

Background...	Restructuring...	Senior Management...	Challenges...
Legal Framework...	Organisation of HR...	Industrial Relations...	
Composition...	HR Management...	Reforms...	

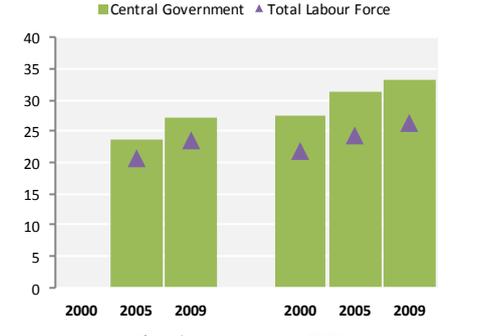
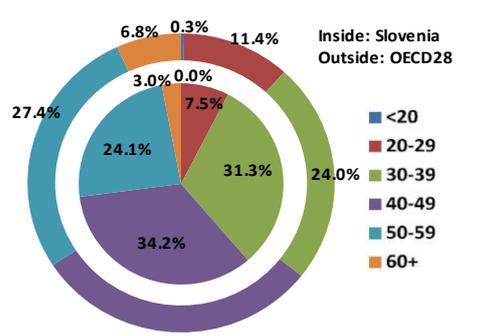
Background

<p>Employment in central government under the main General Employment Framework (GEF):¹</p> <p>2009: 18 101 employees</p>	<p>Central human resources management body:</p> <p>Directorate for Public Sector</p>	<p>Government centralisation (2008)^{††}</p> <p>Data unavailable</p>								
<p>Total employment in the general government sector as a percentage of labour force (2010):[†]</p> <p>22.5%</p>	<p>Government production costs (2010)^{††}</p> 	<p>Type of recruitment system (2010)</p> <table border="1"> <tr> <td>Career based</td> <td>◆</td> <td>■</td> <td>Position based</td> </tr> <tr> <td></td> <td>Slovenia</td> <td>OECD33</td> <td></td> </tr> </table>	Career based	◆	■	Position based		Slovenia	OECD33	
Career based	◆	■	Position based							
	Slovenia	OECD33								

Legal Framework

<p>GEF covers all employees: Yes</p> <p>GEF includes fixed-term contracts: Yes</p> <p>Private law applicable in public sector: Yes</p>	<p>Employment under the GEF in Slovenia is governed by several employment frameworks, the principle legislation being the Civil Servants Act 2002, which allows fixed-term contracts. All employment in central government is regulated by the GEF, including casual employment. Public administration</p>	<p>bodies also hire students, who are paid by the hour, and contractors, who must apply through a tender process and are paid per contract. No guarantees are made in favour of life-long employment but full funding of pensions and social security are provided.</p>																														
<p>Staff have the right:</p> <table border="1"> <tr> <td></td> <td>to unionise</td> <td>to strike</td> </tr> <tr> <td>Public sector</td> <td>Yes</td> <td>Yes</td> </tr> <tr> <td>Private sector</td> <td>Yes</td> <td>Yes</td> </tr> </table>		to unionise	to strike	Public sector	Yes	Yes	Private sector	Yes	Yes	<p>Benefits, to which employees are entitled to, are:</p> <table border="1"> <tr> <td></td> <td>Full funding of social security</td> <td>Partial funding of social security</td> <td>Some funding of pensions</td> </tr> <tr> <td>Public sector</td> <td>Yes</td> <td>No</td> <td>No</td> </tr> <tr> <td>Private sector</td> <td>Yes</td> <td>No</td> <td>No</td> </tr> </table>		Full funding of social security	Partial funding of social security	Some funding of pensions	Public sector	Yes	No	No	Private sector	Yes	No	No	<p>Firing rules provide:</p> <table border="1"> <tr> <td></td> <td>Different guarantees about job protection / dismissal</td> <td>Guarantees in favour of life-long employment</td> </tr> <tr> <td>Public sector</td> <td>Yes</td> <td>No</td> </tr> <tr> <td>Private sector</td> <td>Yes</td> <td>No</td> </tr> </table>		Different guarantees about job protection / dismissal	Guarantees in favour of life-long employment	Public sector	Yes	No	Private sector	Yes	No
	to unionise	to strike																														
Public sector	Yes	Yes																														
Private sector	Yes	Yes																														
	Full funding of social security	Partial funding of social security	Some funding of pensions																													
Public sector	Yes	No	No																													
Private sector	Yes	No	No																													
	Different guarantees about job protection / dismissal	Guarantees in favour of life-long employment																														
Public sector	Yes	No																														
Private sector	Yes	No																														

Composition of Employment

<p>Central government employment (2009)¹</p> <p>Total employment under GEF: 18 101 employees</p> <p>Part-time employment: 779 employees</p> <p><i>Part time is defined as those working 20-39 hours per week.</i></p> <p>Gender in central government (2009)¹</p> <p>Female participation in central government workforce: 11 361 employees</p> <p>Share of top and middle positions who are women: 62.8%</p> <p>¹ Data are for core ministries and agencies of central/federal governments</p>	<p>Percentage of employees aged 50 years or older in central government and total labour force (2000, 2005 and 2009)*</p> 	<p>Age structure of central government 2009</p> 
----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	----------------------------------------------------------------------------------------------------------------------------------------------

Public employment in Slovenia comprises a very small number of part-time staff, of which the vast majority work 50-79% of full-time hours. The age structure of the civil service is skewed towards middle-aged employees. The percentage of public employees aged 50 or older, 27.1% in 2009, is below the OECD average of 34.3%, so too is the percentage of under 30 year olds, standing at 7.5% compared to the OECD average of 11.7%. The civil service and total labour force appear to be ageing at approximately the same rate, roughly in line with the average OECD trend. The representation of women in the civil service is very high in Slovenia, particularly for top management where 62.8% of employees are women, compared to the OECD average of 34.7%.

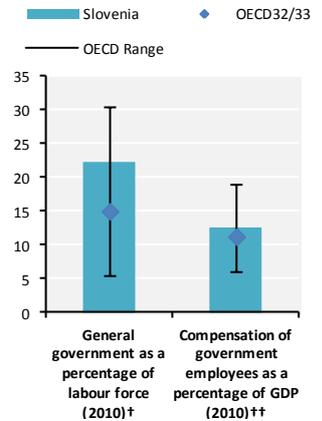
Public Sector Restructuring

Slovenia is one of 27 OECD countries who reported an anticipated decrease in public employment levels as a result of planned reforms. The Slovenian Stability Programme 2012 relies on cuts to the public sector wage bill as a principle source of fiscal consolidation, utilising wage cuts of 8% across central government and reductions in overall staff levels by 1% per year. The employment framework allows dismissal when the government seeks to restructure; however, reallocation possibilities must be proposed beforehand. General government sector employment (excluding public corporations) as a percentage of the labour force stood at 22.5% in 2010, well above the OECD average of 15.1%. Compensation of public employees as a percentage of GDP stood at 12.7% in 2010, similar to the OECD average of 11.3%.

Anticipated reforms' effect on employment level: Decrease

Implemented changes in employment levels affecting more than 50% of ministries/agencies since 2000:

- Discretionary hiring / dismissal



Organisation of HR Management

Decentralisation of HR Management

Central HRM unit: Directorate for Public Sector

Role: Coordination only

Location: Ministry of Justice and Public Administration

- Responsibilities:**
- Provide leadership and guidance
 - Design HR strategy
 - Coordinate and supervise HR policy/strategy
 - Provide advice on legal framework
 - Design the pay system
 - Define and control the payroll
 - Standardise recruitment and skills profiles
 - Define salary levels and benefits
 - Provide training

Personnel, budget and pay delegation:

- Management of pay systems, bonuses, budget allocation and the number and types of posts are all delegated to the ministerial level.

Classification, recruitment and dismissal delegation:

- The post classification system is set and monitored by the central HRM body.
- Recruitment, contract duration, career management and dismissal are all managed at the ministerial level.

Employment conditions delegation:

- The code of conduct and equal opportunity policies are set and monitored by the central HRM body.
- Performance appraisal systems are set centrally but allow ministries latitude in application.
- Working conditions are set by ministries.

Slovenia delegates HRM practices to line ministries to a greater extent than the average OECD country. The central HRM body is responsible for a range of issues, but its role is largely that of coordination. Most HRM issues are delegated to ministries, with the exception of the post classification system, code of conduct and equal opportunity policies, which are centrally managed. Delegation has led to a

broadly comparable employment framework across all levels of central government. The utilisation of strategic HRM practices in Slovenia is very close to the OECD average. There is no general accountability framework for managers and, consequently, management only reports on general HR issues. Forward planning is in use and covers a fair range of aspects over a mid-range horizon.

Strategic HR Management

Existence of HRM accountability framework for managers: No General Accountability Framework exists.

HRM targets feed performance assessments: No

Regular HRM assessment of ministries and departments: No

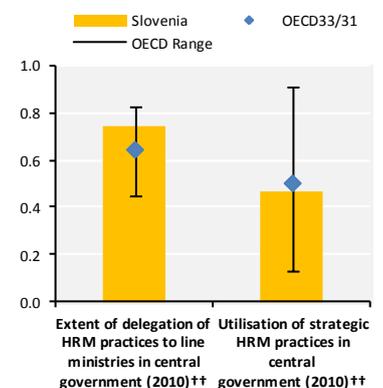
Top & middle management plan and report on: Not applicable

Forward planning use: Yes, with regular, systematic process.

Forward-planning horizon: 2-3 years

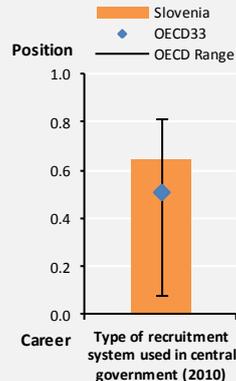
Key aspects explicitly considered in forward planning:

- Possibilities for relocating staff
- Efficiency savings (for example, through e-government)
- New issues in policy delivery

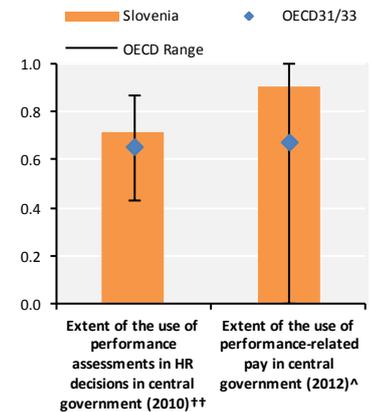


HR Management Practice

RECRUITMENT: The recruitment system in Slovenia is a mix between career based and position based, but leaning toward the latter. Every government body administers their own employment procedure; however, top management are recruited through centrally organised competitions. All posts are open to external applicants but employers are required to first check for candidates from within the civil service. A hiring target of 2% disabled employees is in place in both public and private sectors, along with rewards and penalties for bodies that exceed or fail to meet the quota. In addition, there is also an apprenticeship programme for young disabled students completing their education.



PERFORMANCE: Slovenia uses performance assessment to a slightly greater extent than the average OECD country. Assessment is mandatory for all employees and takes the form of a meeting with, and written feedback from, the immediate superior on an annual basis. It covers a reasonably broad range of criteria, including activities undertaken, timeliness and quality of outputs, and interpersonal skills. Assessment is of high importance to career advancement and remuneration. Slovenia has one of the highest uses of performance-related pay (PRP) of all OECD countries. It is used for most employees and takes the form of permanent salary increments and promotions. Additional bonuses are also paid for extra workload, up to a maximum of 30% of base salary per month.



PAY SETTING: Base salary and bonuses are set through a comprehensive collective bargaining framework for the whole of central government. Both types of pay are linked to inflation and revised annually. Performance and educational qualifications are of key importance to base salary levels across most grades, with relevant experience also of some importance.

Most important factors to determine base salary	Top Management	Middle Management	Professionals	Secretarial Level	Technical Support
Educational qualification	●	●	●	●	●
Job content	◐	○	○	○	○
Ministry	○	○	○	○	○
Performance	○	●	●	●	●
Age	○	○	○	○	○
Seniority in the position	○	○	○	○	○
Relevant experience	○	◐	◐	◐	◐

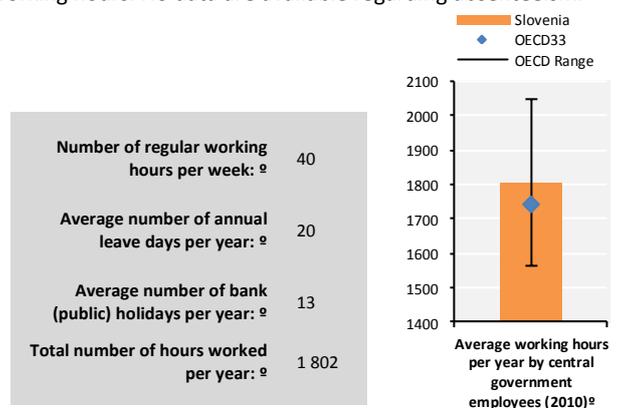
● Key importance ◐ Somewhat important ○ Not at all important

PROMOTIONS: Experience and performance appraisals are important factors in determining promotion for middle management, professional and secretarial staff. To move between hierarchical grade, staff need to take an examination and minimum education restrictions apply. Transparent listings of openings are available to all staff and a shortlist of applicants is compiled by the HR department. There are no diversity policies in place regarding promotions.

MOBILITY: There is an increasing trend of internal mobility within government but there are no plans to increase or decrease it. External mobility is not promoted in Slovenia.

TRAINING: Officials receive three days training within one year of entry into a position and managerial staff receive 35 hours training within the first 15 months of entry. On average, employees receive 3-5 days training per year.

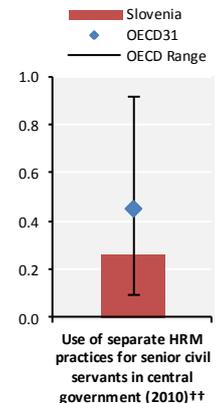
WORK CONDITIONS: The average yearly working hours in Slovenia, 1 802 hours in 2010, is slightly above the OECD average of 1 745 hours. This is driven by the higher number of weekly working hours. No data are available regarding absenteeism.



Senior Management

Slovenia uses separate HRM practices for senior civil servants (SCS) to a considerably lesser extent than the OECD average. SCS are not considered a separate group but there is a centrally defined skills profile for them. There are no policies to identify SCS early in their careers, but they are recruited with a more centralised process that is open to external application and a higher

portion of their pay is in benefits. Top managers are appointed by the government. Top managers in administrative units are appointed by the Minister of Justice and Public Administration. Many advisors to the ministries' leadership tend to turn over with a change in government, as well as a few of the top managers.



Industrial Relations

Centralised negotiations result in a mandatory agreement with unions regarding base salary, bonuses and the code of conduct. By law, unions must be consulted regarding working conditions, the employment framework, the right to strike/minimum service, the introduction of new management tools and government

restructuring, all of which takes place through centralised negotiations. Civil service unions do not receive public funding in Slovenia. All public servants are granted the right to unionise and most are guaranteed the right to strike, except where minimum service rules apply.

Reforms

Due to the growing complexity of the public sector, the Slovenian Government has decided to introduce a new approach to public sector management in order to increase flexibility, streamline operations, introduce results-oriented management and delegate responsibilities to lower levels. In 2008, a new public sector wage system came into force which replaced the regulated structure with one of collective bargaining. The new framework has helped improve transparency of

the wage system, as well as equalise pay levels across comparable positions. In February 2012, the new government reduced the number of ministries from 15 to 11. The policy on restructuring the public sector was adopted by the government in order to improve and rationalise the current structures, and to raise efficiency and effectiveness. This includes mergers of government offices and bodies within ministries, public agencies, public institutes and public funds.

Challenges

Flexibility in the evolution of wages and the co-ordination of budget needs are key issues which will impact the efficacy of the new wage system. In addition, the management of individual and organisational performance beyond a performance-oriented remuneration system is a challenge which will need to be addressed in order to ensure efficient provision of public services.^o The current framework for individual staff performance management should be modified in order to ensure that links to strategic objectives of the organisation are made. Flexibility in determining the salary of a civil servant is

foreseen. The salary should be more related to results and be placed within the scale at the individual level depending on the individual work results. Changes in the organisation of civil service unions are foreseen, with the establishment of trade union confederations which would reduce the number of unions and thus facilitate negotiation with the government. Slovenia plans to amend the Civil Servants Act with a view to enhancing the simplification of selection procedures and flexibility of HRM in terms of more efficient use of existing resources.

Sources

Unless indicated otherwise, all data are sourced from OECD (2010), *Survey on Strategic Human Resources Management in Central/Federal Governments*, unpublished.

* Data for Total Labour Force from OECD *Labour Force Statistics Database*; data for Central Government from OECD (2011), *Government at a Glance 2011*.

† Data from International Labour Organization (ILO) *LABORSTA Database* and OECD *National Accounts Statistics*. See Methodological Note.

†† OECD (2011), *Government at a Glance 2011*, OECD Publishing, Paris.

~ OECD (2012), *Restoring Public Finances, 2012 Update*, OECD Publishing, Paris.

o OECD (2010), *Survey on the Compensation of Employees in Central/Federal Governments*, unpublished.

^ OECD (2012), *Rewarding Performance in the Public Sector: Performance-related Pay in OECD Countries*, unpublished.

o OECD (2011), *Public Governance Reviews – Slovenia*, OECD Publishing, Paris

Further Reading

OECD (2012), *Public Sector Compensation in Times of Austerity*, OECD Publishing, Paris.

OECD (2011), *Public Servants as Partners for Growth: Toward a Stronger, Leaner and More Equitable Workforce*, OECD Publishing, Paris.

OECD (2011), *Government at a Glance 2011*, OECD Publishing, Paris.

OECD (2008), *The State of the Public Service*, OECD Publishing, Paris.