of the vision of individual ministries and the Government's strategic objectives.

d) Measures for achieving the target state

Table 8: Measures for achieving the target state for the physical asset management

Target	Expected results	Measures	Indicator	Target values for 2020	Leader	Source or assessment of the required funds/ assessment of savings
Efficient management of the physical assets of the State	Rational physical asset management	Centralisation of real estate management with the emphasis on the optimisation of the operation in accordance with norms to ensure the volume of required business and working surfaces for the needs of the State	Reduced costs of hire	30 %	MJU	Anticipated savings in the amount of at least EUR 1 million by 2020 and direct positive effects which cannot be expressed in monetary value
			Reduced operating costs for business premises	40 %		
	Preserved value of the necessary real estate of the State	Provision of sufficient resources (EU, budget, earmarked funds) for the implementation of investment and maintenance works	Volume of real estate reduced to the level required for the implementation of the State's activities	20 %		
			Value of business premises per m2	Average value of business premises per m2 considering the part of Slovenia		
	Legal regulation of real estate	Acceleration of regulation of real estate	Value of investments	Increase value by 30% in comparison with 2015		
			Number of legally regulated State's real estate	100 %		
	Complete real estate record	Establishment of a unified online portal of the State's physical assets	Number of real estate included in the record	100 %		
		Central record of State-owned real estate				

6.3 Improving legislative environment

6.3.1 Improving legislation, reducing legislative burdens and including key stakeholders

Regarding the drafting of legislation, the main strategic objectives are “to improve legislation, reduce legislative burdens and include key stakeholders”. By consistently observing the standards adopted from the Resolution on Legislative Regulation, this field will contribute to the drafting of high-quality, socially acceptable and suitably practically implemented regulations to improve the legislative and business environment, and enhance competitiveness.

a) Existing situation

The legislative framework is crucial for the quality of public services. Therefore, the Resolution on Legislative Regulation⁴⁰ (hereinafter referred to as ‘Resolution’), the Rules of Procedure of the Government of the Republic of Slovenia⁴¹, the Instruction No. 10 for Implementing the Provisions of the Rules of Procedure of the Government of the Republic of Slovenia⁴², and

the Manual for the Implementation of Assessments of Consequences of Regulations and Policies⁴³ were adopted in 2009. 2013 also saw the amendment of the National Assembly of Slovenia Rules of Procedure⁴⁴ on the basis of which the National Assembly may reject a proposed act which does not include the described regulatory impact assessment. All regulations adopted in the Republic of Slovenia are collected in one place, i.e. Register of regulations of RS. To improve legislation and the uniform system for the drafting of regulations, a system of inter-ministerial coordination of regulations was introduced in 2010 (IPP – IT support for drafting regulations). Consultations with stakeholders regarding the drafting of regulations are carried out at the prescribed single point by publishing proposed regulations.

Based on annual analyses prepared by the Ministry of Public Administration and discussed by the Government of the Republic of Slovenia, it can be established that the public is not sufficiently involved in the drafting of regulations, since the participatory political culture in Slovenia has no tradition and is at a level that is too low. The findings arising from the

monitoring the Resolution in 2012 and 2013 in terms of the assessment by fields show that most frequently only administrative consequences are reviewed, which shows that this field has been important for a few years and subject to systematic review. Violations of the provisions of the Resolution when adopting regulations and policies clearly show reservations, lack of knowledge and failure to accept participation, and non-implementation of comprehensive analyses of the impacts of regulations which is globally known and established under the name of RIA (Regulatory Impact Assessment, Regulatory Impact Analysis). Failure to observe the legal framework also shows that there is no real culture of dialogue or a uniform system for the monitoring of the entire legislative procedure. It has also been established that regulation have been excessively changing and the number of regulations has grown uncontrollably over the past twenty years (in 1991, 1,360 regulations were adopted, while in 2014, almost 19,000 regulations were adopted (of which 800 acts), which is a sign of overregulation.⁴⁵

The programme of measures to eliminate legislative barriers has been systematically implemented in Slovenia since 2009 with the help of ESF funds, and has had significant results in simplifying the business environment; however, in order to ensure a friendly

and stimulating environment for entrepreneurs, and boost their competitiveness, Slovenia has to accede more intensively to the implementation of the key measures. Based on the systematic Action programme for the elimination of administrative burdens, 3,500 regulations and EUR 1.5 billion worth of administrative burdens have been measured in Slovenia using the CMMC⁴⁶ methodology. The Government set the objective of reducing the established administrative burdens by 25 per cent by the end of 2015, which amounts to EUR 375 million. To eliminate administrative burdens, enhance the competitiveness of the economy and strengthen the trust in the rule of law, the Government adopted the single document to enable better regulation and business environment, and increase competitiveness (hereinafter referred to as ‘Single document’) which is being regularly amended based on proposals by stakeholders and the expert public. The responsibility for the realisation of individual measures is clearly defined taking into account the content of an individual line ministry. The deadlines for the implementation of these measures are also clearly defined. To realise the objectives of adopted action programmes in relation to the single document, a suitable mechanism for coordinating regulations, and a dialogue at the level of the inter-ministerial working group have been established. Individual members of

⁴⁰ Official Gazette of the Republic of Slovenia, no. 95/09.

⁴¹ Official Gazette of the Republic of Slovenia, nos 43/01, 23/02 – corr., 54/03, 103/03, 114/04, 26/06, 21/07, 32/10, 73/10, 95/11, 64/12 and 10/14.

⁴² Instruction No. 10 for Implementing the Provisions of the Rules of Procedure of the Government of the Republic of Slovenia is available at <http://www.gsv.gov.si/fileadmin/gsv.gov.si/pageuploads/Navodilo10.doc>

⁴³ Manual for the Implementation of Assessments of Consequences of Regulations and Policies is available at http://www.stopbirokraciji.si/fileadmin/user_upload/mju/Boljsi_predpisi/Publikacije/PRIROCNIK_-ju-lij_2011.doc

⁴⁴ Official Gazette of the Republic of Slovenia, nos. 92/07 – official consolidated text, 105/10 and 80/13.

⁴⁵ Tax-Fin-Lex – Legislative Supervisor: <http://www.tax-fin-lex.si/VeljavnaZakonodajaRs.aspx>

⁴⁶ Common Methodology for Measuring Administrative Costs is available at http://www.stopbirokraciji.si/fileadmin/user_upload/mju/Boljsi_predpisi/EMMAS/EMMAS_SCM_z_dodatkom-2_1.doc

the working groups report about the realisation to the Ministry of Public Administration as the coordinator, which then submits the report to the Government for discussion three times per year. The realisation of the measures is published on the websites of the Government of the Republic of Slovenia and at the STOP the Bureaucracy website.

Since 2010, the project of point of single contact (hereinafter referred to as 'SPOC') has been speedily carried out to renew the regulation of professions and activities, the so-called entries, which is used to realise and monitor the requirements of the Services and Professions Directive, and within which the preparation of a list, the publication and presentation of conditions for pursuing regulated activities, services and professions, and the establishment of a system for remote acquisition of permits (e-procedures) for domestic and foreign business entities have been taking place.

b) Target state

Those regulations which are well prepared, widely socially acceptable and suitably implemented in practice are regarded as high quality. The improvement of the legislative environment is a priority task of the European Commission (hereinafter referred to as 'EC') and Slovenia, which is presented in certain

documents, i.e. recommendations by the EC⁴⁷, the in-depth review of the EC for Slovenia, annual analyses of the World Bank called Doing Business, and OECD documents.⁴⁸

Therefore, activities to strengthen support and raise awareness of employees of the significance of preparing better legislation as a value in public administration, and to improve cooperation with suitable stakeholders must be sped up. When preparing better legislation, more attention must be paid to consistent impact assessment of regulations in order to ensure legality, legal certainty, predictability, responsiveness and user-orientation.

To improve the procedure of adopting regulations, alleviate the assessment and bring it closer to the regulation-making authorities and the interested public, the impact assessment must be introduced to all fields (the environment, social affairs, finance, IT solutions of state administration and the entire public sector) when preparing regulations. For this purpose,

⁴⁷ Recommendation of the European Commission on Council Recommendation on Slovenia's 2014 National Reform Programme and Council opinion on Slovenia's 2014 Stability Programme. Recommendation no. 7 acquired on 16 July 2014.

⁴⁸ OECD's review of public administration in the Republic of Slovenia; Slovenia: Towards a Strategic and Efficient State, 2012

an inter-ministerial working group was established in 2014, which will focus on the introduction of impact assessments on the economy using the SME test in 2015, and prepare and introduce other assessments in all fields by 2020. The supervisory authority for assessing impacts on the economy will be the Ministry of Economic Development and Technology, and the supervisory authority for assessing impacts on other fields will be line ministries responsible for those fields.

The objective regarding the single document is to realise the measures as much as possible, which will significantly affect the disburdening of the key subjects and contribute to a friendlier business environment. Another objective of reducing administrative burdens between 2015 and 2020 is to reduce burdens by a further 5 per cent annually. At the same time, more attention must be paid to overregulation and increased EU standards (gold-plating), and the (non)use of exceptions or reduced burdening of a certain section of the population – the introduction of the "introduce or explain" approach. Therefore, it is necessary to make a comparison of European requirements with existing or prepared requirements at the national level in the process of preparing impact assessments of regulations.

The key emphasis will be on the predictable and simple business environment. The objective of the

VEM project for business entities is to achieve transparency, connection and efficiency of services towards efficient national support environment for foreign and domestic business entities. The systemic solution will be realised for the national VEM point, the national network of physical VEM points and virtual VEM, which will be developed as a whole.

c) Development leader, key stakeholders, assumptions and risk factors

The development leader is the Ministry of Public Administration in cooperation with other line ministries and the Office of the Prime Minister, the Secretariat-General of the Government of the Republic of Slovenia and the Government Office for Legislation. To strengthen cooperation in the drafting of regulations and recording the needs of stakeholders when drafting regulations, it is important to include other stakeholders, such as self-governing local communities, associations of municipalities (the Association of Municipalities and Towns of Slovenia, the Association of Municipalities of Slovenia and the Association of Urban Municipalities of Slovenia), employers' (the Chamber of Commerce and Industry of Slovenia, the Chamber of Craft of Slovenia, the Slovenian Chamber of Commerce, etc.) and employees' associations, and wider interested and expert public, and the EC, the

OECD and the European Institute of Public Administration at the international level.

Despite the assumption that the preparation of better legislation has not been recognised everywhere as valuable and that public administration is not open to change, the participation of the interested stakeholders will facilitate the implementation of numerous activities whose purpose is to raise awareness of the significance of preparing better legislation for effective and efficient operations of the administration in order to establish good services for citizens and business entities.

Risk factors are especially political instability and insufficient actual support from the Government and individual line ministries for the systematic fulfilment of the basic requirements of the Resolution regarding the drafting of regulations.

d) Measures for achieving the target state

The key projects will be focused on preventive mechanisms which facilitate the adoption of high-quality regulations, consistent observance of the standards adopted from the Resolution on Legislative Regulation with the introduction of additional supervision (inclusion of the public, transparency of the procedure, regulatory impact assessment, etc.) and on curative or corrective mechanisms – in the adopted legislation.

The attainment of the objectives is anticipated with the implementation of the new e-regulations project and upgrading of the e-democracy portal (by including electronic modules for impact assessment which is being prepared within the “Modular environment for the preparation of electronic documents (MOPED)” project, including the priority impact assessment of regulations on the economy (the SME test), and by providing IT support for the drafting of regulations, establishing their compliance and temporal application, and for regular formation of clean copies of individual regulations).

Within the e-regulations project, a comprehensive and systemic regulation of the audit trail will be developed, making legislative proposals available and traceable throughout the adoption procedure (from drafting to adoption). Users will have an insight into who prepares acts, who participates in co-unselling and working groups, who is included in the passing of acts through lobbying or connections with other interest groups where the content of legislative amendments that occurred due to influences of stakeholders and lobbyists is important. Reporting on lobbying will be automatised via an electronic form and directly connected with the Commission for the Prevention of Corruption.

Activities will be focused on pursuing projects to eliminate administrative and other legislative barriers and renew IT solutions to facilitate friendlier electronic commerce (upgrading, renewal and optimisation of entry points for the business sector and citizens), and on an additional mechanism to reduce legislative burden with the “Minus 10%” project (the volume of legislation will reduce by 2020 through the renewal of regulations in order to establish the necessity of regulation and ensure greater transparency, simplicity and regularity (merging of regulations in terms of content, abolishment of outdated regulations, etc.).

Objective reasons for passing acts under urgent procedures should be determined, as well as supervision over acts adopted under urgent procedures. Commitments to the implementation of impact assessments of individual fields should be consistently respected. Special attention in the drafting of executive acts will be paid to the observance of the principle of proportionality, whereby the provisions of executive acts must not impose additional burden on users. After two years of implementing the adopted acts, reports must be prepared to show visible effects for individual subjects (evaluation) on the basis of the evaluation plan developed within a special module, which will ensure that the evaluation is carried out in a structured manner and will be an integral part of the material for the passing of acts. In accordance with the

Rules of Procedure of the Government of the Republic of Slovenia, each regulation proposed for discussion by the Government of the Republic of Slovenia that lacks consistently defined impacts on individual fields and has not been published on the prescribed single point will be rejected.

Pursuant to the recommendations of the EC, Slovenia will further pursue activities to simplify conditions for entering the market. Inventories of entries for all regulations will be carried out by the end of 2015, which will be followed by an inventory of the remaining conditions by including external partners. Based on the inventories, systemic proposals for sensible deregulation will be prepared.

Table 9: Measures for achieving the target state for improving legislation, reducing legislative burdens and including key stakeholders

Target	Expected results	Measures	Indicator	Target values for 2020	Leader	Source or assessment of the required funds/ assessment of savings
Better legislative environment	Introduced comprehensive impact assessment (RIA) and the SME test for each act	Implementation of the e-regulations project within the MOPED	Share of ministries which have established a measurement system and use the CMMC methodology	87.5 %	MJU, SVZ	EU funds, integral funds
			Share of adopted regulations whose comprehensive impact assessment has been carried out (including the SME test)	50 %	MJU, SVZ	EU funds, integral funds
	Introduced verification evaluations of the attainment of the objectives the adoption of a regulation wishes to attain after two years of the adoption of the act	Development and introduction of the evaluation module	Share of evaluated regulations	50 %	MJU	/
	Reduced legislative burdens	Implementation of measures from the single document	Share of adopted and implemented measures	5% annually	MJU	Savings assessment: EUR 10–45 million annually
		Renewal of regulations	Reduce the volume of legislation	10% by 2020	MJU, SVZ	/

Target	Expected results	Measures	Indicator	Target values for 2020	Leader	Source or assessment of the required funds/ assessment of savings
Improve the business environment	Wider selection of services, enhanced quality and specialisation of individual points considering the needs of business subjects	Renewal of the VEM points for more efficient support for the business environment	Share of renewed points	30 %	MJU	EU funds
		Merge state bodies into a uniform system for data exchange, provide a point of single contact for business subjects to communicate with state bodies	Standardise, reduce the number and volume of data required for reporting	20 %	MJU	EU funds/ savings assessment: at least EUR10 million annually since the establishment
		Establishment of a point of single contact (PSC)				
		Establishment of a point of single contact (PSC)	Share of listed conditions for regulations	75 %	MJU	EU funds
		Implementation of comparative analyses of regulations in the EU and implement sensible deregulation of regulated activities and professions				
	Updated information on the conditions for the performance of regulated activities and professions, and reduction of the number of regulation in view of the EU average	Implementation of inventories of all entries and their publication online	Share of deregulated activities and professions	20 %	MJU	EU funds

6.3.2 Modernisation of administrative procedural law

a) Existing situation

The modernisation of administrative procedural law mostly refers to the modernisation of fundamental principles and legal rules of general administrative procedure as the fundamental procedural framework for establishing administrative and legal relations between public authorities and carriers of rights, legal benefits and obligations in the field of administrative law. Due to the specific role of principles and rules of general administrative procedure, this procedure will have a direct or indirect effect on the entire corpus of administrative procedural law and a wider effect, since general rules (sensibly or appropriately) apply also to other legal fields which are not regulated like the latter in the procedural sense.

From the historical development and comparative law aspect, a regulation is valid in the Republic of Slovenia which is based on several decades of understanding of a narrow definition of administrative procedure, since the latter is only managed in primary authoritative decision-making. Due to constitutionally guaranteed equal protection of (procedural) rights, the procedural position of the participants in the procedure determines equal *lex generalis* for all fields, i.e. the General

Administrative Procedure Act (ZUP). However, the statutory regulation of fields is allowed if real reasons are stated for different regulation of individual procedural institutions. The applicable ZUP follows the traditional regulation of the administrative procedure which has been known and established since 1930. The tradition is shown in a detailed method of regulating procedural rules of the general administrative procedure, since the current act has over 325 articles. According to the method and scope of regulation, it is comparable with the civil legal procedures manual, although legal matters are usually more complex.

More than ten million administrative acts are issued in one year on the basis of the rules provided by the ZUP. It must also be considered that the ZUP rules do not only apply to decision-making in administrative matters, but also *mutatis mutandis* in other public legal matters which are not regulated with special procedural rules or do not regulate all procedural situations, especially in the field of public services, offence matters, in regulating labour relations of civil servants and public procurement. Therefore, other public legal matters must be considered when interfering with the rules of the general administrative procedure.

Statistical monitoring of the resolving of administrative matters is a special challenge. The direct legal bases for the monitoring of the administrative statistics

are the ZUP and the Rules on the Keeping of Records of Administrative Procedures. Individual bodies have already committed to regularly monitoring statistical data. In addition to the drafting of annual report, they must have statistical data at their disposal at all times, on the basis of which the actual state of the resolution of administrative matters may be determined. The established method does not provide a comprehensive, reliable and accurate image of the situation in various administrative fields and in various bodies. Except for rare authorities of the same type (e.g. administrative units), various informational and other more or less pragmatic solutions are used for resolving administrative matters. This impacts the reliability, availability, completeness and quality of data, and consequently the basic application for monitoring the operation of the administrative system at the organisational and normative levels, and their adjustment to modified situations.

b) Target state

Future regulation of the general administrative procedure must consider global trends which are reflected in the changing role of the State and public authorities, when traditional tasks of authorities are transformed by, or supplemented with, services. The holders of power are not necessarily the only regulator of social relations, but by knowing public interest, they need to provide services to users and become a partner in resol-

ving matters that are in mutual interest. This should not just be the subject of general and abstract regulation, but it should maximally ensure the protection of public, concrete and individual, interest.

The aforementioned existing detailed (*casus*) consideration of administrative procedural institutes in the ZUP is not a necessary, sole and best tool for efficient procedural protection of public and private interest. The extensive and complex regulation, especially in the case of non-authoritative participants, may often be the reason for the lack of knowledge of the fundamental procedural rights and appropriate protection of their situation. Detailed procedure also on the part of authorities impacts the (non)efficiency if procedural activities are implemented exclusively because of form, and are not required for ensuring the fundamental purpose of the administrative procedure. The response lies in a more general (and consequently shorter) and transparent normative regulation which does not harm public and private interest, and ensures efficient and fair procedure. This cannot be achieved with amendments to the existing ZUP, but with a new ZUP. The aforementioned reasons are not the only objective and purpose of the new ZUP. It is at least equally important to establish a formal framework which, in traditional administrative decision making, would facilitate, at least in certain fields, more flexible, speedier and more rational establishment of a legal administrative relation (the possibility of partici-

patory formation of administrative relations and of the introduction of administrative contracts). The approach (value orientation) is to be introduced that the issue of an administrative permit is in the public interest, and that the administrative authority must strive for a favourable solution of matters within its service role through counselling and assistance.

Together with the aforementioned modernisation of the general administrative procedure, the monitoring of the resolution of administrative matters must also be modernised. The collected data should enable the heads of authorities, supervisory institutions and the Government to regularly monitor the situation with the possibility to act in appropriate time, and thus switch from the mere monitoring of the effectiveness of the operation and delayed responses to the strategic and proactive management of the administration. With the independence of authorities constitutionally and legally guaranteed, constant monitoring of data on administrative matters can be ensured by using uniform common rules and applied solution, which is (necessarily) used by all bodies and holders of public authorisation. This will significantly improve the reliability, availability, completeness and quality of data, and reduce time consumption, since data will be available at all times at the data warehouse which will be the only and official source for statistical reporting, operation monitoring and management. Access to data will be simple and da-

ily available, while official reporting will be automatic and carried out through dynamic reports. Regular publications of data on the internet will facilitate transparent monitoring and supervision of work by the (interested) public, competitiveness and comparability of same type of work among bodies, users could decide on the basis of the published time required for resolving concrete matters (possible delays) where they will enforce their right to administrative permit if no local competence rules limit them in doing this.

c) Development leader, key stakeholders, assumptions and risk factors

The development leader will be the Ministry of Public Administration. The professional discussion must include an extensive range of interested parties who have experience in the field of administrative decision-making, judging in administrative matters and representatives of members of universities who, at the academic level, monitor the development of the administrative procedure worldwide. Due to its significance, the attainment of the objective requires wider support inside and outside the administration. Procedural regulation should not be considered as a potential “administrative barrier” or “unnecessary cost”, since it means ensuring constitutional guarantees, and restricting procedural rights should not be the drive for interventions in the rights or legal interests. A special

risk is posed by the unwanted “adjustment” of sectoral legislation to the new general framework, which, by preserving and supplementing sectoral “specialities” which are actually not specialities, would create a simultaneous and detailed system of administrative decision-making. This not only raises the issue of “equality before the law”, but also diminishes the objective that is pursued by the modernisation of the general administrative procedure.

In the process of changing statistical monitoring, the possibility that normative and applied solutions, such as statistical “supervision”, lose their purpose, and that the statistics is shown as the basic and only indicator of the performance of individuals and bodies should be mentioned among risk factors. Risk factors also include a wide selection of entry data for the establishment of a data warehouse and the fragmentation of the decision-making bodies.

d) Measures for achieving the target state

Table 10: Measures for achieving the target state for the modernisation of administrative procedural law

Target	Expected results	Measures	Indicator	Target values for 2020	Leader	Source or assessment of the required funds/ assessment of savings
Establish a modern and efficient system for administrative procedural protection which allows certain administrative relations to develop and the State to have a more administrative role, which will contribute to better reputation among citizens and to the competitiveness of the country	Enhanced satisfaction of client through more open administration and more flexible procedures; renewed rules of the general administrative procedure which establish a more general and transparent, simpler and more efficient normative framework which is shorter and more transparent than the existing framework, and facilitates easier introduction and protection of the procedural position of people, more efficient management of administrative procedures and establishment of administrative relations	Passing of the new General Administrative Procedure Act	Passed new General Administrative Procedure Act which is shorter and more transparent, and facilitates participatory establishment of administrative relations and more efficient management of administrative procedures		MJU	/
Regularly monitor the methods and deadlines for the resolution of administrative matters, which facilitates the adjustment of work organisation in the body and, if necessary, in supervisory institutions	Simplicity and daily availability of the actual data on the time and method of the resolution of administrative matters through online access Automatic official reporting through dynamic reports	Establishment of an IT tool, including a data warehouse, which will be the only and official source for statistical reporting, operation monitoring and management	Share of state administration bodies which have established a system for the monitoring of the resolution of administrative matters	100 %	MJU	EU funds

6.4 Open and transparent operation with zero tolerance to integrity violation in the public sector

The objective of responsible, open and transparent operation of public administration and the public sector, i.e. ensuring zero tolerance to corruption, and strengthening the integrity of employees, refers to the wider public sector.

Recently, the significance of transparent and open operation of public administration bodies has been emphasised in EU Member States, in the OECD and worldwide (e.g. Open Government Partnership) especially as open and transparent operation of public administration ensures that the public may monitor the work of public bodies, affect their work by participating in decision making, hold decision-makers responsible, and also as transparency is one of the most important elements in corruption prevention. Therefore, the recommendations of the EU Council from 2014 regarding the National Reform Programme⁴⁹ emphasise that Slovenia must start carrying out efficient measures to fight corruption, and promote transparency and responsibility. Therefore, the key highlight of the Government of the Republic of Slovenia is a decisive fight against corruption. The solution is not only greater efficiency of bodies for detection and

⁴⁹ http://ec.europa.eu/europe2020/making-it-happen/country-specific-recommendations/index_en.htm

prosecution of corruption or the judicial system, but it also requires a different approach to corruption management, greater transparency, more integrity of holders of political authority and employees in the wider public sector, more transparent financing of political parties, and a different attitude to State-owned property management. According to the Corruption Index of the non-governmental organisation Transparency International, Slovenia ranked 39th among 175 countries in 2014, which is four places higher than in 2013, which points to the fact that the country set the right guidelines and objectives in this field.

6.4.1 Responsible, open and transparent functioning of the public administration

a) Existing situation

The key element in the struggle for open, transparent and more responsible operation of public administration is the right to access to public information which is stipulated by Article 39 of the Constitution of the Republic of Slovenia and included in the provisions of the Access to Public Information Act (ZDIJZ)⁵⁰. In addition to facilitating the realisation of the right of natural and legal persons to acquire public information, the purpose of the ZDIJZ which was passed in 2003

⁵⁰ Official Gazette of the Republic of Slovenia, nos. 51/06 – official consolidated text, 117/06 – ZDavP-2, 23/14 and 50/14).

is to ensure general public character and openness of the operation of bodies. The openness and transparency of the operation are reflected in various ways, especially by facilitating Internet access to public information in records, proactive online publication of information by bodies, informing the public of proposed regulations and extending the possibility for the public to cooperate in the adoption of regulations, the transparency of the use of public funds, facilitating the reuse of public sector information, and last but not least, also by facilitating access to public information on the basis of individual demands.

Eleven years after the enforcement of the ZDIJZ it can be said that the purpose of the act has largely been achieved and that it is being realised on a daily basis. The role and extensive practice of the Information Commissioner as an appeal body in this field and the judicial practice of the Administrative Court are extremely important. From the aspect of ensuring greater transparency of the use of public funds, the ZDIJZ amendments of 2005⁵¹ was very important, since it determined that the information on the use of public funds is always available to the public. Finally, the ZDIJZ-C amendments of 2014 determined that state-owned and municipally-owned companies are also obliged to enable access. From the internatio-

⁵¹ ZDIJZ-A (Official Gazette of the Republic of Slovenia, no. 61/05).

nal standpoint, the ZDIJZ has been assessed as a good law. Based on research by non-governmental organisations, Slovenia ranks 2nd or 3rd regarding the quality of legislation.⁵² There are quite a few examples of good practice in the aforementioned fields. An excellent case of ensuring the transparency of the use of public finance is the online application called the Supervisor of the Commission for the Prevention of Corruption, which enables the monitoring of transactions and cash flows of public sector authorities.

b) Target state

The target state encompasses a system, in which authorities function transparently and openly, where regulations are adopted according to transparent procedures, where contracts are concluded transparently and where the public is informed on the use of public finance. All of the aforementioned is crucial in the process of gaining public trust. Most direct challenges in this field are connected to the implementation of the provisions of the amended ZDIJZ-C, especially regarding the Register of Entities Liable for Public Information (RZIJZ) at the Agency of the Republic of Slovenia for Public Legal Records and Related

⁵² International non-governmental organisations Access Info Life from Spain and the Centre for Law and Democracy from Canada conducted a research on legislation quality in the field of public information access in 89 countries. More about the project: <http://www.rti-rating.org>

Services (AJPES). The RZIJZ provides a review of all liable entities according to the ZDIJZ, including companies the majority of which is owned by the State and local communities. The Register is an indispensable aid of the Information Commissioner and other supervisory bodies. It shows *inter alia* the list of companies under the predominant impact of the State and the management structure of the aforementioned companies.⁵³ A challenge is also the upgrading of the Supervisor application, which will include the information on e-invoices, minor offence records, the use of European cohesion funds, the use of European agricultural subsidies, salaries and other income of civil servants, electronic copies of contracts concluded by subject in the public sector, and other important data sources.

In the EU, great emphasis has lately been put on the online publication of entire databases or the so-called public sector open data, i.e. data in open, machine-readable formats, which will enable citizens, non-governmental organisations, media, etc. to further reuse them (analyses, processing). Good practice in the reuse of public sector data shows that application with significant added value may be cre-

ated on the basis of raw public data.⁵⁴ Therefore, it must be ensured that bodies will open their data for reuse, especially through the Slovenian open data portal. In accordance with the transposition of amended EU Directive on the reuse of public sector information (Directive 2013/37/EU), additional activities are also anticipated in this field.

Regarding databases of the public sector, special attention will be paid to the provision of transparency in terms of the databases managed by public administration bodies, and of better connectivity between the databases, and with a suitable legal basis, to the provision of simple access of citizens and other public administration bodies to data.

In the field of transparency and openness, the country is facing many challenges also in terms of public participation in the adoption of regulations. In addition to early inclusion of all stakeholders, the publication of proposed regulations on the e-democracy portal in the early and other phases is crucial. Active participation of citizens and stakeholders in issues and questions that concern them must be promoted. More must be done also for the transparency of pu-

⁵³ This is an important contribution to the fulfilment of Recommendation no. 8 of the EU Council from 2013 regarding the national reform programme.

⁵⁴ E.g. the reuse of data on financial transactions of bodies in the Supervisor application or the reuse of data on the participation of deputies at National Assembly meetings (www.virostatiq.com) or the reuse of data on caves which facilitated the preparation of the e-cave cadastre (www.katasterjam.si).

blic administration in administrative procedures (e.g. a possibility for citizens to see in which phase his application is in the administrative procedure). There are many challenges in the field of transparency. However, the most important one will be to change the organisational culture, i.e. to succeed in achieving that the efforts and concrete measures to facilitate openness and transparency are actually included in the operation of individual bodies.

A long-term objective related to the operation of public administration is also to improve its reputation. Our strategic efforts will be focused on improving the reputation of public administration at the level of individuals and wider public, and in the media. In addition to open and transparent operation, communication with the public will be carried out and regular two-way communication will be encouraged in a planned and sped up manner. A positive image of public administration will be the result of our proactive responses to constructive initiatives, and substantive and substantiated criticisms, which will gradually contribute to better reputation of public administration as a whole.

c) Development leader, key stakeholders, assumptions and risk factors

The development leader is the Ministry of the Public Administration as the ministry competent for

access to public information, which also performs a strategic and consulting role along with legislation preparation. The roles of the Information Commissioner as the appeal body in the field of access to public information and the Public Sector Inspectorate as the supervisory body are very important. The AJPES, the Public Payments Administration of the Republic of Slovenia, non-governmental organisations and media as important stakeholders in the preparation and implementation of measures in this field also have an important role.

d) Measures for achieving the target state

To improve openness and transparency of the operation of wider public sector bodies, the following priority measures are anticipated for the attainment of the objectives:

- 1. objective:** facilitate public participation when adopting regulations with consistent and transparent publication of proposed regulations online:
 - ensure consistent publication of all proposed acts and other regulations online in accordance with the Resolution on Legislative Regulation (Official Gazette of the Republic of Slovenia, no. 95/09);
- 2. objective:** greater transparency of the operation and of the use of public funds in the wider public sector:
 - upgrade the Supervisor application by adding databases and creating an analytical tool;

3. objective: open public sector data:

- publish the databases under the responsibility of ministries in machine-readable and open formats on the open data portal.

Table 11: Actions for achieving the target state for responsible, open and transparent functioning of the public administration

Target	Expected results	Measures	Indicator	Target values for 2020	Leader	Assessment of the required funds/ assessment of savings
Facilitate public participation when adopting regulations with consistent and transparent publication of proposed regulations online	Published regulations proposed by the Government on one website, which will enable the public to be informed and provide comments to the competent ministry	Publication of all proposed acts and other regulations online in accordance with the Resolution on Legislative Regulation (Official Gazette of the Republic of Slovenia, no. 95/09)	Share of adopted regulation which were published online in the phase of public discussion (the e-democracy portal)	Value 100 %	GSV, MJU and all ministries	
Greater transparency of the operation and of the use of public funds in the wider public sector	Transparent publication of the use of public funds	Upgrading of the Supervisor application by adding databases and creating an analytical tool	Upgraded and functional Supervisor application	Upgraded and functional Supervisor application which will facilitate a review of transactions in the narrower and wider public sector	KPK, MJU, UJP, AJPES	EU funds (NFP 2014–2020)
Open public sector data	Within its competence, each ministry ensures online publication of databases in open formats	Publication of databases in machine-readable and open formats on the open data portal	Number of open databases published on the open data portal	Increased number of published databases in 2014 on the open data portal up by 300%	MJU and all ministries	EU funds (NFP 2014–2020)

6.4.2 Point of single contact for public administration service users

a) Existing situation

Slovenia has already established an extensive selection of public administration websites where plenty of useful information and services are available for Slovenian residents, business entities, users from abroad, as well as for public administration bodies and the wider public sector.

The websites of ministries, government services, administrative units and most bodies within ministries are located on the common technical platform and are visually uniform. State administration bodies communicate online primarily via their introductory websites, but they also publish information on national portals, and various own and inter-sectoral project websites. Thus most information of public administration is published in several places. Such fragmentation of information and their duplication on various websites lead to incorrect and inconsistent publication which diminishes the credibility of public administration websites.

Currently, the structure of content is left to the judgement of individual public administration bodies, and is therefore not uniform and, from the aspect of users, unpredictable. Users encounter unique layout

and quality of content on each introductory website. In 2013, a single editorial policy and a single editorial structure were adopted, which regulate the operation of national online portals, which was the first step towards a uniform display of the topics of public administration. A similar comprehensive approach will have to be taken to resolve problems of other public administration websites.

b) Target state

The target is a uniform organisation and flawless operation of the national online service which will facilitate simple and quick access to comprehensive, updated and credible information on State-related procedures for citizens, foreigners, business subjects, non-governmental organisations and civil servants.

For this purpose, a single national online point will be established through which citizens, foreigners, business subjects, non-governmental organisations and civil servants will have quick and simple access to State-related information and procedures. During this process, an in-depth analysis of the existing solution in other countries (e.g. gov.uk or gov.hr) will be taken into account. The single national online point for foreign citizens will be established in foreign languages and the legislative provisions regarding the use of the language of minorities will be observed.

National websites must stem from the users' needs and desires and their life situations. The substantive structure of websites must also stem from users' life events and fields equal to users' needs. The meaning of life events and fields is not only that users quickly find the content they are seeking, but that, in combination with constant testing of user experience, the content within a life event develops independently of the body or line ministry which is actually responsible for a certain field.

c) Development leader, key stakeholders, assumptions and risk factors

The development leader is the Ministry of Public Administration in close cooperation with the Government Communication Office (UKOM). Key stakeholders are all other line ministries, government services and bodies within ministries.

The risk factor is insufficient actual support of key stakeholders for the single editorial policy adopted with a decision of the Government of the Republic of Slovenia in June 2013, which exceeds the narrow areas of work of individual line ministries.

d) Measures for achieving the target state

A single national online point will be established for citizens, foreigners, non-governmental organisations, business subjects and civil servants. For this purpose, the content from introductory websites will be initially transferred to national online portals, followed by gradual abolishment of introductory state administration websites and the merger of national portals into a single portal. State administration websites will be included in the single editorial policy and the single editorial structure.

A single contact centre will be set up, which will be a uniformly organised and flawlessly functioning assistance system for users of state administration services through which the State will efficiently resolve their State-related problems, ensure high-quality information, and accept their initiatives and proposals for improvements in the state administration operation, and also swiftly respond to the latter. Such support (substantive and technical) will be ensured for all main target groups which come into contact with the State: citizens, foreigners, companies, non-governmental organisations and civil servants. It will be carried out through various communication paths (e-mail, phone, direct personal contact, online portal with information structured by life events) and will be available for all users.

The system will include a tool which, based on the capture and monitoring of all activities, facilitates the preparation of advanced statistics on the basis of which analyses will be regularly carried out which will be intended for the preparation of own proposals and initiatives for improvements in public services.

The basis for the organisation of the single contact centre (hereinafter referred to as ‘SCC’) will be the single editorial policy. The SCC will provide support for users of state administration websites which will be included in the single editorial policy and the single editorial structure. The support for the SCC will include sectoral editors appointed within the scope of the single editorial policy which will include the SCC. Users will access the SCC via one telephone number and other communication paths. A high-quality knowledge collection will be formed only by including various online portals and advanced statistics that will have to be provided by the SCC application. The main SCC team will be composed of a group of advisers. The SCC involves the basic tasks of public administration. Therefore, careful selection of personnel will be carried out, especially in terms of functional knowledge and communication skills. The key role in providing training regarding the content will be assumed by sectoral and substantive editors. In cooperation with the SCC, editors will receive responses from users to improve the quality of their

online portals and prepare proposals to eliminate the reasons for users’ problems that arise from the normative regulation and work organisation (objective: less questions, publication of FAQ).

Table 12: *Actions for achieving the target state for the point of single contact for public administration service users*

Target	Expected results	Measures	Indicator	Target values for 2020	Leader	Source or assessment of the required funds/ assessment of savings
Uniform organisation and flawless operation of the national online service which will facilitate simple and quick access to comprehensive, updated and credible information on State-related procedures for users	Established single national online point for citizens, foreigners, non-governmental organisations, business subjects and civil servants.	In-depth analysis of the users’ needs and periodic testing of user experience on national websites – inclusion of users in the development of national websites	Constant decline in claims to the SCC	– 30 %	MJU UKOM	EU Funds/TO 11/so4
			Reduced number of websites due to merger	30 %		
	Introduced single editorial policy and the single editorial structure for state administration websites	Introduction of a single editorial policy for national websites	Share of e-procedures carried out on national websites	+ 20 %		
	More visits to national websites	Establishment of a single national online point for citizens, foreigners, non-governmental organisations, business subjects and civil servants as the result of transferring the content from introductory websites to national online portals in the first phase, gradual abolishment of introductory state administration websites and the merger of national portals into a single portal in the third phase				
	Satisfied users of national websites	Establishment of a single contact centre (SCC) and inclusion of the SCC in the single editorial policy				

6.4.3 Zero tolerance to integrity violation in the public sector

a) Current measures in the field of fight against corruption

In the EU Anti-Corruption Report 2014, the European Commission establishes that Slovenia is among the states of Central and Eastern European which were the most active in their fight against corruption, as it has a well-developed legal and institutional anti-corruption framework. The Republic of Slovenia passed special legal acts regarding anti-corruption in 2004. First passed was the act⁵⁵, then the national anti-corruption strategy⁵⁶ and the Rules of Procedure of the Commission for the Prevention of Corruption (hereinafter referred to as 'KPK'). The applicable Integrity and Prevention of Corruption Act (hereinafter referred to as 'ZIntPK')⁵⁷ which was introduced in 2010 and amended in 2011 brought several amendments. The ZIntPK determined inter alia the cooperation of the KPK with non-governmental organisations in the field of corruption prevention, expanded the volume of entities liable to report on their financial situation, newly regulated the protecti-

on of persons who report corruption, determined the conditions for lobbying and its supervision, determined the obligation of including the anti-corruption clause in contracts of holders of public authority, and regulated the institute of nullity of contracts concluded with corruptive intentions. In addition, the ZIntPK regulates temporary prohibition of business operations for persons whose public function has been terminated with state bodies where they had performed this function. The Act provides the KPK with the authority of a minor offence authority.⁵⁸

In the wider field of corruption prevention, a few important steps were made towards improving legislation at the end of 2013 and the beginning of 2014. The adoption of legislation which ensures transparency of the financing of political parties and election campaigns is very important.⁵⁹ This realised most recommendations made by the international organisation GRECO in 2007. In December 2013, the management of the KPK published proposals to face current corruption problems of Slovenia. By recognising the KPK as an important stakeholder in the preparation of the plan of measures in this field, the Government of the Re-

55 Prevention of Corruption Act (Official Gazette of the Republic of Slovenia, no. 2/04).

56 Resolution on the prevention of corruption in the Republic of Slovenia (Official Gazette of the Republic of Slovenia, no. 85/04).

57 Integrity and Prevention of Corruption Act (Official Gazette of the Republic of Slovenia, no. 69/11 – official consolidated text).

58 www.mnz.gov.si, Integrity and Prevention of Corruption Act (Official Gazette of the Republic of Slovenia, no. 69/11 – official consolidated text).

59 Latest amendments to the Political Parties Act (ZPolS-E; Official Gazette of the Republic of Slovenia, no. 99/13), and latest amendments to the Elections and Referendum Campaign Act (ZVRK-B; Official Gazette of the Republic of Slovenia, no. 98/13).

public of Slovenia summarised most proposals in the Programme of the Government of the Republic of Slovenia on the prevention of corruption (adopted on 5 March 2014).⁶⁰ The programme defines measures, their leaders and deadlines for their implementation. Certain measures have already been taken.⁶¹ The important ZDIJZ-C amendments⁶², which stipulated companies under the predominant impact of the State and municipalities as entities liable to access public information, anticipated the Register of Entities Liable for Public Information and ensured legal basis for proactive online publication of contracts from public procurement procedures. In addition, law enforcement authorities have strengthened their activity in the field of economic crime and corruption, the IT connection between the Police and State Prosecutor's Office was improved, and the training of police officers and state prosecutors was enhanced. In 2013, the operation of the KPK, the MNZ as the line ministry responsible for the field of integrity and corruption prevention at the time, and the MP in the field of training employees in state and judicial bodies, and in the wider public

sector in order to raise awareness and preventive actions in the field of corruption and integrity. In January 2015, the Government of the Republic of Slovenia adopted the renewed Programme of the Government of the Republic of Slovenia on the prevention of corruption for the 2015–2016 period and the Report on the measures taken in 2014, and made a decision which recommended companies under the predominant impact of the State to sign the Slovenian Code on Corporate Integrity.⁶³

b) Target state

In accordance with the recommendations of the EU Council regarding the National Reform Programme, Slovenia will continue implementing the measures taken and also additional measures to fight corruption, and promote transparency and responsibility with the introduction of external assessment of the implementation and quality control.⁶⁴ Regarding the operation of the Police and the judicial system (State Prosecutor's Offices and judicial authority), functions and mechanisms for detection (the Police) and law

60 The material is published on the MJU website: http://www.mju.gov.si/si/delovna_podrocja/integriteta_in_preprecevanje_korupcije/

61 The first interim report of the Government of the Republic of Slovenia on the implementation of the Programme of the Government of the Republic of Slovenia on the prevention of corruption http://www.mnz.gov.si/si/novinarsko_sredisce/novica/browse/1/article/12208/8850/943b-d83ad6dd53ca761ffeb85180d9ab/

62 Latest amendments to the ZDIJZ-A (Official Gazette of the Republic of Slovenia, no. 23/14).

63 The material is published on the MJU website: http://www.mju.gov.si/si/delovna_podrocja/integriteta_in_preprecevanje_korupcije/

64 Recommendation of the European Commission on Council Recommendation on Slovenia's 2014 National Reform Programme and Council opinion on Slovenia's 2014 Stability Programme. Page 9 of Recommendation no. 8 Acquired on 16 July 2014 from http://ec.europa.eu/europe2020/making-it-happen/country-specific-recommendations/index_en.htm

enforcement (State Prosecutor's Offices), and judging (judicial authority) must be supported and strengthened in terms of criminal offences of corruption from the aspect of specialisation, and suitable positive financial and other measures which would contribute to the realisation of the fundamental legal principle of the rule of law referred to in Article 2 of the Constitution of the Republic of Slovenia. In concrete terms, this means regular assistance to the Police and especially to the National Bureau of Investigation, and further support for the Specialised Office of the State Prosecutor of the Republic of Slovenia and for specialised departments of four district courts regarding personnel, finance, expertise and training. In addition, the existing cross-section mechanisms of operation and participation in the fight against corruption must be supported, developed and used as much as possible – especially specialised investigation teams, joint investigation teams and financial investigation teams. The expert role of the Financial Administration of the Republic of Slovenia and other competent bodies is important, which, pursuant to the Criminal Procedure Act, the Cooperation in Criminal Matters with the Member States of the European Union Act, and the Confiscation of Proceeds of Crime Act, may participate in such teams under the leadership of the state prosecutor. With the anticipated activities and measures to increase the level of integrity and limit the risk of corruption, Slovenia strives to realise the vision with

which it would establish professional and efficient public administration through efficient operation of its public institutions, and professional and responsible work of civil servants and officials, in which the risk of corruption is systematically and thoroughly managed, the responsibility of employees in the public sector is consistently enforced, and potential violation are sanctioned. This would significantly contribute to stable and transparent implementation of public tasks, and increased trust of citizens in the rule of law.

In public administration, the measures are defined in the Programme of measures of the Government of the Republic of Slovenia 2015–2016 (e.g. measures to limit the risk of corruption in public administration). Efficient preventive and supervisory operation of the KPK must be ensured. Individual ministries, including bodies within ministries, will have to strengthen internal supervisory mechanisms for the management of the risk of corruption and integrity violations – with integrity plans. The risk recognised would be then merged by fields under the responsibility of individual line ministries in the so-called single register of risks. Prevention of corruption and strengthening of integrity will also have to be reflected in an adequate update of systems, formation of employee profiles for the exposed jobs and recruitment procedures. Following the example of other EU Member States and in accordance with the recommendations of the OECD, the system

of mandatory circulation of civil servants will be introduced for posts and tasks recognised within the body as bearing the risk of corruption. When preparing policies and methods in the decisive fight against corruption in public administration, and when implementing measures, better cooperation and assistance of stakeholders such as non-governmental organisations and the KPK must be ensured.

c) Development leader, key stakeholders, assumptions and risk factors

The development leader is the Ministry of the Public Administration as the ministry competent for the field of integrity and corruption prevention in cooperation with other ministries and stakeholders such as the KPK and non-governmental organisations. Since this is a horizontal field, close cooperation with other ministries and public administration bodies is essential. Also important is the role of supervisory bodies – in addition to the KPK, also of the Court of Audit of the Republic of Slovenia, the Budget Supervision Office of the Republic of Slovenia and sectoral inspectorates. It must also be emphasised that in the fight against corruption, awareness of regular and consistent limitation of the risk of corruption at the level of individual bodies (e.g. by integrity plans) and willingness to do the aforementioned are crucial. Risk factors in the attainment of the target state are slow and gradual raising of awareness of management workers

and other employees in the public sector, insufficient willingness for the implementation of efficient measures, and slow and inefficient implementation of supervisory mechanisms in terms of special and general prevention.

d) Measures for achieving the target state

In view of the risks defined in the attainment of the target state, the measures for the attainment refer to two general objectives:

1. objective: increase the level of integrity of employees in the wider public sector:

- systematic training of employees in the wider public sector in the field of integrity and the risk of corruption prevention with the emphasis of activities with increased risk of corruption such as public procurement procedures;

2. objective: actively limit the risk of corruption:

- ensure better corruption and other risk management via computerised submission of data to supervisory bodies (establish the National Single Register of Risks on the basis of the risk of corruption register of the KPK and ensure for public administration to use it);
- ensure that public sector bodies will publish contracts from public procurement, concessions and public-private partnerships online;
- ensure online publication of documents from tender procedures.

In this field, individual measures are defined in the Programme of the Government of the Republic of Slovenia on the prevention of corruption 2015–2016

with exactly defined leaders and timeline for the implementation of measures.

Table 13: *Actions for achieving the target state for zero tolerance to integrity violation in the public sector*

Target	Expected results	Measures	Indicator	Target values for 2020	Leader	Source or assessment of the required funds/ assessment of savings
Increase the level of integrity of employees in the wider public sector	Employees in the wider public sector with a high level of integrity and awareness of potential risk of corruption	Increase in the volume of training of employees in the wider public sector in the field of integrity and risk of corruption prevention	Number of additionally trained employees in the wider public sector (in view of the value of the Administration Academy and the Judicial Training Centre in 2013)	value 2013 + 15 %	MJU MP	EU funds (NFP 2014–2020)
Proactively limit the risk of corruption	Public sector bodies collect the data on their risk of corruption in one place in a transparent manner: the KPK and other supervisory bodies are allowed access to them; the statistics are to be available to the public	Upgrading of the risk of corruption register managed by the KPK, along with the establishment of a single register of all risks	Upgraded risk of corruption register as part of a single register of risks	Introduced into all public administration bodies	MJU MF KPK	EU funds (NFP 2014–2020)
		Upgrading of the public procurement (PP) portal so that clients will have to publish contracts from PP, concessions and public-private partnerships; establishment of an application for the publication of documents and contracts in tender procedures	Upgraded public procurement (PP) portal which ensures mandatory publication of contracts from PP, concessions and public-private partnerships, and established application for the publication of documents and contracts in tender procedures	Use in all public administration bodies	MJU MF	EU funds (NFP 2014–2020)

6.5 Quality management systems in public administration

The aim of the quality management system is principally to obtain the strategic objective of “improving the quality systems, programme planning, business supervision, measurable targets and process indicators”. With the systematic application of quality control tools, this system will expand across all public administration bodies, in addition to administrative units as well as ministries, government offices, bodies affiliated to ministries and others in order to improve the transparency and efficiency of the functioning of the public administration.

a) Existing situation

In 2014, Slovenia deteriorated in both indicators: 55th place in the world competitiveness ranking prepared by the IMD and 56th place in the global competitiveness index of the WEF in 2013. The key factors also affecting entrepreneurship include inefficient public administration and corruption.⁶⁵ The efficiency of public administration places Slovenia below the European average.⁶⁶ The European Commission asses-

ses that inefficient public administration is one of the main obstacles in the way of business competitiveness and economic development in several Member States; therefore, they included public administration reform among its five most important tasks.⁶⁷ In 2014, the EU Council recommended that Slovenia should adopt effective measures to improve transparency and responsibility and to introduce an external performance assessment and quality control procedures.⁶⁸

The statement and commitment on quality policy in public administration adopted by the Government of the Republic of Slovenia in 2003⁶⁹ determined systematically the principles and supported the Strategy on further development of the Slovenian public sector 2003–2005⁷⁰ at the highest management level, including the development of quality control and management tools in public administration. On this basis, training in quality management, conferences on quali-

⁶⁷ The European Commission takes initiative to reform public administration and boost economic growth. European Commission http://europa.eu/rapid/press-release_MEMO-13-935_en.htm

⁶⁸ Recommendation of the European Commission on Council Recommendation on Slovenia's 2014 National Reform Programme and Council opinion on Slovenia's 2014 Stability Programme. http://ec.europa.eu/europe2020/making-it-happen/country-specific-recommendations/index_en.htm

⁶⁹ http://www.vlada.si/delo_vlade/seje_vlade/dnevni_redi/dnevni_redi/article/54_redna_seja_vlade_rs_dne_24_decembra_2003_30033/

⁷⁰ http://www.vlada.si/medijsko_sredisce/sporocila_ministrstev_in_vladnih_sluzb/novice_drzavnih_organov/article/strategija_razvoja_slovenskega_javnega_sektorja_za_ucinkovit_vstop_v_eu_26967/

⁶⁵ International Institute for Management Development. <http://www.imd.org/news/World-Competitiveness-2013.cfm>

⁶⁶ OECD Economic Surveys Slovenia, April 2013.

ty and some pilot projects were implemented on the basis of the criteria of the CAF and EFQM models in 2002⁷¹, 2006⁷² and 2008⁷³. Therefore, certain bodies introduced quality management systems (QMS), acquired certificates and prizes for quality and excellence, and established themselves internationally in this field. After the aforementioned period had expired, there was no further basis for systemic introduction of quality management tools. The quality committee, which adopted professional positions in the field of quality management and bases for decision-making by the minister responsible for public administration and the Government of the Republic of Slovenia, ceased operating at the Ministry of Public Administration. Systematically guided training in quality management for representatives of leadership for quality, and internal and external evaluators of performance were no longer organised in public administration; therefore, we face a deficiency in respect of a complete spectrum of experienced experts in public administration quality management systems.

71 http://www.mju.gov.si/fileadmin/mpju.gov.si/pageuploads/Kakovost/Zbornik_2002.pdf

72 Pilot project for the Slovenian business excellence prize in public administration on the basis of the criteria of the EFQM excellence model http://www.mirs.gov.si/si/delovna_podrocja/poslovna_odlicnost_prspo/prspo_drzavna_nagrada_za_odlicnost/pilotni_projekt_priznanja_rs_za_poslovno_odlicnost/pilotni_projekt_za_javno_upravo/

73 System of assessing excellence in public administration on the basis of the criteria of the CAF model and the Decree on administrative operations http://www.mirs.gov.si/fileadmin/um.gov.si/pageuploads/Dokpdf/PRSP0/Projekti/SOOJU_zgibanka_2008.pdf

The comprehensive system of using tools for managing and controlling quality in Slovenian public administration has still not been systemically introduced and there remains no legal basis for it. A minor part linked to the establishment of customer satisfaction is regulated by the Decree on administrative operations.

The narrow field of competition for the national recognition of the Business Excellence Prize of the Republic of Slovenia (PRSP0), which also includes the public sector category is regulated by the Republic of Slovenia's Business Excellence Award Act⁷⁴ and the Rules on the activities of the Republic of Slovenia Business Excellence Prize Board⁷⁵.

The introduction of quality management systems, promotion of continuous improvements and innovations in administrative bodies has been taking place for over a decade; however, wider application is still at a relatively low level and is usually conducted in administrative units rather than in ministries, government offices, other administrative bodies and in the remainder of public administration. According to data of EIPA⁷⁶, 71 administrative bodies were registered in Slovenia in 2014, which are users of the European model of excel-

74 <http://www.pisrs.si/Pis.web/pregledPredpisa?id=ZAKO514>

75 <http://www.uradni-list.si/1/objava.jsp?urlid=20117&stevilka=274>

76 European Institute for Public Administration, Maastricht, 2014

lence, CAF⁷⁷, or the Common Assessment Framework in the public sector and which used the model at least once for an internal assessment of their operations, the so-called self-assessment. Certain administrative bodies (especially administrative units) have been carrying out regular internal assessments according to the ISO 9001 standard⁷⁸ and self-assessments according to the CAF model⁷⁹ with action plans for improvements; however, this activity has not been systematically defined, introduced and coordinated. According to data available at the Ministry of Public Administration, external recognition of quality (especially ISO certificates and cooperation within the scope of the PRSP0) in administrative units was largely abandoned in recent years, particularly due to austerity measures in financial and human resources. Certain bodies (especially administrative units) have representatives of the leadership for quality who are administrators of quality management systems (QMS); however, the function of a representative of the leadership for quality and progress has not been systemically defined, introduced, coordinated and evaluated.

77 Common Assessment Framework

78 According to data available at the Ministry of Public Administration, 37 per cent of all administrative units carried out an internal assessment according to the ISO standard (without certification) in 2013.

79 According to data available at the Ministry of Public Administration, 84 per cent of all administrative units carried out a self-assessment according to the CAF model in 2013.

The system for the external quality assessment of performance of administrative bodies (peer assessment) has not been implemented, although some administrative bodies, especially from administrative units, have been successfully included for several years in pilot projects; assessment according to the CAF⁸⁰ model and the finalists of the competition for the PRSP0⁸¹. The external assessment provides external feedback on the implementation of a comprehensive quality management performed by external evaluators, i.e. professional colleagues and experts. The exchange of best practices and conferences on best practices were organised regularly between 2001 and 2010⁸². In 2014, the conference on quality for the transfer of best practices was again revived among the users of the CAF model on the national⁸³ and the international level⁸⁴.

80 System of assessing excellence in public administration on the basis of the criteria of the CAF model and the Decree on administrative operations http://www.mirs.gov.si/fileadmin/um.gov.si/pageuploads/Dokpdf/PRSP0/Projekti/SOOJU_zgibanka_2008.pdf

81 The Slovenian Business Excellence Prize on the basis of the criteria of the EFQM excellence model http://www.mirs.gov.si/si/delovna_podrocja/poslovna_odlicnost_prspo/prspo_drzavna_nagrada_za_odlicnost/dobitniki_prspo/

82 http://www.mju.gov.si/si/delovna_podrocja/kakovost_v_javni_upravi/konference_kakovosti/

83 http://www.mju.gov.si/si/delovna_podrocja/kakovost_v_javni_upravi/konference_kakovosti/

84 http://www.centrorisorsecaf.it/roma/Programme_6CAF%20event%202014_draft_30oct14_def.pdf

Furthermore, an online repository of best practices is also being established.⁸⁵

Transparency of measurable objectives at all levels, their attainment, and the connection between the use of financial and human resources, effects of work and rewards,⁸⁶ and personal responsibility of heads and employees in the majority of public administration have not been established.

The systemic field of quality in public administration has not been organised within an independent organisational unit included in the highest decision-making authorities. Instead, it is part of Better Regulation, Administrative Processes and Quality Service, which is encountering difficulties with regard to insufficient human and financial resources. In addition, it does not have its own financial resources, which affects the implementation of activities, and its (in)ability to make greater progress and breakthrough in this field.

b) Target state

In accordance with the Council⁸⁷ and OECD⁸⁸ Recommendations, the public administration will implement tools for control and management of quality of operations, continuous training and improvement, promotion of continuous improvements and innovations, monitoring of operations with process indicators, including the introduction of the system of measurable objectives and the external performance assessment system of functioning of administrative bodies.

The objective of introducing a comprehensive quality management system in public administration:

1. enhancement of support and awareness of the importance of quality as a value in public administration and the importance of the application of quality management tools and approaches. As a value, quality lies not merely in the domain of quality experts but of all civil servants who strive for excellence in operations;

⁸⁷ Recommendation of the European Commission on Council Recommendation on Slovenia's 2014 National Reform Programme and Council opinion on Slovenia's 2014 Stability Programme. http://ec.europa.eu/europe2020/making-it-happen/country-specific-recommendations/index_en.htm

⁸⁸ OECD's review of public administration in the Republic of Slovenia; Slovenia: Towards a Strategic and Efficient State http://www.mp.gov.si/filadmin/mp.gov.si/pageuploads/mp.gov.si/novice/2012/junij/120622_priporocila_OECD_slo_version_za_splet.pdf

⁸⁵ http://www.mju.gov.si/si/delovna_podrocja/kakovost_v_javni_upravi/skupni_ocenjevalni_okvir_caf/dobre_prakse/

⁸⁶ Implementation related to the modification of the salary system.

2. enhancement of the development of the quality management system on the basis of the European model, CAF, and the exchange of best practices on all levels of public administration;

3. enhancement of the quality management system with the implementation of a uniform application supporting measurement of key objectives and indicators.

A renewed statement on progress and quality policy in public administration will be adopted as the basis for a systemic definition of principles and support to the Strategy for Slovenian Public Administration Development 2015–2020, including the development of tools for managing and controlling quality in public administration.

Via the Ministry of Public Administration (Administration Academy), heads and employees will attend systematic annual training in quality management on the basis of the CAF model in order to implement internal and external performance assessments and the application of procedures for promotion of continuous improvements, innovation and quality control. This will provide more and more experts on quality management in administrative bodies in terms of representatives of the leadership for quality, and internal and external QMS evaluators, and at the same time, spread the culture of quality among employees. The CAF

model is compatible with other approaches and tools, such as the balanced scorecard (BSC), the Investors in People standards, the ISO standards, and competitions for prizes, such as HORUS, the Golden Thread, the Golden Stone, PRSPO/EFQM, in order to enable the exchange of best practices and the upgrading of quality systems as per the level of maturity, specifics, needs and available resources in individual bodies.

For performance support, a unified information platform will be established for the systemic support of control management, unification of basic objectives, principles and work methods. A forum for exchanging professional observations, best practices and comparative learning will also be established. A central register will be set up which will include data of administrative bodies on quality standards acquired, and implemented internal QMS assessments/self-assessments, external QMS assessments, representatives of the management for quality and progress, and internal and external evaluators. A uniform system (application) will be established for monitoring key strategic objectives which will be gradually monitored through process indicators at all organisational levels to attain greater transparency and responsibility in the use of human and financial resources.

The inclusion of the leadership in the quality assurance system is of key importance; therefore, mi-

ministers will annually report to the Government on the progress achieved, and on indicators and objectives set for the next period in the form of a uniform concept which will be prepared by the Better Regulation, Administrative Processes and Quality Service (SBZUPK) and approved by the Strategic Council within the framework of monitoring the implementation of the entire Strategy for Slovenian Public Administration Development 2015–2020 led by the minister responsible for public administration. The ministries will inform the public by publishing the aforementioned reports on their websites and present them at press conferences or in press releases.

The objective of introducing a comprehensive quality management system in public administration is to create the capability for further improvement of supervision of the quality and effectiveness of public services to attain the set objectives, together with the optimum use of financial and human resources, and strong support for senior management in public administration.

c) Development leader, key stakeholders, assumptions and risk factors

The development leader is the Ministry of Public Administration with the support of the Secretariat-General of the Government of the Republic of Slovenia, the Government Office for Development and Europe-

an Cohesion Policy, and other public administration bodies. The key stakeholders who will be closely collaborating in the development and introduction of quality management tools at the national level are: all knowledge holders in public administration, ministries, government services, affiliated bodies, administrative units, municipal authorities and holders of public authorisation, as well as the academic sphere and non-governmental organisations in the field of quality. The key stakeholders at the international level include: the European Commission, the European Institute of Public Administration, OECD and other relevant international organisations in the field of quality management.

The quality of public administration operations has been recognised as an important value and on this basis, achievements from the previous period can be noticed. Great significance will be put on the support for the management and raising awareness of the meaning of quality, training and the introduction of tools for quality control of administrative work. Only thus will quality become a value again, as well as the means for seeking opportunities for improvement and promotion of continuous progress in the operations of administrative bodies.

The required assumptions for success are high political stability, strong support of the highest mana-

gement in the administration, and suitable organisational placement of organisational units with suitable personnel for progress and quality. This is the only way for the development of the quality system to become constant and the motor for systemic shifts and work coordination of all administrative bodies in this field.

d) Measures for achieving the target state

The following measures are anticipated for the attainment of objectives when implementing a comprehensive quality management system:

1. objective: enhancement of support and awareness of the employees regarding the importance of quality as a value in public administration:

- renewed Progress and quality policy in modern public administration;

2. objective: enhancement of development of the quality management system on the basis of the CAF model, and the exchange of best practices on all levels of public administration:

- introduction of the QMS into all public administration bodies,
- implementation of a conference – a quality day in the sphere of public administration and other forms of professional transfer of knowledge, stimulation and promotion;

3. objective: enhancement of the quality management system with the implementation of a uniform

application supporting measurement of key objectives and indicators:

- introduction of a uniform system for measuring key measurable objectives and indicators from top to bottom,
- supplementing the uniform application for monitoring key objectives and indicators from top to bottom.

Table 14: *Actions for achieving the target state in the field of quality management systems in public administration*

Target	Expected results	Measures	Indicator	Target values for 2020	Holder	Assessment of necessary financial means/ assessment of savings
Enhancement of support and awareness of employees regarding the importance of quality as a value in public administration	Increased awareness of the importance of quality principles		Renewed Progress and quality policy in modern public administration		MJU	/
Enhancement of development of quality management systems on the basis of the CAF model, and the exchange of best practices on all levels of public administration	Introduction of the QMS in public administration on all levels and the improved oversight of public administration bodies and their degree of QMS implementation	Introduction of the QMS into public administration bodies	Percentage of implemented QMS	60%	MJU	EU funds
		Organisation of a conference – a quality day in the sphere of public administration and other forms of professional transfer of knowledge, stimulation and promotion	Number of best practices presented and number of participants	5 a year	MJU	EU funds
			Number of awarded certificates, recognitions and prizes	5 a year	MJU	EU funds
Enhancement of the quality management system with the implementation of a uniform application supporting measurement of key objectives and indicators	Introduction of the QMS for monitoring objectives in public administration bodies on all levels	Introduction of a uniform system for measuring key measurable objectives and indicators from top to bottom	Percentage of state administration bodies with an implemented system for monitoring key objectives and indicators	70%	MJU	EU funds
		Supplementing the uniform application for monitoring key objectives and indicators from top to bottom	Percentage of state administration bodies with an implemented uniform application for monitoring key objectives and indicators	70%	MJU	EU funds

6.6 Modernisation of the inspection procedure

The anticipated changes in the systemic arrangement of inspection and the provision of information support for implementation of inspection procedures are compliant with the strategic objective of “modernisation of the inspection procedure”. The changes directed predominantly at the establishment of suitable legal bases for the provision of efficiency and speed in conducting inspections, mutual connectivity and the exchange of information between the inspectorates with the help of modern information support, will refer to all inspection bodies in the Republic of Slovenia.⁸⁹ Regarding the emphasised preventive role of inspection services, positive long-term effects will also be achieved with bodies subject to inspection procedures, while the public interest and the enhanced preventive role of the work of inspectorates or inspections will thus be protected.

a) Existing situation

Inspections represent an important administrative function, since they ensure supervision over the

execution of adopted legal order and offer feedback that provides the administration information on the effects of adopted regulations and enables the formation of necessary modifications and measures. The inspection supervision area was thoroughly reorganised for the first time in 1995, when the tasks of municipal administrations and inter-municipal inspectorates were transferred to ministries and inspectorates as their affiliated bodies. The reorganisation followed the modifications in the organisation of administration and establishment of local self-government in accordance with the Slovenian Constitution, and it also had the result of the reduction of the impact of politics on the work of inspectors.

Inspection supervision is regulated by the State Administration Act (Official Gazette of the Republic of Slovenia, nos. 113/05 – official consolidated text, 89/07 – Constitutional Court Decision, 126/07 – ZUP-E, 48/09, 8/10 – ZUP-G, 8/12 – ZVRS-F, 21/12, 47/13 and 12/14). Article 10 of this Act determines that the administration performs inspections of the implementation of regulations and that inspection is regulated by a special act, i.e. the Inspection Act (hereinafter: ZIN). There are differences between individual inspections, which are regulated by sectoral provisions, and the systemic regulation of inspection is included in the umbrella act. After its adoption in 2002, the ZIN was amended twice, first in 2007 and

⁸⁹ Inspection bodies in the Republic of Slovenia include the Information Commissioner, inspections of the Civil Aviation Agency, the Agency of the Republic of Slovenia for Medicinal Products and Medical Devices, the Agency for Communication Networks and Services, inspectorates as bodies affiliated to ministries and inspections organised by the ministries.

then in May 2014. The practice revealed that certain regulations must be rearranged or updated while observing the practice and experience of the inspectors; furthermore, the Act must be harmonised with the amendments of systemic acts which also prevail in the area of inspection. The latest amendments of the ZIN were oriented towards more efficient and faster work of inspectors, and also towards the rationalisation of the work of inspectors in order to reduce public finance spending in accordance with general guidelines of the Government.

By enforcing amendments to the ZIN in 2007, the Inspection Board was established, whose jurisdiction is also determined by the ZIN. As per the Act, the work of the Inspection Board is managed by the minister, responsible for administration, or a person authorised by the minister. So far, the Inspection Board has been managed by the minister, the state secretary based on the authorisation and, in the last term-of-office, the chief market inspector, who was able to constructively guide the work of the Inspection Board based on her extensive practical experience in the field of inspection, and contributed to the progress which is also evident from the reports on the work implemented by the Inspection Board. In July 2013, the Strategic plan for measures for more efficient work of inspections was adopted, however, these measures have not been implemented comprehensively due to various reasons

(lack of finance, non-observance of adopted decisions, HR problems, lack of knowledge and lack of competences of inspectors, no uniform IT system that would support the work of inspectors).

Within the scope of the Inspection Board, inspections agree on cooperation and joint inspections, which is particularly important on the regional level. The scope of joint actions is increasing, since the Inspection Board as the coordination body more easily reaches agreements and realises the joint needs of various inspections, e.g. education and training of inspectors, exchange of best practices at meetings and in other forms of cooperation. Joint work in various fields is also important for the work of the Inspection Board, which is realised by the work of expert committees (Legal Committee, IT Committee, Inspection Services Performance, Efficiency and Quality Assessment Committee and the Education and Training Committee).

On the basis of annual reports of the Inspection Board⁹⁰ since 2007, the Government, line ministries and the ministry, responsible for public administration, regularly monitor data about the work of inspectorates and inspection services, especially from the aspect of the issues related to inspections and by

⁹⁰ Annual reports of the Inspection Board since 2007: http://www.mju.gov.si/si/o_ministrstvu/inspekcijski_svet/

emphasising the monitoring of strategic measures of the Inspection Board. In accordance with the law, the Government is informed of the report of the work of the Inspection Board each year for the previous year; certain issues are included in further measures within the scope of jurisdiction (e.g. decision on HR plans where it was explicitly determined that the number of inspectors must not be reduced).

To increase the efficiency and quality of inspection services, the Inspection Board adopted the Strategic Plan of Measures of the Inspection Board in 2013, which was presented to the Government of the Republic of Slovenia. The Inspection Board adopted the measures to improve the work of inspections in order to achieve greater efficiency and quality of state institutions and greater trust of the public. The objective of the implementation of inspection is responsible, professional and expert work in the public interest and assistance to enterprises, workers, consumers and other stakeholders. Within the scope of the Best Practice Principles for Regulatory Policy, the OECD issued recommendations for the Regulatory Enforcement and Inspections⁹¹ in 2014, which countries may use as expert assistance in the reformation of inspections. These recommendations are observed in the plan for

improving the work of inspection services in the Republic of Slovenia, and they will also be considered in systemic changes for the modernisation of inspection. Some 25 inspections operate in the Republic of Slovenia which each have their own jurisdictions, and which are also apparent in their work particularly when their jurisdictions and fields intertwine. There are certain administrative barriers in regulations on inspection, due to which inspections are time-consuming and on many occasions also inefficient. The procedures of financial and customs control are provided as examples, regardless of the fact that the inspection procedure is determined in the ZUP and ZIN, which ensure the conditions for impartiality in the decision-making process and legal certainty of subjects in procedures and are used for most inspections. Additional process rules are also prescribed. Mutual lack of knowledge of the field of work and jurisdictions of individual inspections may also affect the efficiency of work and the resolving of concrete cases.

Inspectors as civil servants with special authorisations are included in the system of civil servants; however, they may have certain special characteristics (regarding the required education level, work experience and certification exams), which are regulated differently with individual acts. Regardless of the aforementioned, all rules of the system of civil servants apply for them, also with regard to the possibilities of

⁹¹ Regulatory Enforcement and Inspections http://www.keepeek.com/Digital-Asset-Management/oecd/governance/regulatory-enforcement-and-inspections_9789264208117-en#page1

secondment, e.g. where inspectors are subject to special protection. The regulation determining that civil servants may be permanently transferred to position-related workplaces is problematic also in the field of inspection, since changes in position-related workplaces are not possible without a preliminary procedure. The chief inspector responsible for the operations of the inspectorate and its organisational units around the country cannot change the HR structure of position-related workplaces without implementing a procedure in order to ensure better work organisation. Within the scope of inspection as one of the fundamental functions of administration, the inclusion of inspectors as civil servants with special authorisations in the public sector salary system should be emphasised, since changes should be implemented for additional motivation and rewarding of good work.

The ministry responsible for public administration cooperates with expert and interested public parties in the preparation of systemic solutions in the field of inspection.

b) Target state

It is essential for the modernisation of inspection to preserve the independence of inspectors and their political neutrality. It is also important to protect the public interest principle, which is supplemented

with the private interest principle. Inspection operations must be based on the imposition of administrative measures directed towards the future and which ensure that subjects upon whom the regulations impose rights and obligations will act in accordance with the prescribed rules, and not on the imposition of financial penalty by means of which unlawful conduct is sanctioned. The principle of public scope of work of inspectorates is also emphasised, a principle which has to be further realised in practice in the future.

The aim of renovation and modernisation of the inspection system is to enhance the preventive role of inspectors, rationalise inspection procedures, also by combining and joint implementation of inspections, and introduce certain new tools that will contribute to easing the burden of inspectors in the performance of their professional work, and, on the other hand, to enable the administration to quickly respond to the established irregularities and to consequently ensure the satisfaction of service users. Greater trust of the public in the work of the administration and greater protection of public interest must be ensured. The following activities are proposed for the attainment of the pursued objectives:

- simplification and acceleration of inspection procedures with the emphasis on electronic operations and the interconnection of registers of other bodies as required by the inspectors to carry out their work,

which will thereby reduce the number of inspections of business entities and increase remote monitoring (when this is possible) without unnecessary disturbance of the business process of business entities;

- enhancement of the inspectors' preventive operations and the implementation of joint inspections for more effective work and unburdening of liable subjects;
- introduction of new tools in inspection procedures which will have a preventive effect and shorten inspection procedures, whereby the introduction of administrative contract will have to be studied, i.e. the inspector agrees with the client on the elimination and sanctioning of violations. An administrative contract would also exclude legal means and introduce administrative enforcement officers for the implementation of enforcements under final inspection decisions;
- publication of criteria for determining priority inspections while observing risk assessments in individual fields, whereby the principle of publicity will be highlighted in inspection procedures;
- introduction of an IT system for inspection bodies in order to support efficient risk management and as a single e-point of inspectorates where data on planned inspections and their schedules would be collected, as well as the recording of findings, monitoring the implementation of sanctions, data analysis, reporting, lists and analyses of complaints;

- strengthening the position and role of the Inspection Board by ensuring a professional service that would also become the contact point for all inspections and interested public in a limited extent;
- verification of regulations governing the field of inspection, and the drafting of changes for simplifying and clear determining of jurisdiction;
- ensuring the decision-making at the secondary level in legally determined deadlines and in accordance with regulations;
- introduction of websites and contact points for all inspections at one location;
- continuing the exchange of best practices, experience and expert opinions also within the scope of cooperation with external experts;
- modification or harmonisation of organisational structures of inspection services on the regional level for providing joint support services;
- continuous provision of information to inspectors about amendments to regulations and regular training for work performance and acquisition of specific knowledge.

In its annual reports, the Inspection Board already uses performance indicators for measuring performance of individual inspections when monitoring their functioning which help heads of sections when comparing several years' performance of an inspectorate or inspection. The development leaders will conti-

nue measuring performance according to the current methodology in order to monitor the target state of the renewed inspection.

Programmes for training inspectors are already being implemented within the training programmes by implementing programmes with general and also specific contents. This process will have to be accelerated and supplemented also with contents that enable more efficient work of inspectors. Appropriate competences of inspectors encompass not only technical skills and skills that ensure a high level of specific knowledge, but also general skills referring to the work of inspectors (e.g. understanding risks, approaches to encouraging harmonised work, understanding other areas of inspection so that inspectors would not issue recommendations which are not harmonised with regulations in other areas, understanding business policy of entities subject to inspection procedures, market activities, business logic of entities subject to inspection procedures, special skills for resolving conflict situations). The performance indicators after modernisation of the inspection process will also refer to the number of inspectors participating in different forms of training, whereby more attention will have to be paid that all inspectors are informed about general contents and new items of legislation. Furthermore, the proportion of inspectors participating in training for the acquisition of special knowledge will also have to be increased.

c) Development leader, key stakeholders, assumptions and risk factors

The Ministry of Public Administration, line ministries, inspectorates and the Inspection Board are the development holders. The key stakeholders participating in the harmonisation and cooperation are state administration bodies, other state authorities, self-governing local communities and their associations (Association of Municipalities of Slovenia, the Association of Municipalities and Towns of Slovenia and the Association of Urban Municipalities of Slovenia), representative professional associations of employers, chambers, business representatives and expert and wider interested public.

The following documents will be observed in particular when preparing proposals for changes and modernisation of inspection:

- reports of the Inspection Board⁹²,
- reports of individual inspection services (e.g. report on the work of the inspection service for the civil servant system⁹³, report of the labour inspectorate⁹⁴ etc.),

92 Annual report of the Inspection Board for 2013: http://www.mju.gov.si/fileadmin/mju.gov.si/pageuploads/JAVNA_UPRAVA/IJU/Inspekcijiski_svet/Letno_porocilo_IS_2013.pdf

93 Report on the work of the IJS in 2013 http://www.mju.gov.si/fileadmin/mju.gov.si/pageuploads/JAVNA_UPRAVA/IJU/SV_porocilo_IJS_2013.pdf

94 Annual reports on the work of the Labour Inspectorate of the Republic of Slovenia http://www.id.gov.si/si/o_inspektoratu/javne_objave/letna_porocila/

- findings and recommendations of the Human Rights Ombudsman, arising from annual reports and referring to the work of inspection services⁹⁵,
- audits of the Court of Auditors, which within the scope of its activities points to the irregularities occurring in the work of inspection services,
- reports on the work of the Budget Supervision Office⁹⁶, which within the scope of internal control of public finance expenditure point to the legal, economic and efficient use of public funds with the purpose of managing risks which might prevent the attainment of business goals of budget users,
- analyses of the current situation, objectives and risks analyses of the work of inspection services.

When preparing materials, forming key strategic objectives and amendments to legislation in the field of inspection, the ministry responsible for public administration will include inspectors as well as line ministries and expert public individuals, and particularly experts in the field of administrative procedural law,

representative associations of local communities and representative unions.

The proposal of changes will be presented to the wider public on the e-administration sub-portal (e-democracy). It can be expected that a public presentation of opinions will be held at the National Assembly of the Republic of Slovenia considering the scope of planned changes within the framework of legislative procedure.

95 Annual report of the Human Rights Ombudsman of the Republic of Slovenia for 2013 <http://www.varuh-rs.si/publikacije-gradiva-izjave/letna-porocila-priporocila-dz-odzivna-porocila-vlade/>

96 Report of the Ministry of Finance, the Budget Supervision Office of the Republic of Slovenia, on implemented inspection procedures on the use of funds from the state budget between July and December 2013: http://www.unp.gov.si/fileadmin/unp.gov.si/pageuploads/inspekcija/POLLETNO_POROCILO_JULIJ-DECEMBER_2013-_KONCNO.pdf

d) Measures for achieving the target state

Table 15: Actions for achieving the target state for modernisation of the inspection procedure

Target	Expected results	Measures	Indicator	Target values for 2020	Holder	Source or assessment of necessary financial means/assessment of savings
Shorter and more efficient inspection procedures with implemented IT support which enhances the trust of the public in the supervisory role of the state and increases the protection of public interest while observing the principles of proportionality	Shorter inspection procedures; more implemented inspection procedures which focus on protection of the public interest principle	Drafting and adopting the amendment to the Inspection Act, which will observe the progress and quality in the field of inspection procedures, and the implementation and assessment of effects of the recast inspection legislation	Higher average number of resolved inspection procedures (cases) per inspector; higher average number of resolved minor offence cases per inspector;	10%	Line ministries and inspections, the Inspection Board, MJU	Introduction of an information system for inspection bodies (a uniform e-point for inspectorates) and upgrading of a point of single contact (PSC; see Chapter 6.3.1) for the needs of supervision, which will be financed from EU funds
	Reducing violations of legislation by entities subject to inspection while observing inspectors' findings in already implemented inspection procedures	Introduction of an information system for inspection bodies (a uniform e-point for inspectorates)	Lower percentage of successfully-resolved complaints in inspection procedures; lower percentage of successfully-resolved requests for judicial protection in minor offence proceedings	up to 10%	Line ministries and inspections, the Inspection Board, MJU	
	Unburdening of inspectors, simplification of inspection procedures, enhancement of inspection services	Establishment of IT support relating to the upgrading of a point of single contact (PSC; see Chapter 6.3.1) for the needs of supervision	Assessment of implemented inspection procedures in reports of the Inspection Board, annual reports of inspection services, findings and recommendations of the Human Rights Ombudsman, which derive from annual reports and refer to the work of inspection services, and in reports of the Budget Supervision Office of the Republic of Slovenia		Line ministries and inspections, the Inspection Board, MJU	
	Unburdening of business entities	Establishment of IT support				
	Increasing public satisfaction relating to the work of inspection services	Preparation and implementation of a survey	Verification of public satisfaction relating to the work of inspection services	A survey on the satisfaction of clients will be implemented at least once a year.	MJU and the Inspection Board, inspections	

By considering the scope of amendments and simplification of certain inspection procedures, which inspectors have hitherto not been implementing in practice, the instructions and explanations for legal implementation of inspection procedures will have to be prepared immediately after the amending act is adopted, and appropriate training will have to be ensured.

In cooperation with the Inspection Board, the Ministry of Public Administration will regularly monitor the implementation of legislation, and regular reports of individual inspection services will be included in annual reports of individual inspectorates and inspections well as in the annual report of the Inspection Board in compliance with the current practice.

Considering the fact that the reform of implementing inspection procedures also anticipates intervention in the method of inspectors' work, i.e. in individual tools of administrative procedural law, we estimate that reform in this field will be long-term. A time frame cannot be determined at this stage, particularly due to the fact that strategic objectives and substantive solutions will first have to be harmonised with all stakeholders.

6.7 Effective informatics, increased use of e-services and interoperability of information solutions

“Effective informatics, increased use of e-services, digitalisation and interoperability of information solutions” are encompassed in a special strategic objective of the Strategy and particularly refer to central government. In addition to direct effects on central government, indirect positive impacts are also anticipated on the entire public administration (particularly local self-government, public institutes and agencies) whose business processes are linked with central government.

a) Existing situation

Slovenia already has rich and long-standing experience in introducing electronic commerce into public administration. The first fundamental data records and links between them were established in the 1980s, and the first e-services portal for citizens was established as early as in 2001. The following years witnessed intensive developments in all fields, and the Slovenian e-government also received several prominent awards at the EU as well as the global level.⁹⁷ The users may today select from a relatively

97 E.g. UNPSA e-VEM 2019, IPP 2012, collecting data for e-Social Protection 2013.

broad selection of high-quality electronic services⁹⁸ however, their application does not unfortunately reach the expected extent, which is why the potential, enabled by the digital manner of business operations and communication, is not utilised sufficiently in the sense of increasing efficiency of business operations and improved suitability and adjustment to the needs of end-users. Various benchmarks show that Slovenia is increasingly lagging behind leading EU States in utilising the potential of digitalisation. According to most indicators, Slovenia is currently in the EU average:

- results of eGovernment benchmarking for 2014 published by the EU⁹⁹,
- indicators of the attainment of the objectives of the Digital Agenda for Europe¹⁰⁰,
- OECD analysis Government at a Glance 2013¹⁰¹,
- the United Nations E-Government Survey 2014¹⁰².

98 Services are available on the uniform state portal of e-Government, e-uprava.gov.si, and also on portals of other institutions, e.g. edavki.durs.si, ess.gov.si, <http://portal.evs.gov.si/prijava> ...

99 <https://ec.europa.eu/digital-agenda/en/news/eu-egovernment-report-2014-shows-usability-online-public-services-improving-not-fast>

100 <https://ec.europa.eu/digital-agenda/en/scoreboard/slovenia>

101 http://www.oecd-ilibrary.org/governance/government-at-a-glance-2013_gov_glance-2013-en

102 <http://www.un.org/en/development/desa/publications/e-government-survey-2014.html>

Reasons for unfavourable and worrying trends are diverse:

- dispersed, incoherent and incomplete coverage of services in typical life situations (services are dispersed on different portals, incoherent functioning of institutions, certain phases are not digitalised);
- complicated use of e-services and digital channels for end-users (non-intuitive user interfaces, complicated use of digital certificates and electronic signatures, weak adjustment to mobile devices, inefficient user support);
- inefficient organisation and discrepancy of ICT in public administration (poor comprehensive overview of investments, projects and resources connected with ICT and their poor management, unconnected functioning of individual sectors, duplication of development and incoherence of solutions, poor harmonisation with the actual needs of users);
- poor utilisation of the concept of common horizontal building blocks and functionality concepts (technical and organisational problems);
- insufficient level of digitalisation in internal business processes in public administration and insufficient attention to digital competencies in public administration;
- insufficient utilisation of the potential of modern digital concepts in public administration: cloud computing, mobile technologies, open data and data analytics, social networks etc.;

- incomplete and unbalanced management of the field of digital security and privacy-related risks;
- poor coverage of broadband communication channels to end users (simple and effective access to high-speed Internet for end users);
- poor general awareness and familiarisation with e-services and poor competence of end of e-service application (awareness of the existence of digital communication and its possibilities, general level of digital literacy in society, digital divide, low general level of trust in the government).

Decisions and recommendations of the EU Council as of 23 and 24 October 2013¹⁰³ constitute important guidelines and initiatives for increased attention to the digitalisation of operations and communications. The ICT is not only an essential tool for attaining all the state's set objectives, but also the enabler and driver of development.

A strategic document, the Strategy on IT and electronic services development and connection of official records (SREP) from 2009¹⁰⁴ has already been formulated for the field of state informatics with the appertaining Action Plan on Electronic Commerce in

103 http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/ec/139197.pdf

104 The SREP Strategy was adopted at the 34th regular session of the Government of the Republic of Slovenia on 2 July 2009.

Public Administration (AN SREP) until 2015¹⁰⁵. Though it is a relevant and useful document, it is nevertheless somewhat outdated and needs to be adjusted to the current national and international contexts, whereby different stakeholders within and outside public administration must be observed, including its realisation in practice. In addition to the placement of this field in the broader context of the Strategy for Public Administration Development, concrete objectives and guidelines will have to be further determined in a detailed strategic document which will replace the current SREP Strategy.

b) Target state

Citizens and companies are becoming more mobile and technologically advanced in their everyday lives and business operations. Electronic communication has become natural and service users expect that the providers of public administration services will also utilise all possibilities enabled by modern technologies and thus meet the needs of their users and offer them useful and cost-efficient services. Service users view the government as one of several providers. In the global environment, governments compete with each other for HR and business resources, also by means

105 The AN SREP Action Plan was adopted at the 76th regular session of the Government of the Republic of Slovenia on 8 April 2010.

of providing competitive public administration services. While users' expectations increase, the context in which public administrations provide their services to users changes even quicker.

The digitalisation of business processes may significantly contribute to the improvement of flexibility, connectivity and transparency of business processes in public administration, and the increased utilisation of electronic channels lowers the costs for end-users and service providers.¹⁰⁶ Relating to the increasing limitation of financial, HR and technical resources, all available possibilities have to be found for improving the efficiency of their utilisation in attaining general objectives of public administration:

1. improving the quality of citizens' lives also by improving communication and harmonisation with public administration using digital channels,
2. increasing competitiveness of the economy, also with by improved conditions for e-business,
3. digitalisation and optimisation of internal operations for flexible, rational, efficient, transparent and open public administration.

A truly efficient level of public administration cannot be imagined without an efficient government

¹⁰⁶ <http://nio.gov.si/nio/asset/stroski+interakcij+med+drzavljani+in+usluzbenci+javne+uprave>

IT. New possibilities and potentials provided by modern technological and organisational approaches must also be utilised, among which the new government IT cloud infrastructure has particularly great potential. The improved situation in the field of ICT in state administration will have important synergetic effects also on the attainment of other strategic objectives of the public administration and in the development of information society in whole.

Recently, several important strategic documents have been drafted pointing to the global trend in public administration development and the significance of digitalisation in this context, e.g. the European Digital Agenda¹⁰⁷, European e-Government Action Plan 2015¹⁰⁸, OECD recommendations on digital government strategies,¹⁰⁹ etc.; these documents can serve as a helpful tool for future policies established by countries willing to outline their future development based on global guidelines and best practices.

¹⁰⁷ <http://ec.europa.eu/digital-agenda/>

¹⁰⁸ <http://www.epractice.eu/en/library/5269789>

¹⁰⁹ <http://www.oecd.org/gov/public-innovation/recommendation-on-digital-government-strategies.htm>

c) Development leader, key stakeholders, assumptions and risk factors

The development leader is the Ministry of Public Administration or the Council of informatics development in state administration. The key stakeholders are the Government, line ministries and, indirectly, other public administration levels (public institutions, local self-government communities) and end-users of e-services. The basic assumption is that the general trend of digitalisation in society will continue, and that state administration will have to constantly adjust to these circumstances with technical and organisational measures, as well as provide suitable funds, and develop the knowledge and skills of employees. As per past experiences, the main risk factors in attaining such objectives are excessively frequent changes in key responsible positions, excessively frequent reorganisations and possible new political instability.

d) Measures for achieving the target state

Different measures regarding technical and organisational levels are anticipated towards greater digitalisation of processes and communication in public administration, which can be divided into two main groups: the measures in the first group are directed outwards to users (better and more accessible services), while the other group is more internal in

nature (improved efficiency of functioning and utilisation of resources).

1. Measures directed outwards to the users (easier communication, increased use):

- unification and modernisation of entry points for citizens and companies; portal consolidation (reliable information and simple e-procedures in one place; prevention of duplication and improvement of transparency of informing of users, attention to user needs; the concept of life events; systematic measuring of user satisfaction);
- establishment of a Single contact centre for state administration;
- wider offer of comprehensively covered life events (expansion of the 'single-point-of-contact' concept; single access point; digitalisation of the entire process from the beginning to the end; clear ownership and inter-ministerial cooperation; harmonisation with the actual user needs and active participation of end-users in all development and implementation phases, including users with special needs, and optimisation of regulations if needed);
- simpler use of e-services and digital channels for end-users (intuitive, standardised and user-friendly user interfaces; simple and safe use of digital identities and electronic signature; support for different mobile devices; efficient user support and contact centre);

- improvement of technical mechanisms for publishing useful and updated public sector open data (adjustments in original databases for better reliability, regularity and automation of publishing; substantive improvement of semantic data interoperability – core vocabularies; location information; positioning in to global open data network – Linked Open Data);
- facilitating improved coverage of broadband communication channels (attainment of objectives of the Digital Agenda for Europe and objectives of the national sector-specific strategy);
- informing users about e-services and the advantages of digital communication; participation in the acceleration of the development of an information society; continuous education and promotion.

2. Measures of an internal nature (improved efficiency of functioning and utilisation of resources):

- increased level of centralisation of ICT management in public administration and more efficient harmonisation (central management of projects, investments and resources connected to ICT; optimisation of organisation and distribution of resources; harmonisation on strategic, project and administrative levels; prioritisation and unification of development; central responsibility for horizontal functions and interoperability; more integrated development; application of uniform methodological approaches

to project management and business analytics; promotion of better harmonisation with the needs of different external and internal shareholders in public administration, and the exchange of best practices at national and international levels);

- increasing the level of digitalisation of internal business processes in public administration and promoting the development of digital competences in public administration (optimisation of processes; efficient electronic exchange of data; connectivity; accessibility to documents, data, applications and other resources; support to digital working environment and mobile way of working);
- improved utilisation of potential of modern digital concepts in public administration: cloud computing, mobile technologies, open data and data analytics, big data, social networks etc. (priority: utmost utilisation of the potentials of the national cloud computing as a uniform ICT platform; significant acceleration in publishing and use of public sector open data; the emphasis is both on the technical and organisational aspects);
- promoting construction and use of common horizontal building blocks and functionalities, and the introduction of international standards (adjustability, reliability, safety, long-term viability);
- comprehensive and more balanced management of the field of digital security and privacy-related risks.

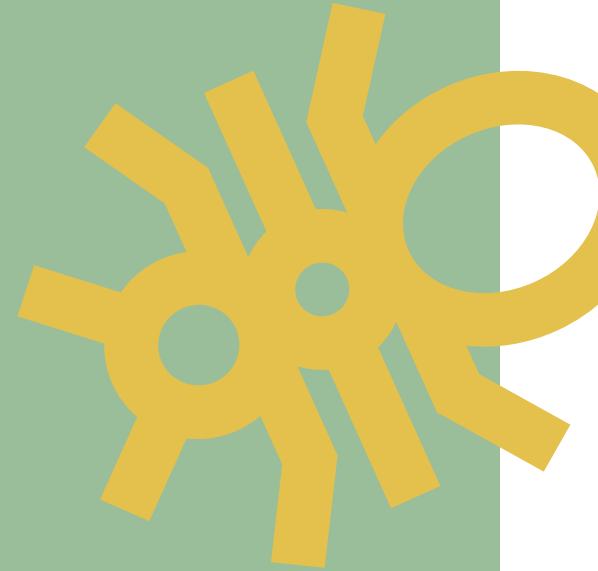
Table 16: *Actions for achieving the target state for the effective informatics, increased use of e-services and interoperability of information solutions*

Target	Expected results	Measures	Indicator	Target values for 2020	Holder	Source or assessment of necessary financial means/ assessment of savings
Improving the quality of citizens' lives also by improving communication and harmonisation with public administration while using digital channels;	Outwards: better and more accessible services, increased use;	More and better life events, particularly on e-government portal; simpler e-services and digital channels;	Number of comprehensively covered life events;	10	MJU	EU funds
increasing competitiveness of the economy, also with improved conditions of e-business;	Inwards: improved efficiency of functioning and utilisation of resources.	improved mechanisms for publication of open data;	e-government services used by citizens;	70%		
digitalisation and optimisation of internal operations for flexible, rational, efficient, transparent and open public administration.		informing of users, education and promotion; higher level of ICT centralisation and more efficient harmonisation; digitalisation of processes, utilisation of modern digital concepts; development of digital competence; common building blocks and functionalities; digital safety and privacy.	e-government services used by enterprises;	95%		
			number of common building blocks and fundamental data registers functioning on the government IT cloud infrastructure.	15		



7.

STRATEGY REALISATION PLAN





7. STRATEGY REALISATION PLAN

7.1 Promotion and communication with stakeholders, implementation of the strategy and holders of activities

Unfortunately, public administration in Slovenia does not enjoy a good reputation. The general and particularly the business public are critical. Citizens refer to the uncompetitive business environment, non-transparency and numerous administrative barriers which hinder their smooth operating, take up their time and impede their everyday obligations. The Strategy for Slovenian Public Administration Development 2015–2020 is thus a key strategic document which will outline the development of the Slovenian public administration for a longer period, which is why different stakeholders must be informed accordingly about its content, i.e. the internal, expert and external (wider) public.

The objective of the public administration development is to form a modern public administration, with the aid of different activities, projects and measures deriving from the Strategy, which will be professional, stable, effective, transparent and compliant with the principles of good management. It is nevertheless important that the expert and the wider public are informed as much as possible of the drafting of the Strate-

gy and the activities deriving from it. The objective is to include as many proposals from all stakeholders as possible, to ascertain their positions on certain issues and additional information on proposed contents.

Good and clear presentation of concrete objectives, guidelines, measures and clear and transparent implementation of activities outlined in the Strategy will contribute significantly to the improved reputation of the functioning of the public administration and encourage the interested public to submit proposals and comments to the competent bodies referring to the improvement of regulations, procedures and legislation.

In accordance with the principles of drafting and preparing regulations arising from the Resolution on Legislative Regulation (adopted in November 2009) and to obtain the opinion of a large number of stakeholders, the relevant ministry invited the expert and wider public to participate in the formation of the content of the Strategy.

Table 17: Activities during the preparation of the Strategy, September 2013–November 2014

When	Activity	Stakeholders (participants and target group)
September 2013	Appointment of the inter-ministerial working group for the preparation of the Strategy	
October 2013	Presentation of the preparation plan and process of the Strategy: Dr Karmen Kern Pipan, Klaudija Koražija, Dr Gregor Virant “Starting Points for the Process of Preparing “Strategy of Slovenian Public Administration Development 2014–2020”, the Ministry of the Interior, visit of the OECD representatives	OECD
December 2013–March 2014	Formation of starting points for the preparation of the Strategy and its confirmation by the Strategic Council	
April 2014	Adoption of the Starting Points for the Preparation of the Strategy for Further Development of Slovenian Public Administration 2014–2020 by the Government of the Republic of Slovenia; publication of a press release on the adopted decision of the Government and the publication of the news on the website of the MJU	Government of the Republic of Slovenia; press release forwarded to the public; informing of the wider public
May 2014	Call to the expert public to submit opinion and proposals for the preparation of the Strategy – submitted the Starting Points for the Preparation of the Strategy for Further Development of Slovenian Public Administration 2014–2020	NGOs, associations, chambers, trade unions
May 2014	Expansion of the inter-ministerial working group for the preparation of the Strategy – presentation of the new members in the press release on the website of the MJU	
May 2014	Publication of the Starting Points for the Preparation of the Strategy for Further Development of Slovenian Public Administration 2014–2020 on the website of the MNZ, the STOP the bureaucracy portal and the national interoperability portal (NIO) with the invitation to submit opinions and proposals	Expert and wider public

When	Activity	Stakeholders (participants and target group)
June 2014	The Slovenian Press Agency: publication of an article on the preparation of the Strategy and invitation to the public to submit opinions and proposals	Media, expert and wider public
June, July, August 2014	The operational group received many proposals which it reviewed, studied and sensibly observed in the drafting of the contents and action plans	The operational group for the preparation of the Strategy
May, June 2014	Active participation at workshops and round tables organised by the European Commission and the OECD (exchange of experience and knowledge between EU Member States on the preparation of the Strategy) Presentation of the process and basic contents for preparation of the Strategy: Dr Karmen Kern Pipan, Tadej Gabrijel, Sadra Seketin Lestan, MSc, Jelena Tabaković, Mateja Arko Košec: “Developing a Sustainable Strategic Framework for Public Administration Reform Slovenia: Starting Points and Outlines”, Brussels, the European Commission and the OECD, May 2014	Members of the operational group for the preparation of the Strategy
June 2014	Presentation of the design, starting points and schedule for the preparation of the Strategy to the Strategic Council of the working group	Strategic Council of the working group for the preparation of the Strategy
July 2014	Presentation of the process and basic contents for preparation of the Strategy: Dr Karmen Kern Pipan, Tadej Gabrijel, Klaudija Koražija and Dr Gregor Virant: “Preparation Strategy for Further Development of the Slovenian Public Administration 2014–2020”, Ministry of Finance and the Ministry of the Interior, the OECD's review of the functioning of public administration	OECD

When	Activity	Stakeholders (participants and target group)
May–November 2014	Lectures at expert meetings, conferences, articles and publications in specialist magazines; publication also in the website of the MJU	Internal, expert and wider public
	Seminar for acquiring additional knowledge in the field of strategic planning and quality management in public administration entitled In-depth training on enhancing institutional capacity and efficient public administration and the CAF model (Common Assessment Framework), September 2014;	
	Dr Karmen Kern Pipan and Mateja Arko Košec, “Key points of the Preparation Strategy for Further Development of the Slovenian Public Administration 2014–2020 in light of rising effectiveness and performance of administrative bodies and the CAF model”, the 6th Days of Administrative Units, Tacen, September 2014;	
	Mateja Arko Košec and Dr Karmen Kern Pipan, “New version of the CAF model 2013 and self-assessment for rising effectiveness of performance in public administration”, the 21st days of Slovenian Administration, the University of Ljubljana, the Faculty of Administration, Ljubljana, Proceedings of Studies, September 2014;	
	Dr Karmen Kern Pipan, Mojca Ramšak Pešec, Mateja Prešern, MSc, Dr Polonca Blaznik, Matija Kodra, “Fundamental emphases, challenges and opportunities of further development of the Slovenian public administration in light of topical European development perspectives”, the 21st days of Slovenian Administration, the University of Ljubljana, the Faculty of Administration, Ljubljana, Proceedings of Studies, September 2014;	
November 2014	Mateja Arko Košec and Dr Karmen Kern Pipan, “Challenges and opportunities of the quality system management in light of the new development strategy of public administration”, the 23rd Conference of the Slovenian Association for Quality and Excellence, Portorož, November 2014;	MJU
	Dr Karmen Kern Pipan, “Administrative Capacity Building in Europe and the Contribution of CAF: Lessons Learned from Member States”, the 6th International Conference “Impact and Results with CAF”, Rome, November 2014.	
	Confirmation of the first proposed draft Strategy by the Strategic Council	

Table 18: Promotion and presentation of the Strategy, its objectives, measures and activities between December 2014 and April 2015

When	Activity	Organiser	Participants and target group
December 2014–January 2015	Public discussion of the Strategy for Slovenian Public Administration Development 2015–2020 including:	MJU	All stakeholders: expert public: representatives of NGOs, trade unions representing the public sector, associations, chambers
	inter-ministerial discussion on the draft Strategy between the ministries and the confirmation of the Strategy by the Strategic Council,		ministries and the Strategic Council
	invitation to the expert and wider public to submit opinions and proposals for the drafting of the Strategy		
	publication of the press release and informing of the media		
January 2015	Presentation of the draft Strategy to the Officials’ Council	MJU	Members of the Officials’ Council and representatives of the MJU
January 2015	Presentation of the draft Strategy to coalition deputies	MJU and the National Assembly	Coalition deputies in the National Assembly, the Minister, the State Secretary, the proposal drafters of the MJU
January 2015	Presentation of the draft Strategy to media representatives	MJU	The Minister, the State Secretary, the media, the proposal drafters
	Detailed presentation of the content and schedule of activities and measures included in the Strategy – briefing		
February 2015	Presentation of the draft Strategy to business representatives	GZS and MJU	Representatives of the GZS, the Minister, the State Secretary, the proposal drafters
February 2015	Presentation of the draft Strategy to trade union representatives	MJU	MJU, trade union representatives

When	Activity	Organiser	Participants and target group
February 2015	Presentation of the draft Strategy to NGO representatives (CNVOS)	MJU	Representatives of NGOs, the State Secretary, the proposal drafters
February 2015	Presentation of the draft Strategy to state secretaries of other ministries	MJU	State secretaries of the Government of the Republic of Slovenia and representatives of the MJU
March 2015	Confirmation of the final draft Strategy by the Strategic Council	MJU	Members of the Strategic Council
April 2015	Inter-ministerial reconsideration of the draft Strategy between ministries	MJU	ministries and government offices
April 2015	Confirmation of the draft Strategy for Slovenian Public Administration Development 2015–2020 at the session of the Government of the Republic of Slovenia and publication, informing, promotion and preparation of two-year action plans of measures	Government of the Republic of Slovenia	Government and expert public
April 2015	Press conference following the session of the Government of the Republic of Slovenia – presentation of the Strategy, its purpose and objectives; publication of a press release on the confirmation of the Strategy on the website of the Government and the MJU, and on the STOP the bureaucracy portal	Government Communication Office of the Republic of Slovenia	Media and wider public

When	Activity	Organiser	Participants and target group
October 2014–January 2015	Lectures, articles, publications in specialist magazines, presentation of best practices; working meeting with the representatives of the European Commission in Brussels on the upgrade of the draft Strategy for Slovenian Public Administration Development 2015–2020 and the preparation of the operational programme from the viewpoint of preparing measures and indicators – participation of the representatives of the operational working group for drafting the Strategy;	MJU	Expert and wider public
	Conference of the Slovenian Association for Quality and Excellence (SZKO); Dr Karmen Kern Pipan, Mateja Arko Košec: “Challenges and opportunities of the quality system management in light of the new development strategy of public administration”;	SZKO	
	active participation of representatives of the MJU at the international conference, the 6th European CAF Users Event; presentation of experience and best practices on the application of the CAF model in Slovenia;		
	presentation of the drafting Strategy for Public Administration Development in Strasbourg at the meeting of the European Committee on Democracy and Governance at the Council of Europe;		
	active participation in the discussion and presentation of plans for improving the functioning of public administration by means of its modernisation and renovation within the framework of the European Public Administration Network (EUPAN) in Rome.		

By promoting the Strategy for Slovenian Public Administration Development 2015–2020 by means of different types of communication tools, the public will be certain that public administration is being developed into a modern and efficient service whose main objective is to become a partner to its users. The goal of public administration is to reduce the operation costs, increase efficiency, and particularly, improve the quality of services intended for citizens. Once the public believes in this message and accepts it to be true, then public administration will enjoy an increased reputation in the eyes of its users.

7.2 Monitoring and evaluating the implementation of the Strategy

Individual holders implementing the necessary activities will be responsible for the attainment of strategic objectives and will conduct control over the performed work in their respective fields. The relevant bodies must constantly strive to reduce bureaucratic barriers, search for quick solutions with the use of modern technologies and involve users in the enforcement of their rights and interests. The procedures imposed by administrative bodies will need to be fast and effective and resolved within legally determined deadlines.

Individual responsibility for actions in compliance with the set standards will need to be established already at the lowest level which is the closest to the user. The purpose of determining standards in public administration is that the first step in the continuous improvement of public administration operations is directed towards the rational application of funds and the achievement of user satisfaction.

Monitoring and evaluating the implementation of the Strategy are of key importance which is why the Better Regulation, Administrative Processes and Quality Service of the Ministry of Public Administration will prepare a uniform concept which will serve as the ba-

sis for the preparation of a web application for monitoring the realisation of action measures of the Strategy.

Monitoring the implementation of the Strategy for Slovenian Public Administration Development 2015–2020 and the set objectives and measures will take place via the web application for monitoring the realisation of action measures of the Strategy, by means of which individual holders will report on their progress twice a year (at half year and the end of the calendar year). A special operational working group will be appointed which will include holders – administrators for the implementation of actions necessary for supporting continuous progress of set objectives.

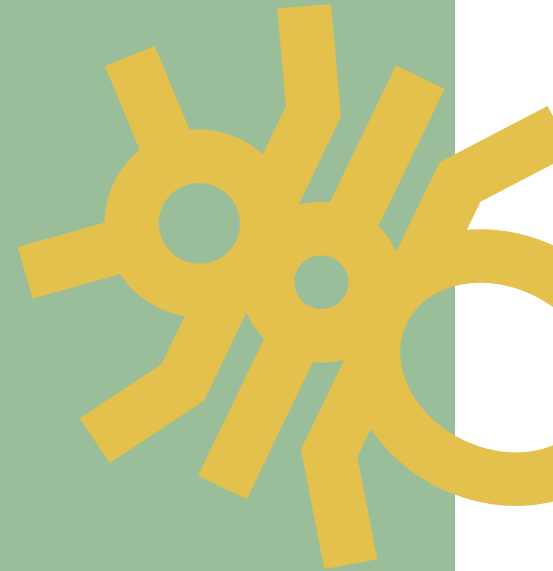
The report on the implementation of measures will be discussed and confirmed twice a year by the Strategic Council led by the minister responsible for public administration and composed of the members of the Strategic Council participating in the working group, which prepared the Strategy for Slovenian Public Administration Development 2015–2020.

The purpose of operations of the Strategic Council is to evaluate work according to individual strategic objectives, confirm the plans for further realisation of the Strategy and submit periodical half-yearly and annual reports for discussion to the Government of the Republic of Slovenia.



8.

RISK FACTORS FOR REALISATION OF THE STRATEGY





8. RISK FACTORS FOR REALISATION OF THE STRATEGY

Important risk factors for the realisation of set strategic objectives are:

- political instability and frequent changes of the Government and ministers which hinder consistency of the vision, the realisation of priority objectives, the Strategy and implementation of measures,
- poor economic and financial conditions in the country and thus a related lack of financial resources,
- low political culture and the lack of political will for the re-organisation of important fields in the country which are in need of radical reform,
- inability and indecisiveness when adopting important strategic decisions and a failure to take personal responsibility,
- non-recognition of the importance of necessary reforms and thus related insufficient allocation of financial and HR resources necessary for a breakthrough and systemic development,
- unwillingness of public administration institutions for the realisation of changes and opposition of certain competent bodies to the simplification of administrative procedures,
- general poor trust of citizens in state administration,
- long-term realisation or non-realisation of proposals and incentives resulting in increased distrust in the functioning of public administration,
- unwillingness to implement reform measures for the elimination of administrative barriers and to carry out deregulation procedures,
- excessive dependence on external providers and partners, resulting in possible disturbances with the external partner which may threaten the country's ability to provide effective, stable and reliable public administration services,
- lack of awareness on the necessity of measuring performance, efficiency of operations and the use of resources,
- impact of politics on HR management and the operations of public administration, which may undermine the country's reputation,
- professionalisation of the administration with all moral and ethical standards of civil servants and their competences as a value is insufficiently recognised or insufficiently observed,
- insufficient support for professional competences and staffing relating to the requirements of work processes and organisational objectives,
- lack of consistency in the institutional framework (changes at ministries, institutions) and thus the lack of financial means due to increased costs and the lack of control of organisational issues.



9.

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APPENDIX 1: GLOSSARY

Deconcentration (or administrative decentralisation): when state authorities are organised territorially and these units have no regulatory or other jurisdiction, except for the implementation of regulations adopted by the parliament and government, we speak about deconcentration or administrative decentralisation. Such cases are administrative units, tax administrations, police directorates and similar.

Stakeholder: a person, group or organisation with a direct or indirect share or interest in the organisation whereby it may influence the organisation or the organisation may have an influence on it. Examples of external stakeholders are clients, suppliers, partners, governmental organisations and representatives of communities or societies; examples of internal stakeholders are employees or groups of employees.

Workplace: is the smallest organisational unit of an authority.

Job performance bonus: is a part of the salary that a civil servant and an official may receive for successfully performed above-average work in a certain period.

Good or best practice: the best approaches, policies, processes or methods leading to exceptional achieve-

ments. Because it is difficult to establish what might indeed be deemed the best, the majority of organisations use the expression “good practice”. The methods of establishing good practice outside the organisation may include a comparison with other organisations or external learning.

State authority: a body of state administration or another state authority.

State administration: is part of the executive branch of power in the Republic of Slovenia performing administrative tasks. Administrative tasks are implemented by the government, ministries, their affiliated bodies and administrative units.

Other state authority: the National Assembly, the National Council, the Constitutional Court, the Court of Audit, the Human Rights Ombudsman, judicial authority and other state authorities which are not state administration authorities.

Other conditions for activities: are conditions which a business entity or an individual must fulfil during the implementation of activities and which are not subject of special conditions or the so-called entry conditions for the commencement of activities.

Single document to enable better regulation and business environment and increase competitiveness: is a commitment of the Government of the Republic of Slovenia with concrete definitions of measures, proposals of solutions, holders and deadlines for realisation.

EMMS – Common methodology for measuring costs of regulation (CMMC): the methodology adopted on the basis of the international methodology (SCM methodology), which was adopted in all Member States for the simplification of procedure of quantitative assessment of administrative costs which are imposed on companies (and others) by state (or local) regulations.

Entries: are conditions which a society or an entrepreneur have to meet before they can start implementing a certain activity or occupation.

Inspection or inspection procedure: inspection is supervision over the implementation or compliance with acts and other regulations. An inspection is conducted by inspectors as officials with special authorisations and responsibilities.

Inspection Board: the Inspection Board is a permanent inter-ministerial working body led by the minister responsible for administration who can also appoint another person as its head. The members of the Inspection Board are chief inspectors and heads of authorities or

management authorities of public bodies, within which inspections operate, or persons on whom the heads or management authorities have conferred authorisations. The tasks of the Inspection Board are related to the attainment of increased efficiency and harmonisation of inspection operations.

Public administration: social subsystem with two key functions: expert participation in the preparation of public policies and direct implementation of the adopted policies. Public administration is composed of state administration, municipal administrations and holders of public authorisations.

Public interest: is a broader social benefit and is encompassed in sector-specific acts and other regulations and it also serves private interest. Inspectors perform the tasks of inspection procedures in order to protect public interest and the interest of legal entities and natural persons.

Public sector: is composed of state authorities and administrations of self-governing local communities, public agencies, public funds, public institutes and public utility institutes, and other public law entities which are direct users of the state budget or local community budgets.

Civil servant: an individual who concludes an employment relationship in the public sector. Officials in

state authorities and local community authorities are not civil servants.

Competences: all abilities of applying knowledge and other skills necessary for successful and effective implementation of a certain task and work, or participation in the business process, in compliance with the standards of job performance. Competences include knowledge, skills, dexterity, personal and behavioural characteristics, beliefs, values, self-image etc.

Competency model: is a tool for human resource management.

Small and medium-sized enterprises (SME) test: is an impact assessment of the proposed regulation on the economy, particularly on micro, small and medium-sized enterprises.

State administration body: is a ministry, a body within a ministry, a government service and an administrative unit.

Basic salary: is part of the salary received by a civil servant or an official at an individual workplace or function for work implemented during full-time working hours and for the results expected in an individual month. Promotion of a civil servant or official is also counted in the basic salary.

Salary: is comprised of a basic salary, a variable part for work performance and benefits.

Salary system: the salary system of officials and civil servants in the public sector, including the rules for their determining, calculating and payment, and regulations for determining the extent of funds earmarked for salaries.

Position: workplace with managerial authorisations and responsibilities.

Head: a person directing the work of a state authority or a local community administration; the head of a ministry is a minister, and the head of a municipal administration is a mayor.

Approach: a comprehensive means of making something happen; it is composed of processes and structured acts within principles and policies.

Process: a selection of activities impacting one another since the exit from one becomes an entry into another. The processes give value by being transformed from exits into entries during their application.

Professionalism: the term professionalism is not a static, but a dynamic category, because it responds to the changes in society. It denotes proficiency, quality of work and responsible approach to work which also includes ethics.

Regulatory Impact Analysis: the RIA is a well-known and established analysis of regulatory impacts and denotes a special procedure for verifying the effects of regulations on society and provides a systematic form of assessment of different effects of regulations.

Self-governing local communities: are municipalities and regions. Municipalities are a fundamental level of local-self government. A region is a self-governing local community implementing local affairs of broader significance and matters of regional importance determined by law.

Job classification: is an act determining workplaces necessary for the implementation of tasks of a body with a description of conditions and tasks for an individual workplace.

Strategy: is a high-level plan describing the tactics by which an organisation intends to achieve its mission and vision which are then transformed into harmonised strategic plans and objectives reflecting what the organisation must do.

Professional competences: include professional knowledge and personal skills for implementing work. Professional knowledge includes education, functional knowledge and expertise.

Territorial organisation of administration: is an organisation of state authorities at the territorially lower level providing state administration services to citizens. These units have no regulatory or other jurisdiction, except for the implementation of regulations adopted by the parliament and the government (deconcentration or administrative decentralisation). Such cases are administrative units, tax administrations, police directorates and similar.

Official: civil servants conducting public tasks within the authority, i.e. the tasks which are directly connected with exercising official authority or the protection of public interest.

Vision: description of what an organisation strives to achieve in the long-term. This is supposed to be a clear guideline for the selection of the present and future course of activities; together with the mission, it serves as the basis for the strategy and policy.

Values: include a philosophy or the principles of functioning which direct internal conduct of an organisation, including its relations with the external world. Values give employees directions as to what is good or desired and what is not. They have a strong impact on the behaviour of individuals and teams, and are used as broad guidelines in all positions.

APPENDIX 2: LIST OF ABBREVIATIONS

RS	Republic of Slovenia	SVRK	Government Office for Development and European Cohesion Policy
MJU	Ministry of Public Administration	UE	Administrative Unit
MDDSZ	Ministry of Labour, Family, Social Affairs and Equal Opportunities	UMAR	Institution of Macroeconomic Analysis and Development
MIZŠ	Ministry of Education, Science and Sport	SVZ	Office for Legislation of the Government of the Republic of Slovenia
MNZ	Ministry of the Interior	KPK	Commission for the Prevention of Corruption
MF	Ministry of Finance	IP	Information Commissioner
MP	Ministry of Justice	GZS	Chamber of Commerce and Industry of Slovenia
MZZ	Ministry of Foreign Affairs	SOS	Association of Municipalities and Towns of Slovenia
MOP	Ministry of the Environment and Spatial Planning	ZOS	Association of Municipalities of Slovenia
MGRT	Ministry of Economic Development and Technology	NGO	Non-governmental Organisation
MORS	Ministry of Defence	CNVOS	Centre for Information Service, Co-operation and Development of NGOs
MZ	Ministry of Health	HRM	Human Resources Management
MI	Ministry of Infrastructure	MKGP	Ministry of Agriculture, Forestry and Food
MK	Ministry of Culture	OECD	Organisation for Economic Cooperation and Development
EU	European Union		
SZKO	Slovenian Association for Quality and Excellence		
GSV	Secretariat-General of the Government of the Republic of Slovenia		





To support the Public Administration Development Strategy 2015–2020, no. 01000-9/2014/11 from the 29 of April 2015, the Government of the Republic of Slovenia hereby adopts

MODERN PUBLIC ADMINISTRATION PROGRESS AND QUALITY POLICY

CIVIL SERVANTS are driven by the needs of stakeholders and administrative service users, principles and values of law, and the rule of law, professionalism, cooperation, transparency, integrity and corruption prevention, responsiveness and user-orientation, inclusion, fairness, innovation, success and optimal use of resources, and act **in a lawful, independent, politically neutral, professional, unbiased, transparent, ethical and responsible manner.**

THE BASIC VALUES in our daily actions are:

RESPONSIBILITY – we are responsible to all stakeholders affected by our decisions or actions. Responsibility is enforced through transparent actions, the rule of law, and with cooperation, fairness and inclusion.

TRANSPARENCY – we ensure that our actions are public and open, making the consumption of public funds, the adoption of regulations, the conclusion of contracts and hiring in public administration transparent.

THE RULE OF LAW – we respect the legislative framework and enforce it in an unbiased manner, and ensure complete protection of human rights, as well as strive to achieve a harmonised operation of, and cooperation between, the executive, legislative and judicial branch. In our work, we strive to spread best practice.

COOPERATION, FAIRNESS AND INCLUSION – we cooperate with all stakeholders in a fair and organised manner, inform them and include them in processes by including all key stakeholders, especially the most vulnerable groups. We act in an ethical, professional, rational, responsible and independent manner within statutory and reasonable time limits.

CONSENSUS ORIENTATION – by harmonising various interests in society, we achieve a broad consensus about what is in the broadest interest of the whole community and how to achieve that. We have a long-term sustainable development perspective.

INNOVATIVENESS, EFFECTIVENESS AND EFFICIENCY – we use modern tools and modern quality management systems; we are innovative and constantly improve processes to attain excellent results which correspond to the needs of society and to public interest through the optimal use of all resources.

OUR KEY STRATEGIC OBJECTIVES for the attainment of which we act in accordance with the adopted Public Administration Development Strategy 2015–2020 and measures included in action plans such as:

responsive, effective and efficient operation of user-oriented public administration; efficient use of human, financial, spatial, environmental and energy resources; responsible, open and transparent operation of public administration; zero tolerance to corruption and enhancement of integrity; professionalism and development of professional competence and employee innovation; the system of flexible management of employees using mechanisms of responsibility, and the upgrading of the salary system with motivation mechanisms; the modernisation of administrative procedural law and the inspection system; improving quality systems, programme planning, operation review, measurable objectives and process indicators; improving legislation, reducing legislative burdens, assessing impacts, and including key stakeholders, efficient informatics, increased use of e-services, digitalisation and interoperability of information solutions.

DR MIROSLAV CERAR
PRESIDENT

THE PROCESS OF PREPARING THE PUBLIC ADMINISTRATION DEVELOPMENT STRATEGY 2015-2020 AND AN INDICATION OF THE PARTICIPATING

Acceptance of the development strategy of the public administration was essential to improve and modernize its operations, contributed to a better environment for citizens and the economy and raising social prosperity and competitiveness of the entire country. The existence of the Public administration development strategy also means one of the preconditions to meet the 11 thematic objective, in the context of programming for the new financial period, which Slovenia must fulfill (ex-ante conditionalities) in the context of the requirements of the European Commission. On the Ministry of the Interior was in September 2013 by decision of the appointed working group for the preparation of the Public administration development strategy from 2014 to 2020, led by the strategic council, under the leadership of prof. dr. Gregor Virant and deputy mag. Renata Zatler and operational working group under the leadership of dr. Karmen Kern Pipan. The members of the Strategic Council, who participated in the preparation of the starting points of the document were: prof. dr. Janez Stare, mag. Alenka Avberšek, mag. Tomislav Nemec, prof. dr. Polona Kovač, Štefka Korade Purg in mag. Franci Klužer. Draft platform Public administration development strategy 2015-2020 was in the public debate from 28.5.2014

to 30.6.2014. We received helpful suggestions, which was reasonably taken into account in the further process of drafting and actions. The Government has 24. 4. 2014 adopted the “Basis of preparation of the Strategy of further development of the Slovenian public administration 2014- 2020” and accepted the decision to draw up a proposal “Strategy for the further development of the Slovenian public administration from 2014 to 2020” and determined the Ministry of Interior as the holder of preparation of this document. In accordance with the Government of the Republic of Slovenia (Official Gazette of RS, No. 24/05 - official consolidated text, 109/08, 38/10-ZUKN, 8/12, 21/2013, 47/13-ZDU-1G and 65/14) in September 2014 the Ministry of Public Administration (MPA) took over from the Ministry of the Interior tasks in the field of public administration and the Government of the Republic of Slovenia, the Ministry of Public Administration was determined as the carrier of preparation and coordination of the proposal strategy of further development of the Slovenian public administration from 2014 to 2020. Public Administration minister Boris Koprivnikar in October 2014 took over active management of the Strategic Council and the Working Group, his deputy was mag. Renata Zatler, secretary of state. For the cre-

ation of this document, the Ministry of public administration is particularly grateful to the heads of operational working groups, dr. Karmen Kern Pipan and members of the Strategic Council: prof. dr. Janez Stare, prof. dr. Marko Ferjan, prof. dr. Borut Rusjan, mag. Alenka Avberšek, mag. Tomislav Nemec, Darko Stare, Andrej Engelman, mag. Irena Roštan, Aleš Cantarutti, mag. Dušan Pšeničnik, Matevž Hribernik, Mateja Sotler Štor, Goran Forbici, Renato Golob, mag. Janko Bugar, Dejan Levanič, mag. Domen Bizjak, dr. Roman Lavtar, Mojca Ramšak Pešec, Štefka Korade Purg, mag. Jurij Bertok and operational working group members: Mateja Arko Košec, Marko Aškerc, Nina Langerholc Čebokli, Jerca Rupert, mag. Branko Vidič, mag. Silvija Drašler, Mojca Reinhardt, Jožica Kraljič, mag. Natalija Sajevec Plavčak, Barbara Koželj Sladič, mag. Nina Legat Čož, mag. Sandra Seketin Lestan, Tatjana Verli Gorenšek, mag. Darja Drnovšek, Iztok Hrovat, Vera Hrovatin, Tadej Gabrijel, dr. Polonca Blaznik, Polona Kobal, dr. Alenka Žužek Nemec, Matija Kodra, Slavko Patekar, mag. Matjaž Remic, mag. Mojca Gregorič, Žiga Pavšič, Vesna Gajšek, Martina Kuliš Potokar, Urška Starc, Vanja Režonja Utenkar, mag. Mateja Jaklič, Jelena Tabaković, mag. Jurij Mezek, Klaudija Koražija, mag. Mateja Prešern, Urška Gorenc, Mateja Peterca, Alenka Pšeničnik,

Lidija Apohal Vučković, mag. Urška Skok Klima, Sašo Matas, Stane Cvelbar, Petra Aleksandra Marolt Vajda, mag. Lado Bradač, mag. Danilo Jamer, Andrejka Grlič, mag. Simon Starček, Zdenka Bajuk, mag. Nina Hadžimulić, Dušanka Kotnik, Alenka Marovt, Katja Lautar, Miha Bizant, Samo Logar, Jure Leben, dr. Jurij Žurej, Andreja Lang, Primož Štrancar, Kristina Kotnik Šumah, Natalija Drnovšek, Majda de Gleria, Lucija Remec, Petra Brus, Ika Vozelj, Ernest Mencigar, Darko Bukovinski and Tanja Wondra. Draft materials Public administration development strategy 2015-2020 has been developed with the support of and in collaboration with the European Commission for what it is at this point it delivered thanks. The present document has been in the public debate from 23. 12. 2014 to 18. 2. 2015. We received valuable comments and most of them were taken into account in the final version of the document. The Government has at its meeting of 29 April 2015, adopted the Public administration development strategy from 2015 to 2020, and at the same time is also the certificate The policy of progress and quality of modern public administration, consisting of the fundamental values and principles of public administration, focused on the progress and quality.



INTENDED FOR:

- 卷 citizens
- 卷 business entities
- 卷 public employees

OBJECTIVES:

卷 **SERVICES**

high-quality, prompt and accessible

卷 **INFORMATION**

clear and simple

卷 **EMPLOYEES**

friendly, professional, motivated,
goal-oriented and having high
ethical standards

卷 **PUBLIC ADMINISTRATION 2020**

PUBLIC ADMINISTRATION DEVELOPMENT STRATEGY 2015–2020