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1. INTRODUCTION

1.1. Short description of the administrative system of Slovenia

In Slovenia, the national authority is divided amongst the judiciary administration, the legislative authority embodied by the Parliament, and the government as an executive authority. The Parliament consists of the National Assembly, which is the highest legislative authority in the country (90 elected deputies), and the representative and advisory body the National Council (40 members- representatives of employers, employees, farmers, crafts and traders, non-commercial fields, and local interests). The executive branch and also the supreme body of the state administration is the government of the Republic of Slovenia, consisting of the Council of Ministers and the President. The government implements and proposes state policies and the legislation (laws, regulations, strategies), as well as suggests the state budget (National Assembly, 2015).

As oppose to the other countries included in the INTESI project (Austria, France, Italy and Switzerland), which have at least a three-level administrative division, the Slovenian administrative system only consists of two levels, the national and the local. At the local level, the Constitution of the Republic of Slovenia (Constitution; 1991) establishes a local self–government, carried out within municipalities that have the authority to autonomously manage local affairs. There are currently 212 municipalities in Slovenia, 11 of which are the so called urban municipalities (Ministry of Public Administration 2017a). The municipalities are in principle funded from its own sources. However, according to the law, the state can to some extend transfer its liabilities to the municipalities (e.g. education, nurseries, health care, etc.) and these need to be financed by the state. Municipalities regulate matters within its primary jurisdictions with municipal ordinances and rules, and the matters of transferred jurisdiction with decrees and other regulations, laid down by the national law (Ministry of Public Administration, 2017b). In general, municipalities issue local regulations and strategies in the fields of land use and spatial planning, mandatory and optional public utility services, public primary school and nursery provision, public health services, social services (adults education, music school, library), and transport safety (Ministry of Public Administration, 2017b).

Although, a large part of the state's duties is completed at the local level, the government has not transferred all of the obligations to the municipalities. Instead, there is a network of the so called local administrative units, which preliminary decide on the administrative matters within the jurisdiction of the state that have been transferred to the local community. They perform specific tasks under the competence of the ministries, overseeing the legality, appropriateness, and professionalism of the work regarding the state's liabilities, completed in the local community bodies (Ministry of Public Administration, 2017b). The division of municipalities and administrative counties only co-occurs in the cases of larger municipalities.
A definition of a region as a "self-governing local community that manages local affairs of wider importance, and certain affairs of regional importance provided by law" is also given by the Constitution (Art.143, 1991). However, the regional level in Slovenia has no administrative or governance powers. Since there are no regions or provinces in the administrative sense, the division by statistical regions (NUTS3) also presents the regional policy implementation framework. Nevertheless, regions, as some form of institution, can operate through the regional development agencies or centres.

As also confirmed by the document review, conducted for this project, in the current Slovenian legislation, mainly the terms “public services” and “public institutes” are still in use when refereeing to the services of general interest (SGI). Though, in governance senescence these institutions and services are more “state” than “public” (Government of the Republic of Slovenia, 2010). In 2011, a Proposal on the Services of General Interest Act was approved by the Slovenian government, which among others aimed to update and adapt the terms to the terminology used by the European Union in the field of SGI.
As far as the INTESI sectors are concerned, in the general sector mostly administrative services are included (administrative units, state branch offices-tax, environment, spatial planning, and institutes). These are mainly within the competence of the state, which is eligible for their funding. The responsible ministries make decisions about their existence and operation. However, in terms of the strategies’ analysis the general sector covers the so called “umbrella” regulations, relevant for the SGI delivery (e.g. Constitution of the Republic of Slovenia, Act on Services in the Internal Market, State Administration Act, Social Enterprises Act, etc.).

The regional planning sector in Slovenia is of great importance for the delivery of SGI. The national Spatial Development Strategy (2004) emphasise the importance of SGIs for rational and effective spatial development, competitiveness, and polycentric development of the network of cities. Spatial planning is within the jurisdictions of the state and municipalities. Broadly, at the national level the responsible and decision making body is the Ministry of the Environment and Spatial Planning. At the local level the authority is given to the municipal spatial planning departments.

The basic goods sector, in terms of the postal services provision is managed at the national level by the Ministry of Economic Development and Technology and the Agency for Communication Networks and Services (previously Postal and Electronic Communications Agency of the Republic of Slovenia). The provision of food, clothes and other basic goods is entirely dependent on the market. However, The Agency of the Republic of Slovenia for the Commodity Reserves oversees the compulsory stocks of food and non-food products, and strategic raw materials (The Agency of the Republic of Slovenia for the Commodity Reserves, 2006).

The Ministry of infrastructure is responsible for the transport sector. Public transport is a domain of the Department for Sustainable Mobility and Transport Policy (Ministry of Infrastructure, 2017). The bus public transport is mainly assured by concessioners (private companies that provide the services).
Telecommunication services are also provided and managed at the national level by the Ministry of Education, Science and Sport- Directorate for the Information Society, Ministry of Culture (media field), and the Agency for Communication Networks and Services (Ministry of Education, Science and Sport, 2017, Ministry of Culture, 2017, Agency for Communication Networks and Services; AKOS, 2014).

Health care is organised through the public health institutes or private providers with concessions. The liable body in general is the Ministry of health, although, municipalities are responsible to ensure the provision of the primary health care services, and also award the concessions at the local level (Ministry of Finance, 2015). The concessions for the health services organised for broader areas and at the state level (e.g. hospitals) are awarded by the ministry (Ministry of Finance, 2015).

Regarding the education, pre-school education is provided as a payable service (often subsidised by municipalities) by public and private nurseries. The network of pre-school institutions has to be organised by municipalities (Ministry of Finance, 2015). Primary education is mandatory and free, and is provided by the state. The responsible body for the education sector is the Ministry of Education, Science and Sport. Administration responsibilities are distributed among the national authorities, local authorities, and schools. Local authorities are responsible for setting up the pre-school institutions and elementary schools. They take part in their administration and co-finance their operation and the salaries of employees (European Agency, 2017).

Social services are organised in different ways, depending on the service. The state provides a network of public services for social prevention, first social support, personal assistance, family assistance, and institutional care, while the municipality provides a network of public services of the home-help. The services of social prevention, first social assistance, personal assistance and some others, as well as the investments in social welfare institutions and development of programmes, are covered from the national budget, while municipalities finance the services of home-help (partially), family assistant, and development and supplementary programs, important for the municipality and cooperation with non-governmental organizations etc.

1.2. Institutional structures of your TA

The Slovenian test area (TA) is Idrijsko-Cerkljansko. The area consist of two municipalities, Idrija and Cerkno. Each of them covers 10 local communities. The Municipality of Idrija includes the local communities of Idrija Mesto, Črni Vrh, Godovič, Spodnja Idrija, Vojsko, Krnice- Masore, Kanomlja, Zavratec, Dole and Ledine (Municipality of Idrija, 2017). The Cerkno Municipality includes the local communities of Bukovo, Cerkno, Gorje, Novaki, The Directorate for the Information Society is about to become a part of the Ministry of public affairs (Ministry of Education, Science and Sport, 2017).

The most important policy and decision makers in the area are the Municipalities of Cerkno and Idrija. Generally, the highest authority deciding of all rights and responsibilities of the municipality is the Municipal Council, headed by the mayor (Ministry of Public Administration, 2017c). The Council appoints the representatives of the public institutions (primary schools, nurseries, health care homes, etc.) and corporations, established by the municipality with decrees (Ministry of Public Administration, 2017c). As stated before, the responsibility of the SGI provision is in Slovenia generally transferred from the state to the municipal level (e.g. education, primary health care, social care), or mainly managed by the state (e.g. telecommunication, transport). However, in the field of regional development, municipalities autonomously prepare municipal spatial development plans. The plans affect the provision of SGI, as the land use for specific activities (shops, roads, schools, administrative services, etc.) is determined by the plans. Nevertheless, these need to be approved by the competent national authorities (competent ministries, professional services), and overall, the national spatial planning decisions overrule the municipal. Administrative services operating at the municipal level (e.g. administrative units, state branch offices, and institutes) are mainly within the competence of the state, which is eligible for their funding. The responsible ministries (e.g. public affairs, education, sports and science, environment and spatial planning) make decisions about their existence and operation.

Figure 2: The municipalities of Idrija and Cerkno (source: designed by the authors)
The services of general interest (SGI) in the test area of Idrijsko-Cerkljansko are in individual sectors offered by the following providers:

**General:**
The Administrative Unit Idrija offers services related to home affairs, registration of residence and vehicles, travel documents, administrative verifications and other regular services of administrative units. The branch offices of financial administration (tax office), employment, inspections (health; environment and spatial planning; market), health insurance institute, geodetic administration, agricultural advisory, forest service, chamber of agriculture and forestry, district court and a police station are located in the TA.

**Basic goods:**
Multifunctional supermarkets (4 different providers) are available in municipal centres of Cerkno and Idrija along with several small retailers. There are no big specialized shops (IT, construction electronic centre, and pharmacies) in the TA. Small shops with basic goods (grocery, bakery, butcher...) are available in some of the smaller settlements. Mobile grocery store operates in some of the remote settlements. Post offices are located in two central settlements (Idrija and Cerkno), with branch offices in three smaller settlements. Even though six different banks are present in the TA, their offices are concentrated in Idrija (all 6) and Cerkno (2 of them). Cash dispensers are available only sparsely in some larger settlements and on petrol stations along the main thoroughfare road- 112.

**Transport:**
Public bus, school bus and also transport/bus for disabled people is provided by AVRIGO Bus transport and tourism company, which is the main provider of public transport in this part of Slovenia. The public bus within the Municipality of Idrija is party subsidised by the municipality. School buses in the TA are operated by some smaller private companies based on concession. On some transregional lines in the border areas of the TA, services are provided by another provider i.e. Alpetour (private company), and a shuttle is available managed by a small private company. There are 734 km of public roads in the TA, of which 87% are local and 13% national. The national road 102 connects the TA to the highway- AC A1. The access to this highway is outside the area in Logatec, 25km away from Idrija and 43 km from Cerkno. Due to the topographical features of the area there is no train network. The nearest train station with connections to regional and IC trains is, the same as the highway access, in Logatec.

**Telecommunication:**
Telekom Slovenia and other operators (Telemach, Si.mobil..) are the providers of landline and mobile services. The coverage with signal is rather good, but there are still areas where mobile internet (3G) is not available. The internet accessibility in more remote areas meets only the minimal standards (ADSL). The provision often depends on the resourcefulness of the end-users (selection of and communication with operators; purchase of modem etc.)
Health care:
Public health services are provided by the Health Centre Idrija which also has a unit (health station) in Cerkno. Furthermore, services are provided by several general practitioners and some specialists mostly with concessions, but also by some private practices. The services of the Health Centre Idrija include mobile care. There is no general hospital in the TA, the area is covered by the nearby regional/national hospitals in Nova Gorica, Postojna, and Ljubljana. There is a Psychiatric hospital in Idrija that covers wider region than a TA.

Social care:
The social care provider in the TA is the Social Services Centre Idrija. It is active in the services and measures aim at preventing and eliminating social distress and difficulties, as well as offering monetary social assistance intended for individuals with endangered material security. Recently the Social Centre in Idrija opened a Day Centre for Children and Youth with aims to improve inclusion, social and other skills, and prevent addictions etc. among the youth. The Retirement Home Idrija (private institution with concession) operates as a combined home: while the Unit Idrija performs the activities of an institutional protection for the elderly, the unit Marof carries out the activity of institutional care of adults with mental health problems and other disabilities (mental, physical, sensory impaired). The Retirement home Idrija is an important institution as it offers not only residential care but also day care for non-residents, sheltered housing, intergenerational centre, home help and other services (food delivery, laundry services, rental of therapeutically equipment and services etc.) for elderly and disabled in the wider area of municipality Idrija and Cerkno. In addition to this there is a Retirement home Bor, a private institution, for the elderly that offers accommodation and services also to the disabled.

Education:
Care for pre-school children is organised within public kindergarten in Idrija (two units in Idrija, one in settlements Spodnja Irija, Godovič and Črni vrh) and within the elementary school in Cerkno. Elementary education is provided by two public schools, one in Idrija and one in Cerkno, and further by the three branch schools in smaller settlements. In the last decade, several branch schools in more remoted areas have been closed due to the lack of pupils. While this has caused a lot of distress among locals, the vacant buildings owned by the local communities may indeed present some potential for the future uses (to be further discussed within WPT2).
2. ACTUAL STRATEGIES on SGI

2.1. Basic report on the strategies

Altogether, Slovenia collected and submitted 45 documents to the online database. The overview of the documents shows, that the SGI provision in Slovenia is managed with sectoral laws at the national level. All the submitted documents, except for the Regional Development Plan of the North Primorska, refer to the national administrative level, and cover a territorial unit NUTS SI01. According to the types of the documents, the SGI provision in Slovenia is in majority regulated by legislation (29), followed by strategies (6), programmes (5), action plans (2), and guidelines (1). 1 document has been identified as “other” (development plan).

Overviewing the INTESI sectors, 9 documents have been submitted under the section general (8 legislative documents and 1 strategy), which is not really a sector as such. However, it includes the national “umbrella documents”, which are considered as important for the SGI delivery (e.g. the Constitution, and acts regulating the services in the internal market, social enterprises, public partnership, etc.). 6 documents are listed under the regional development sector, 4 legislative documents and 2 programmes, one of which is the only regional document included in the database- the previously mentioned regional development plan. The transport sector also includes 6 documents (3 legislations, 1 resolution on the national policy, 1 strategy, and 1 guideline). The telecommunication sector includes 8 documents, half of which are legislation, and the rest are 2 strategies, 1 development plan, and 1 programme. Under the basic goods sector 3 legislative documents are listed. The health care sector also includes 3 documents, 1 legislation, 1 plan, and 1 strategy. The social care is covered by 4 documents, only 1 of which is law, 2 programmes, and 1 strategy. Finally, the education sector includes 6 documents, all of which are laws, except for the Resolution on the National Programme of Higher Education.

The review shows, the general aim of the documents relevant for the SGI delivery is to establish a regulatory framework for the SGI provision. Amongst, the documents clarify which are the services of general interest, define the responsible governance authorities (e.g. state, municipalities), set the definitions of the models of the SGI provision (e.g. private-public partnership, social entrepreneurship, concessions, etc.) and lay down the ways they operate, define relevant actors (providers, users, policy-makers, responsible national/regional/local authorities) and their responsibilities and rights, and introduce the financing of SGIs (e.g. public, private, EU funds). Generally, it is stated that quality SGIs should be available, accessible, and affordable to everyone.

According to the review, the measures for the (better) SGI delivery mainly include the various ways of integration (between sectors, actors, administrative levels, policies, and/or funds), competition encouragement, bottom-up approach to (regional/local)
policy-making, financial incentives (e.g. subsidies, co-financing, EU funds, private investments), and support for the (new) models of SGI delivery (e.g. social enterprises, cooperatives, public-private partnership, and concessions).

In addition to establishing a legal framework for the SGI provision, the umbrella regulations listed under “general” state some relevant objectives for the delivery of SGI in Alpine regions. The Constitution (1991; Article 71, p. 21) states “The state shall promote the economic, cultural, and social advancement of the population living in mountain and hill areas.” Other documents however, do not mention Alpine space as such, but are relevant for the regulation of the SGIs in the European internal market, aiming to mainly protect the provision of the services of non-economic interest, essential for the wellbeing of the citizens (Act on Services in the Internal Market, 2010). Furthermore, they define subject fields of specific ministries, their tasks, powers and responsibilities related to the SGI provision (State Administration Act, 2002), and regulate and encourage social entrepreneurship, and private-public partnership to ensure the (additional) supply of products and services in general interest (Social Enterprises Act, 2012, Public-Private-Partnership Act, 2007). The (equal and effective) accessibility of SGI, is mainly regulated by the spatial “umbrella” documents. The Decree on spatial order of Slovenia (2004) and the Spatial Development Strategy of Slovenia (2004) emphasise, the services should be provided at all territorial levels (national, regional, and local), developed within the city and town centres, and equally accessible by public transport in 15 to maximum 30 min. The areas of social infrastructure and central activities (shops, banks, schools, etc.), as well as the residential areas should not be more than 5 min walk away from the first public transport station (Decree on spatial order of Slovenia, 2004). Next to the good public transport links, telecommunication infrastructure is also recognised as important for the social, cultural and regional development, and also to decrease distance-related problems, encourage the formation of new services, and to facilitate the access to information and services (Spatial Development Strategy of Slovenia, 2004). Furthermore, the spatial planning documents recognise the integration of different sectors as crucial for a successful planning and decision-making processes.

The general aim of the documents in the regional development sector is a balanced development of (mountainous) remote areas, which is closely related to the SGI provision. However, the documents state vague and broad development objectives (e.g. sustainable regional development, encouraging social inclusion, decrease regional development disparities, etc.), not particularly aimed at specific SGIs. Instead, they provide guidelines and regulatory framework, and enable (financial, administrative) support for the local communities to identify and pursue their own development goals. Thus, the documents emphasise the importance of cooperation (amongst relevant actors, sectors, administrative levels) and the policy-making “bottom-up” approach, considering the local development potential and capacity, and strengthening of social capital through an active involvement of the local population in the overall planning and decision-making processes (Promotion of Balanced Regional Development Act, 2011, Decree on Measures for

Nevertheless, to improve the accessibility of SGI, enable social inclusion, boost the economic development, etc., two underlining objectives have been identified-enabling better transport, and providing/improving information-communication technology (ICT) services. For example, the Regional Development Plan of the North Primorska (Goriška development) Region 2014-2020 (2015), which includes the Slovenian TA Idrijsko-Cerkljansko, recognises the establishment of the sustainable transport network (intermodal road-railway logistic centre Vrtojba) as one of the key development measures. Whilst, the ICT services are believed to contribute to the “sustainability” of the development (Regional Development Plan of the North Primorska (Goriška development) Region 2014-2020, 2015). Furthermore, the regional development documents also regulate and present the basis (e.g. specify priority measures) for the use of the funds (national, and EU) intended for the development of rural areas. For example, in the frame of the agricultural structural policy, the Slovenian government provides national aid for small and medium sized enterprises (SMES), intended to be used to finish the partitioning procedures of the agricultural land, and to support agricultural expert events and integration of farmers and other interested parties in different unions and associations (Decree on Measures for Agricultural Structures Policy and Rural Development Policy, 2015). This would boost the marketing and sales of agricultural produces, provide the infrastructure and knowledge to facilitate farming, enable income, and encourage people to stay in rural areas (Decree on Measures for Agricultural Structures Policy and Rural Development Policy, 2015). The Rural Development Programme for Slovenia (RDP; 2014) outlines Slovenia’s priorities for using the European funding available for the development of rural areas for the 7-year period 20014-2020. Among others, the RDP (2014) states a measure named “the SGI and the renewal of villages (measure M07)”.

In addition to the regulatory content, the transport legislation encourages the competition within the sector by deregulating some transport subsystems and selling of the state assets to private companies, to assure better quality services (Resolution on the Transport Policy of the Republic of Slovenia- Intermodality - Time for Synergy, 2006). With the same purpose, a uniform travel card integrating several different transport services (train, intercity bus, city bus) is being introduced (Road Transport Act, 2006).

Similarly, for the better quality of the SGI provision, the telecommunication strategies also encourage competition, and above all introduce the integration of ICT with various sectors as well as services. According to the Digital Slovenia 2020 - Information Society Development Strategy to 2020 (2016), the ICT sector is going to be connected with the
education, entrepreneurship, health, social, and other sectors, through the new e-services (e-education, e-health, e-government, etc.), and the ways of the functioning of digital society.

The **basic goods** sector in terms of the postal services provision is managed at the national level by the Ministry of Economic Development and Technology and the Agency for Communication Networks and Services of the Republic of Slovenia, previously called Postal and Electronic Communications Agency. The postal services are a subject to the Postal Services Act (2009). The provision of food, clothes and other basic goods is entirely dependent on the market. Thus, with the exception of the Trade Act, there is no special strategy amending it.

**Health care** is a public service provided through the public health service network. On an equal basis this network also includes other institutions, private physicians and other private service providers which are granted a concession. The service is organised on primary, secondary, and tertiary level. The primary medical practice is organised on the local level and includes the basic medical practice and pharmaceutical activity. At the secondary level the practice is performed in specialised outpatients' clinics and hospitals, and at the tertiary level provided by clinics, their institutes or departments and other authorised health-care institutions.

The Slovenian health care system is mainly financed by the compulsory Health Insurance Scheme (Health Insurance Institute of Slovenia - HIIS) which covers the whole population, either on the basis of employment and self-employment, or residence (insured persons and their family members). However, the compulsory insurance does not ensure the coverage of all costs that arise in a treatment. Thus, it is supplemented by the voluntary health insurance, known as Complementary (or supplementary) Health Insurance, and it is as such an out-of-pocket expenditure. The majority of the population is included in this supplementary health insurance that acts as a private prepayment system which allows all insured persons to avoid a large part of direct payments from the pocket. A breakdown of the health care funding in 2014 shows that approximately 71% came from the public sources, including 68% from social security (i.e. HIIS) and 3% from national budget, 15% from supplementary health insurance, and 13% as direct payments from the pocket (Thomas et al., 2015 cited by SURS 2000-2013).

Three main documents from the health sector, which are the most important from the SGI perspective were examined for the data base. It should be noted that a major health reform has been underway. Five main laws are to be significantly changed, among them also the analysed Health Service Act. Within this act major changes are foreseen in the fields of concession granting, and private health permits. Important changes are envisioned also within the Health Care and Health Insurance Act and Patient Rights Act. All anticipated changes of the legislation made the rational of analysing the existing documents in depth questionable. One of the central goals laid down in the strategic national document E-Health 2010: The Strategy for Implementing Information Technology
in the Slovenian Healthcare System 2005-2010 (2005) is a remote home care. The document follows the EU’s policy action plan titled “Making Healthcare Better for European Citizens: An Action Plan for a European E-Health Area.” The integration with services provided by other sectors is mentioned among the strategic goals of improved informing through the use of personal electronic medical records.

In the social care sector, four documents were analysed. Within the Social Security Act (2007) the integration of services is not extensively considered. It is limited to the performance of institutional care by the public health institutes, evaluating if they fulfil certain conditions. Other than that, a cooperation with other ministries (education, health, and internal affairs) is mentioned in the Act only in two cases: when eligibility for financial support to an individual is examined, and in the case of data exchange. National Social Protection Programme for the Period 2013-2020 (2013) relates to the development of the social security system in that period. It recognizes the complexity and the need for integration of all policies, affecting the social situation of individuals and families (not just social policy, but also of education, employment, retirement, housing and health policy, and the like). Thus, different policies should be coordinated at all stages – from the planning to the implementation level. The Act also calls for the strengthening of the community care approach. The Strategy of Care for the Elderly till 2010 (2006) is another document with a strong emphasis for the need for integration of services, which will serve as an input for a new strategy on long term care (see “trends”). The Resolution on National Programme for the Youth 2013 – 2022 (2013) does not tackle any particular SGI but it rather defines the objectives and measures to enable an equal access to the services crucial for the youth. The basic objective of the national program is to ensure a harmonized implementation of a uniform and transparently set system of the interdepartmental priorities and actions, with the aim to improve the situation and offer solutions to the problems of key points regarding youth, as identified in the background analysis and in the public debate. It defines the scope, objectives and priorities for the following six areas: education, employment and entrepreneurship, housing, health and well-being, young people and society, and culture, creativity, heritage and media. It also defines a method for the monitoring of its implementations. A characteristic of the national program for youth is that it is a horizontal program, combining actions in areas under the jurisdiction of different ministries in order to create a new quality, to ensure their consistency and visibility. The national youth program covers a period of 9 years and is accompanied by the Implementation Plans (adopted by the Government of the Republic of Slovenia), which provide measures for the stated goals and directives within the areas.

Within the education sector five documents were examined. The Pre-School Institutions Act (2005) regulates pre-school education, carried out by public and private kindergartens. Elementary School Act (1996) sets rules for elementary school education implemented by public and private schools or as home schooling, while Higher Education Act (1993) regulates the statutory issues of the higher education institutions (i.e.: universities, faculties, art academies and professional colleges), the conditions for the pursuit of the higher education activities, defines public service in higher education, and regulates the
manner of financing. The act also contains the provisions regarding the content, preparation and implementation of the National Programme of Higher Education. It should be pointed out that Higher Education Act has been a subject of numerous amendments and changes. Further amendments, bringing significant changes are in preparation / legal procedure. The organization and financing of the education at all levels, from pre-school to higher education, is regulated by the Organization and Financing of Education Act\(^2\) (1996). One of the objectives of this act is clearly referring to “ensuring equal opportunities for education in territories with special development problems”. In Slovenia the so called “territories with special development problems”, which are as a rule also remote, are a subject of a special decree. Decree on Criteria for setting up a Public Network of Elementary Schools and Educational Institutions (1998) states the designing of a public network of primary schools must provide all children the opportunity of elementary education. However, none of the stated documents is particularly orientated towards the integration of services. Slightly more focussed on the need for the integration is a Resolution on National Programme of Higher Education (2011). It is an integrated national strategy and thus, includes the necessary action of all higher education stakeholders and other players. It mentions within several measures the need for better co-operation between the higher education institutions and the need to link up with the research institutes, economic and public sectors. However, this co-operation is foreseen predominantly in terms of the operational tasks and not as integrated policies and measures. With the goal of improving the accessibility to tertiary education, the development of programs of distance education and greater use of ICT in teaching and learning is planned.

2.2. General problems related to delivery of SGI

The general problems noticed in all the fields of SGI can be summarised as follows:

- Generally, the SGI provision in Slovenia is considered as good. However, as noted by the interviews from the lower administrative levels (City Municipality of Nova Gorica, 2016, Municipality of Idrija, 2016, Municipality of Cerkno, 2016, Posočje Development Centre, 2016) and confirmed by the results of the workshops with the local providers (University of Ljubljana and EURAC, 2016), the differences in the SGI delivery between the regions, municipalities, and even local communities are massive.
- Most of the SGI sectors do have strategies, however, they are not obligatory.
- The existing strategies are too broad, lack concrete measures, and monitoring mechanisms.

\(^2\) Further documents on education include Gymnasiums Act, Vocational Education Act and some others regulating detailed issues and without particular reference to SGI.
The strategic documents often have too many objectives, instead of having a few feasible goals.

Instead of the “hyper-production” of the new SGI strategies, more effort should be put into the realisation of the existing ones (Social Protection Institute of the Republic of Slovenia, 2016).

Although recognised by the strategies, the need for the inter-sectoral cooperation often remains on a declarative level, as it is not specified how it should be reached and by whom (a long lists of responsible offices/actors/stakeholders leads to no-one’s responsibility).

Rigidity and unresponsiveness of the governance system to the actual needs of the local communities for SGIs (Ministry of Infrastructure, 2016).

Long regulation preparation procedures. For example, the Law on Long-term Care, which is a crucial document for the integration of services from social and health sector, has been in preparation since 2002. The lengthy preparation is often connected to the changes of the political parties in power. The draft regulations consequently undergo extensive amendments and/or entirely new documents are prepared.

Frequent conflict of interests in the strategy adoption procedures. At least to some extent, that has attributed to the lack of the overall Development Strategy of Slovenia.

The stakeholders (providers and end-users) are included too late into the preparation process of the documents regarding the SGI provision.

The successful SGI initiatives from the lowest (municipal) level often remain unnoticed (poor information dissemination, week capacity building and bottom-up approach on the local level)

Expansive delivery of services to the alpine areas (high construction costs of telecommunication/transport infrastructure networks, economic (non)viability of rural primary schools, etc.)

The problems related to the specific sectors are listed below.

**Transport**

- In transport services Slovenia is lagging behind the majority of the European countries (Ministry of Infrastructure, 2016). Poor transport infrastructure generally affects the economy, and hinders the accessibility and complementarity of SGIs in rural and urban areas, as jobs and the services are usually concentrated in towns and cities (Transport development Strategy of the Republic of Slovenia, 2015).

- Although, managed by state, the government is in the passive position when adopting the new transport regulations, as the power is in the hands of the concession operators (private companies). Therefore, the regulations are “adapted” to them and a subject to the market conditions, not the public interest (Ministry of Infrastructure, 2016).
• In the Slovenian Transport Development Strategy (2015), the public transport is described as underdeveloped, incoherent and inefficient, especially in relation to the intermodal and logistic systems, as well as sustainable mobility.

Telecommunication
• The Next Generation Broadband Development Plan (2016) reveals, according to the Digital Economy and Society Index- DESI3 Slovenia is ranked 19th out of the 28 EU Member States, as the fixed broadband networks are only available to 89% of the households, which is below the EU average (97%).
• Furthermore, the broadband infrastructure in rural areas is described as “unacceptably poor”, and there is no commercial interest from the private investors for the individual investments (Next Generation Broadband Development Plan, 2016).
• The deployment of the broadband infrastructure for single connections in these areas is costly, due to a low population density and long distances between the communication connections.

Basic goods
• The basic goods supply in terms of shops (groceries, clothes, specialised shops, etc.) in the remote regions is entirely market dependent. There are no strategic/policy measures (e.g. subsidies or other incentives) to balance out the deficiency or retain the (small) shops and other services in these areas.

Health care
• Establishing a system which will ensure sufficient and stable financing, is the major challenge of the Slovenian health care sector. The public spending on health is heavily reliant on the payroll taxes. Thus, this will become an even greater issue in the future, as the population ages and the dependency ratios change. Furthermore, the funding of long-term care will need additional sources in the future. Although, the European observatory estimates that the system has performed well in relation to both the equity of financing and access (Analysis of the health system in Slovenia, 2015), the local experts and professionals from health and social sector warn about the health inequalities (regarding gender and education), ageing of the population, and increase of some chronic diseases (University of Ljubljana and EURAC, 2016).
• Second problem is a lack of doctors in remote areas. There is a very little interest for young doctors to move in those areas, where also services such as child-care, education, culture amenities are inferior to that in larger settlements. Furthermore, among the private doctors the interest is also low due to a low purchasing power and mobility issues of the elderly in the country side, which limits the pool of potential customers (Gobec, 2015).

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3 Digital Economy and Society Index-DESI: a composite index developed by the European Commission to assess the development of EU countries towards a digital economy and society
Social care

- It is often believed that among others the fact that in Slovenia there are only two administrative levels, and many municipalities are small and often economically inferior, hinders the efficient and good quality provision of social services (as well as other SGI) services (National Assembly, 2016, Social Protection Institute, 2016, Marot et al., 2014). However, as the introduction of regions seem to remain an open question for a while, solutions should be sought in stimulation of inter-municipal cooperation, through adequate legislation which is still not the case. Long-term care in Slovenia is not regulated in a unified system, causing fragmentation in financing and inefficient use of resources. Rights to services and cash benefits for persons who are dependent on aid in Slovenia are defined in many different laws that do not take into account the same criteria for eligibility. Thus, some recipients profit of such overlap between services and benefits, while others’ needs remain unmet (Kajzer and Fajić, 2016). As described in the paragraph on trends in health care, some further steps towards the integration of social and health services are shortly to be undertaken by the adoption of a long-term care act and strategy.

- The problem is that there is still no clear common picture in Slovenia on the demographic change. While this is clearly a horizontal issue (tackling services in social, health, spatial, housing, employment sector), most sectoral strategies still cover the topic on their own. Only recently a study (Kajzer and Fajić, 2016) on the economic and social consequences of demographic change, which also clearly calls for integration, has been prepared. Data on the demographic situation and projections should serve as an important input in the process of policy preparation. Policy makers should be familiar with the changes and take them into account when the network of SGI services and facilities is planned. Equally important is the monitoring of the services’ provision, feedback by providers and end-users, quality assessment, and adaptation of (new) measures if and when needed.

Education

- Regarding the elementary school education, the main problem in remote areas remains the closing down of branch schools in small settlements. The importance of the branch schools goes far beyond education. These schools also provide a centre of community activities, place for meetings, performances, gathering of residents etc. Thus, they are vital for the liveability of small communities. Local communities which are “stronger” (more populated and/or those with more jobs) have better chances to keep the schools in operation. The transport for school children from remote settlements to schools in larger settlements is rather well organised, but the schedules need to be adapted to the needs of those commuting to schools.

- Similarly, the closures are also experienced by kindergartens. However, this problem is often emerging from the fact that parents prefer having children in kindergartens close to their workplace i.e. in larger settlements, rather than in home settlements,
which decreases the demand for kindergartens in smaller settlements and forces the closure.

- Some high schools located in the municipalities outside the bigger settlements have recently experienced closure of some programmes. Consequently, the youth from those areas has a limited choice of education unless they commute or move to bigger centres, which is often costly, unaffordable and time consuming.

Looking at the factors that influence the delivery of SGI in relation to the Slovenian TA Idrijsko- Cerkljansko, the Regional Development Plan of the North Primorska (2015) evaluates that there are great disparities in the accessibility of the SGIs within the region, which will also be present in the future. The reasons are the sparse population, remote hilly areas, and differences in the economic development within the region.

The interviewees thought that policies, strategies, and regulations also importantly effect the delivery of SGI. According to them, one of the most important documents for the provision of SGIs in the (remote alpine) regions, is the Spatial Development Strategy of Slovenia. However, the current document does not specify any models, measures or financial sources for the SGI delivery. Nevertheless, at this point the strategy is in the process of renovation. Other documents mentioned where the Triglav National Park Management Plan, and the regional development programmes (for the Slovenian TA Regional Development Plan of the North Primorska (Goriška development) Region).

Regarding the EU policies, the interviewees’ opinion is that the SGIs are still predominantly managed (governance, legislation, delivery, selection, supply, etc.) by the state. However, they do acknowledge the benefits of the EU regulations for the financing of the services. One of the potentially beneficial international documents mentioned was the Alpine Convention.

2.3. Identified gaps

In relation to the delivery of SGI, the following gaps have been identified through the analysis:

- While the objectives within the analysed documents are (clearly) stated (e.g. acceptance and implementation of effective, coordinated inter-ministerial measures, policies and programs...), the implementation measures are either vague, lacing, or difficult to implement.
- There is no monitoring of the efficiency of the existing SGI regulations, hence, there are no information on their deficiencies (or benefits). Therefore, it is difficult to improve and develop better strategies (National Assembly, 2016, Social Protection Institute, 2016).
- There is no monitoring (no data) of the actual (local) needs for the SGIs. Therefore, it is difficult to plan efficient services (e.g. transport- no data about the number of passengers on different routes, peak times, etc.) (Ministry of Infrastructure, 2016).
A lack of services integration, even within the same sector (e.g. transport - no harmonisation of the public buses and train services timetables) (Ministry of Infrastructure, 2016, UL and EURAC, 2016).

Although the term integration is used in the SGI strategies, there is no clear definition and the concept is poorly understood. For example, within the Resolution on National Health Care Plan 2016 – 2025 (2016) the term integration is often understood more as an integrative care (e.g. goal 6.2. Optimizing health care, calls for “an integrated and comprehensive treatment”). However, the same goal also refers to the other sectors by recognising the need for the “improved integration between the levels of health services and social protection.” Furthermore, the objective “6.1.1 Health in All Policies”, calls for the “inter-sectoral cooperation and coordination” (Resolution on National Health Care Plan, 2016). Nevertheless, the main aim is “only” to achieve “the highest level of health and wellbeing”, and does not consider the rational spending of public sources, or improvement of the services’ quality through the integration.

The need for human capacity building at all levels. For example, the policy evaluation (monitoring) tools exist, however, there is no administrative capacity for their implementation (ministries are understaffed, and there are no adequate organisations). Furthermore, there are examples of good practise of SGI delivery that remain unnoticed, because there are no (not enough) people, to communicate the results of their work to the higher authorities.

The need for better vertical cooperation and bottom-up approach. The decision makers should constantly cooperate with providers as well as recognise the needs of the users of the services (bottom-op approach), create constructive dialogue and obtain feedback information from them (e.g. social policy, health policy, transport, and regional development).

Need for better horizontal cooperation. Providers of services for the same target group (e.g. the elderly) but different sectors (e.g. health services, social services) should be coordinated. It is the aim of the recognition of the actual needs.

Transport

Lack of funding for the construction and renovation of the infrastructure particularly railways but also motorways. For example, in the remote regions, there are no designated bus stations provided (no information signs, timetables, or seating area).

No coherency of the timetables of the different transport services (e.g. buss and railway services).

Furthermore, the share of public transport within the national transport system is decreasing, and as such it does not provide fast, comfortable and financially affordable regional commute (Slovenian Transport Development Strategy, 2015).

The monitoring and identification of the actual needs (e.g. how many, when, and where people commute, what are the pick times, how many buses/trains do we need, when and on which routs etc.) where emphasised as the most important.
factors for the efficient provision of transport services (Ministry of Infrastructure, 2016).

**Telecommunication**
- Lack of funding and commercial interest for the deployment of broadband infrastructure for single connections in remote, hilly, and physically less accessible areas.

**Basic goods**
- General lack of regulations in this field, and especially for the SGI delivery in remote regions.
- Absence of the “necessary supplies, like bread, flower, water, etc.” in the shops (or other designated premises) needed in case of difficult weather conditions (e.g. heavy snow, or floods) that might hinder or completely disable the access to the mountainous areas.

**Health care**
- Many of the gaps identified in health care are those that are already mentioned in a list of problems pertained to all sectors – namely poor vertical and horizontal cooperation, unnoticed or ignored successful local initiatives, gaps in capacity building etc.
- The concept of integration itself is within the analysed documents mentioned and understood in a very limited way. For example, within the Resolution on National Health Care Plan 2016 – 2025 (2016) the term integration is often mentioned more in a sense of integrative care (e.g. specific goal 6.2. Optimizing health care, calls for »an integrated and comprehensive treatment«). However, the same goal also refers to the other sectors by recognising the need for »Improved integration between levels of health services and social protection«. Similarly, goal 6.1.1 Health in All Policies, calls for “inter-sectoral cooperation and coordination”. However, the main aim is “only” to achieve “the highest level of health and wellbeing” and does not consider the rationales of spending public sources and improved quality through integration.
- While the objectives within the analysed documents are rather clearly stated (e.g. acceptance and implementation of effective, coordinated inter-ministerial measures, policies and programs....) implementation measures are vaguely stated or difficult to implement. The identification of the responsible actors is even more unclear.

**Social care**
- There is a clear “awareness” gap between the providers of the services, who have in depth knowledge on needs, resources and overall situation on the local level, and policy makers/decision makers at the national level.
• Successful local initiatives that should be communicated either to the providers in other municipalities or to the policy makers / decision makers on the national level, often remain unnoticed.

• Services within the home-help programme could often be provided by the local (neighbouring) residents through some very simple and sometimes innovative solutions, but a rigid legislation (employment, financial, social, etc.) hinders that.

• The bottom-up approach needs empowerment, and capacity building on the local level should be strengthened.

Education

• The use of ICT within education is still below its possibilities, partly due to a lack of funding for proper and contemporary equipment, partly due to a poor internet accessibility in some of the remote areas.

2.4. Existing plans, trends

According to the interviewees’ opinion, in relation to the governance and policy-making, the participation of the lower administrative levels should be strengthen. Successful initiatives from the lowest (municipal) level often remain un-noticed, and the dissemination of information is poor. Thus, the bottom-up approach needs empowerment, and capacity building on local level should be supported (National Assembly, 2016, Social Protection Institute of the Republic of Slovenia, 2016).

The Regional Development Plan of the North Primorska (Goriška development) Region 2014-2020 (2015) recognises the disparities in the accessibility of the SGI in these area are great and will also be present in the future. The reasons for that are sparse population, remote hilly areas, and differences in the economic development within the region. However, the plan urges the national and local authorities to strive to keep the existing services and institutions in these areas despite the harsh economic situation.

The document the interviewees recognised as one of the most important for the efficient delivery of the SGI, The Spatial Development Strategy of Slovenia is at the moment in the process of renovation. The new document is predicted to deliver new solution to increase the life quality in the mountainous regions.

Transport

• According to the regional development plan of the Slovenian TA, to improve the accessibility of the services the establishment of the sustainable transport network is recognised as one of the key development measures. The establishment of the intermodal (road-railway) logistic centre Vrtojba is predicated for this purpose. The SGIs are, as in the Slovenian Spatial Development Strategy (2004), encouraged to be developed within the centres of the so called settlement development areas. These areas should be connected with public transport to increase accessibility of the services.
Among others, the implementation of the intermodal transport policy, and improved (sustainable) mobility and the accessibility of (public) transport are predicated by the Slovenian Transport Development Strategy (2015). The document also predicts the infrastructure development, mainly of railways and motorways.

Despite the needs for the infrastructure development, the country by itself is unable to provide enough funding to support the transport development. Hence, the strategy suggests, in addition to the national budget funds interested partners should be included in the implementation and management of important projects, and EU funds should be utilised (Slovenian Transport Development Strategy, 2015).

The railway and road transport sector are a competence of several governmental offices and services such as the Ministry of Infrastructure, transport directorates, Infrastructure agency, Slovenian railways, DARS- a Slovenian joint-stock motorway company, and municipalities who manage and maintain local roads.

Telecommunication

The national telecommunication policies predict the transition to the information society and the improvement of the SGIs' accessibility through the ICT services (National Programme for the development of Telecommunication, 2000, Digital Slovenia 2020- Information Society Development Strategy to 2020, 2016).

As stated by the documents and also by the interviewees (Posočje Development Centre, 2016, Municipality of Idrija, 2016) the integration of sectors, as well as services is predicted. The ICT sector is going to be connected with education, entrepreneurship, health, social services, and other through the new e-services (e-education, e-health, e-government, etc.), and the ways of functioning of the digital society.

As the national budget funds are expected to be limited, The Digital Slovenia 2020 Strategy (2016) suggest the resources from the European Structural funds should be assured for the financing of the strategy's measures (e.g. identification and elimination of the white spots, broadband access provision to all the households- 96% with a speed of 100Mb/s and the rest 30Mb/s).

The allocation of public funds for the broadband construction in the so called white areas (“areas which lack the required quality of broadband infrastructure and which also lack commercial interest in the deployment thereof”) is essential (Next Generation Broadband Development Plan, 2016).

The development of the quality ICT infrastructure (foremost broadband) is according to the Regional Development Plan of the North Primorska (Goriška development) Region 2014-2020 (2015) of great importance for the development of business activities in remote regions.

Health care

The health sector is currently undergoing a major reform and changes of existing legislation.
• Significant changes towards the integration of services are expected with the foreseen adoption of Law on Long-term Care, which is an important document for the integration of services from social and health sector.
• Simultaneously, a Strategy for Long-lived Society is in preparation and is expected to be adopted in 2017. The strategy will be based on the concept of active aging, addressing areas of labour market, education, lifelong training, and will also focus on the independent, healthy and safe life for all generations. The strategy shall include the systems of social protection, access to services, health care, the reduction of inequalities and the inclusion of the elderly in the society.

Social care
• The programmes of social care are yearly evaluated by the Social Protection Institute of the Republic of Slovenia and commissioned by the Ministry of Labour, Family, Social Affairs and Equal Opportunities. The main purpose of monitoring the implementation of social protection programs is to gain an insight into the status, trends and development of the network of social welfare programs.
• As reported by the interviewee (Social Protection Institute of the Republic of Slovenia, 2016) an increasing number of municipalities are examining actual needs in their areas and seeking advice on how to self-evaluate services they are organising or supporting within the local networks. Furthermore, since 2008 a special yearly evaluation of home-help programmes has been done by the Social Protection Institute. This evaluation is apart from the other goals very important because the law determines only the minimum contribution of municipalities (50%) to cover the social services, so there are significant differences in the extent of municipal contribution (from few % to complete coverage).
• The decision depends on the municipality's priorities, the level of sensitivity towards the social issues, etc. Publically available and transparent information about the level of co-financing of available programmes, providers, services etc. in different municipalities offers the comparison and certainly stimulates the improvements or at least increases the calls for them.
• A significant step forward is expected with the foreseen adoption of Active Ageing Strategy which aims to connect diverse ministries which share the related subjects and has been adopted in 2015. The initiative is based on the AHA-project (European Innovation Partnership on Active and Healthy Ageing 2013-2016); as well as it is sourcing out of the previous sectoral documents e.g. Strategy of care for the elderly: Solidarity, good intergenerational relations and quality ageing, 2006-2010 (2006). The strategy as an inter-sectoral document introduced the intergenerational aspects and balanced solutions, and was prepared with cooperation of the users, researchers, and NGOs to ensure a steady access to the quality health and social services. The main focus in the new strategy development is the transition from the institutional care for the elderly towards the services closer to home, the implementation of private initiatives and the introduction of complementary social security schemes, as well as the adjustment of public
transport, facilities, and public spaces in general (parks, walkways, cycling tracks) to be accessible to elderly and user friendly (Marot et al., 2014). A significant step forward is also the recognition of the need to shift the emphasis from institutional to community care especially in the field of elderly. Community-based care is indeed the future, but a different position for the municipalities, depending on the level of remoteness, should be considered (Ministry of Labour, Family, Social Affairs and Equal Opportunities, 2016).

- In the past decade an important change occurred with the shift within the institutional care for the elderly from public to private sector. Currently (data for 2016) approximately one third of the homes for the elderly operate as private-based on concessions, while this was not the case earlier.
- Furthermore, to overcome the problems of small municipalities and a lack of regional level, a major reorganisation in the field of social services and programmes is under way. The regional level of centres for social work will be introduced, with local centres still involved by determining the specific needs. However, the programs will not be fully tendered at the state level, as until now, since the national resources for the programs that meet local issues will be devolved to the regional level to the Centres for Social work. Some programs aimed at local issues will continue to be financed by the municipalities.

Education
- The foreseen activities in the field of education are the adoption of strategic documents in the field of information society, and the start of Slovenian Digital Coalition, which should be an important step further in the integration of education and telecommunication services. The plans also include the adoption of amendments to the Higher Education Act, which is to improve the quality of education, stability of funding, and internationalization. The amendments should – with further suggestion to other legislative changes - also help to achieve the synergies among higher education, science and economic sector (Akcijski načrt prioritetnih aktivnosti ministrstev in vladnih služb v letu 2016, 2016).

3. INTEGRATED APPROACH

In general, the regulations comprise the integration of actors, and funds (European, national, and private). The integration of policies is also present mainly in the regional development documents (e.g. regional development strategies, National Spatial Development Strategy, Rural Development Programme etc.), but also in the telecommunications documents. The transport development documents predict the integration and harmonization of services (e.g. different modes of transport- train, bus, bike, car, etc.). As stated, the majority of the SGIs operate on the basis of concessions (e.g. transport, some health services- GPs), or through the establishment of the public institutions (e.g. health care centres, retirement homes, schools, etc.).
3.1. Integration models

Broadly speaking, the “umbrella” regulations, relevant for the SGI delivery mostly include the integration of actors and administrative levels. Constitution of the Republic of Slovenia (1991) states “citizens may form self-governing associations to promote their interests (Art.145).” The administrative levels (national, regional and municipal/local) are interrelated by the subsidiarity principle, and “the participation of the municipalities must be ensured in the procedure for adopting the law (Constitution, 1991; Art. 134).” Act on Services in the Internal Market (2010) establishes the relationships between the service providers with the interest in international operation, and the member state(s), as well as the users of services. The document states the rules about the administrative and governmental cooperation between the member states of the European Union and the European Economic Area, regarding the supervision of the services providers. The State Administration Act (2002) recommends the sectoral ministries should adopt an integrative approach and cooperate, especially when preparing (making, improving, or changing) the intersectoral policies, and tackling the issues related to several different subject fields. Again, the document states, the ministries at the national level are related to the authorities at the local level (administrative units) through the subsidiarity principle (State Administration Act, 2002).

Social Entrepreneurship Act (2012) suggests the actors’, policies’, funds’, and administrative levels’ integration. The document foresees the cooperation of several actors at the national, regional and local levels: government, ministries (economy, employment and social affairs), municipalities, other regional and local representatives (development sector), social enterprises (as service providers), public initiatives representatives, the most disadvantaged groups in the labour market (potential workers of the company), and the general public. From the financial point of view, social enterprises are predicted to be financed partially from the income depended on their market performance, governmental incentives, as well as private capital (donations). According to the act, the municipalities are “suggested” to plan, fund and implement the policies to develop social entrepreneurship to promote a balanced regional development. The social entrepreneurship objectives relate to the social (jobs and employment, solidarity, cohesion), environmental, and economic policy of the country. The document specifically states that social entrepreneurship shall “ensure the additional supply of products and services in the public interest”. According to the interviewees, social entrepreneurship was a promising model for the provision and integration of mostly social services (child care, elderly care, social inclusion, etc.), founds, and stakeholders. However, due to the overcomplicated regulations, related to the establishment and operation of the enterprises, the model has not picked up.

Public-Private Partnership Act (2007) encourages private investments in projects and/or services and activities that are in public interest, to ensure the economically sound and
efficient performance of services (commercial/non-commercial) as well as the rational use, operation or exploitation of public assets, and natural resources.

Decree on Spatial Order of Slovenia (2004) and Slovenian Spatial Development Strategy (2004) both include the integration as a concept. According to the document, the municipalities, especially in remote and rural regions, are encouraged to cooperate and connect in order to optimise the delivery of SGI, by sharing the services and assuring an optimum public transport connectivity. The general rules of spatial planning demand that in the process of the preparation of spatial planning acts, spatial coherence and the integration of economic, social, cultural, and environmental policies is assured, and the differences in regional development are decreased. It is further required, that the government ministries responsible for the regional development, telecommunication, transport, labour and social services, etc. cooperate with the ministry responsible for spatial planning, in the preparation procedures of regulations and development documents, directly or indirectly related to spatial planning and management. When making and adopting the new spatial development plans, next to the national authorities, municipalities, NGOs, investors and other relevant stakeholders, the general public also participates in the decision-making process.

The documents related to the regional development sector (e.g. on community-lead local development, rural development, and regional development) encourage or even enable the integration of funds and actors. Decree on the Implementation of Community-lead Local Development 2014-2020 (2015) defines an “integrated operation” as an operation where two or more partners cooperate in order to achieve a common objective, and it is financed from one or more financial resources. The local action groups (LAG) can use a combination of European (from the EU development funds), national, and local funding for the implementation of local development strategies. Regarding the EU financial support, Decree on the Measures of Axis 1, 3, and 4 (2011) states it is available to encourage the cooperation of local actors and regions, in achieving the local development objectives (LEADER programmes). Rural Development Programme for Slovenia (2014), which emphasises the development of the broadband, states the EU funding is only available to the public-private partnerships (municipalities or intermunicipal associations with the private co-investors).

Sustainable Mobility for Successful Future (2012) introduces the guidelines for the preparation of an integrated transport strategy, and present the integration as a basic concept through the entire document. The basic idea of the integrated transport strategy is to resolve the municipal challenges related to transport. However, these also impact other fields such as health (improved air quality), personal finance (decreased transport costs), and free time (decreased travel time), as well as the assurance of the SGI’s equal accessibility to all, including the young, elderly, and disabled.
Although, the integration of actors, funds and even policies, is to some extent predicted and encouraged by the regulations, the interviewees stress that the cooperation among sectors is not “a common practise” in reality.

In practise there are other, more specific models of integration. In transport sector, a uniform travel card is in place, which enables a payment of all transport services (train, intercity bus, and city bus) with one card. According to the interviewees, the school bus in the TA is also quite well organised, and one could argue that it represents a good integration model, interrelating transport and education.

It is predicted the telecommunication services will soon be connected with education, entrepreneurship, health, social, and other sectors, through the new e-solutions (e-education, e-health, e-government, etc.). With an exception of e-education (e.g. existing e-universities), at the moment e-solutions are still in the process of development, and not yet at a stage where they could replace any of the existing services (e.g. making doctor’s appointments).

Within health services an interesting local initiative has been found in the remote areas of north-west Slovenia and in some other regions. The network of providers of the emergency services (namely for cardiopulmonary resuscitation) is connected to the network of fire brigade. Fire-fighters are trained to offer the first emergency services until the health support reaches the patient.

It should be mentioned that sometimes interesting bottom-up initiatives are hindered by a rigid legislation. For example, in the TA the school children (those in higher grades) from a remote village were willing to deliver, on their way back from school, the meals prepared at the home for elderly, to those elders who live at their homes in the village. This would be an efficient, time and public money saving service. However, due to some regulation on safety, hygiene etc. this was not feasible.

National Social Protection Programme for the period 2013-2020 (2013) recognizes the complexity and the need for the integration of policies affecting the social situation of individuals and families (not just social policy, but also of education, employment, retirement, housing and health policy, and the like). Thus, different policies should be coordinated at all stages – from the planning to implementation level. It calls for the strengthening of the community care approach.

### 3.2. Need for integration

As a first steps towards the integration of services from various sectors, the policy makers should recognise and reach a consent on the question which are the horizontal issues important (common) for all the sectors (e.g. health). These should be reflected in the sectoral strategies and consequently, in the measures which would secure the integration
of services. There is a need for better horizontal cooperation. Providers of services for the same target group (e.g. the elderly) but different sectors (e.g. health services, social services) should be coordinated. It is the aim of the recognition of actual needs.

Stated by the interviewee from the Ministry of Infrastructure (2016), and further confirmed by the local stakeholders, there are great needs for the integration within the transport sector. The sector is recognised as the most important for the accessibility of services. Therefore, there is a need for the integration of different modes of transport (e.g. intercity bus, train, city bus, bicycles) and their time schedules, and also for the implementation of a multi-modal transport policy. The interviewee from the Infrastructure Ministry explained that the provision of public transport services is mainly in the hands of the strong lobby of providers (concessioners), and not managed by the state as it should be. Thus, instead of benign provided following the principle of “general interest”, the public transport (intercity bus, train, city bus), operation of the routes, and the frequency of the services, are conditioned by the market. Meaning, where the routes are not feasible from the profit perspective, the public transport connections are either poor with a low frequency, or there simply aren’t any. Better public transport services are in high demanded by youth, elderly, disabled, and people without a car or a driver’s licences.

Generally, there is a need for the integration of transport with all of the examined sectors. The interviewees from the local environment, expressed the need for the school bus to also run in the afternoon, to enable the children from the more remote villages to attend the after school activities (e.g. music school, sports, arts classes, etc.). Locally, there is also a great need for the mobile services, such as a mobile pharmacy and grocery stores, which are especially in high demand by elderly. Transport services are generally managed by the state, however, the municipalities often organise (arrange and subsidise) some form of “local public” transport or mobile services, if there is a need or initiative for it from the local community. That especially goes for the integrated transport services such as mobile services (e.g. mobile grocery stores, pharmacies, libraries, etc.).

The telecommunication strategic documents, predict the integration of ICT services with all the sectors. These needs are also recognised by the local community, mainly for the purposes of business development, e-commerce, employment, e-education and also social inclusion. As the locals see a big potential for the development of less accessible areas in the ICT technologies, there is a great need for the development of the telecommunication infrastructure (broadband) in these areas. In the areas where there is not enough market interest, the telecommunication services should be provided and/or subsidised by the country, preferably by forming a private-public partnership with the services’ provider.

A major step towards the integration of health and social services and improvement of a long-term care, better accessibility, and more coordinated care is expected with a new
legislation which is to come in force in 2017. The new legislation and other documents (Long-term care Act, Active ageing strategy etc.) provide also for better use of ICT in the provision of services.

4. CONCLUSIONS, INPUT FOR WPT3

Generally, the SGI provision in Slovenia is considered as good. However, as noted by the interviews from the lower administrative levels and confirmed by the results of the workshops with the local providers, the differences in the SGI delivery between the regions, municipalities, and even local communities are massive.

In relation to the SGI delivery the following gaps, related to all the sectors where identified:
- The measures to implement the strategies’ objectives are either vague, lacing, or difficult to implement.
- A lack of monitoring, first of the efficiency of the existing SGI regulation, and second of the actual needs for the SGI.
- A lack of integration within the same or/and among different sectors, administrative levels and actors.
- Although the term integration is used in the SGI strategies, there is no clear definition and the concept is poorly understood.
- There is a need for human capacity building at all administrative levels. For example, there are cases of good practice of the SGI delivery that remain unnoticed, because there are no (not enough) people, to communicate the results of their work to the higher authorities.
- There are needs for both better horizontal and vertical cooperation. The decision makers should constantly cooperate with the providers as well as recognise the needs of users for the services (bottom-op approach), create constructive dialogue, and obtain feedback information from them (e.g. social policy, health policy, transport, regional development). Horizontally the providers of services for the same target group (e.g. the elderly) but different sectors (e.g. health services, social services) should be coordinated.

In relation to the specific sectors, transport is marked by the lack of funding for the construction and renovation of the infrastructure, as well as poor cooperation and coordination within the sector (e.g. coherency of the timetables of the different transport services). In addition to the high cost, the telecommunication sector is troubled by a lack of commercial interest for the deployment of broadband infrastructure in remote, hilly, and physically less accessible areas. In the field of basic goods there is a lack of regulations, which would enable and secure the provision of very “basic” SGIs (e.g. groceries) in the remote hilly areas at all times (meaning including during the difficult weather conditions such as heavy snow, or floods). The provision of grocery shops in
these areas is entirely market dependent, thus, there are no measures (e.g. financial or other incentives) to keep the shops from closing down. The health sector is among others burdened by a poor vertical and horizontal cooperation, whilst the implementation of the simple solutions (e.g. home-help provided by neighbours) in the social care sector is often hindered by a rigid legislative system. In the field of education the use of the ICT is still below possibilities, partly due to a lack of funding and outdated equipment, partly due to a poor internet accessibility the remote areas.

Regarding the integration, the strategic regulations mainly predict the integration of actors and administrative levels. Strategic spatial documents include the integration as a concept. The municipalities, especially in remote and rural regions, are encouraged to cooperate and connect in order to optimise the delivery of SGI, by sharing the services and assuring an optimum public transport connectivity. The general rules of spatial planning demand that in the process of the preparation of spatial planning acts, spatial coherence and the integration of economic, social, cultural, and environmental policies is assured. Furthermore, the telecommunication strategies predict the integration with education, health, government and other sectors through e-solutions. However, although the integration of actors, funds and even policies, is to some extent predicted and encouraged by the regulations, the interviewees stress that the cooperation among sectors is not “a common practise” in reality.

Stated by the interviewee from the Ministry of Infrastructure and further confirmed by the local stakeholders, there are great needs for the integration within the transport sector. The sector is recognised as the most important for the accessibility of services. Therefore, there is a need for the integration of different modes of transport (e.g. intercity bus, train, city bus, bicycles) and their time schedules, and also for the implementation of a multi-modal transport policy. Generally, there is a need for the integration of transport with all of the examined sectors. There is a great need for the mobile services, such as a mobile pharmacy and grocery stores, which are especially in high demand by elderly. Transport services are generally managed by the state, however, the municipalities often organise (arrange and subsidise) some form of “local public” transport, if there is need or initiative for it from the local community.

The integration of the telecommunication services with all the other sectors is in high demand by the local community, mainly for the purposes of business development, e-commerce, employment, e-education and also social inclusion. As the locals see a big potential, for the development of less accessible areas in the ICT technologies, there is a great need for the development of the telecommunication infrastructure (broadband) in these areas. In the areas where there is not enough market interest, the telecommunication services should be provided and/or subsidised by the country, preferably by forming a private-public partnership with the services' provider.
A major step towards the integration of **health and social services** and improvement of long-term care, better accessibility and more coordinated care is expected with a new legislation which will also deliver a better use of ICT in the provision of services.
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6. APPENDICES

Appendix 1: Report on the collection of strategies

To collect the documents relevant for the further analysis the following 3 data sources where used:

- **Web pages of the responsible line ministries.** For each of the SGI sectors the legislation sections on the ministries’ web pages where inspected.

- **Legal information system (web portal) www.pisrs.si.** The on-line legal information system of the Republic of Slovenia, showing and containing all of the legal documents, their validity, date of adoption, etc., was the main source for the selection of the documents.

- **The information gained from the relevant stakeholders.** When conducting the interviews, the representatives of different relevant institutions (municipalities, ministries, regional development agencies, etc.) where asked which do they think are the documents, most relevant for the SGI delivery in their filed.

First a list of all of the potentially relevant documents was made. All of the documents on the list where further reviewed, and only those, which were more recent, still valid, and truly relevant for the SGI delivery where selected for the further analysis. Also, if two documents where covering the same topic, only one of them was included in the final selection. A decision was made, not to include the documents from the municipal level, as the data included was too detailed, and furthermore, not comparable with the documents from the other countries which only included the national and regional regulations.

To assure an even representation of all sectors, the aim was to include a similar number of documents from all the sectors, and also all the administrative levels (national, and regional). However, it turned out that some sectors where just more related/relevant to the SGI delivery, thus, better represented by the number of selected documents. The selection includes different types of documents (strategies, legislation, development plans, etc.). Altogether 45 documents were selected. According to the types of the documents, the SGI provision in Slovenia is in majority regulated by legislation (29), followed by strategies (6), programmes (5), action plans (2), and guidelines (1). 1 document has been identified as “other” (development plan).

Overviewing the INTESI sectors, 9 documents have been submitted under the section, 6 documents are listed under the regional development sector, and also 6 under the transport sector. The telecommunication sector includes 8 documents. Under the basic goods sector 3 legislative documents are listed. The health care sector also includes 3 documents. The Social care is covered by 4 documents, and the education sector includes 6 documents.
Appendix 2: Report on carrying out the interviews

The interviews were performed from June 2016 to September 2016. Altogether 10 people were interviewed, 2 women and 8 men. The list and the function of the interviewees is presented in the table below.

Table: The interviewees by administration level, function and role

<table>
<thead>
<tr>
<th>Institution</th>
<th>Administrative level</th>
<th>Function</th>
<th>Role</th>
</tr>
</thead>
<tbody>
<tr>
<td>Municipality of Idrija</td>
<td>Municipal</td>
<td>Mayor</td>
<td>Policy/decision making, regional programmes cooperation</td>
</tr>
<tr>
<td>Municipality of Cerkno</td>
<td>Municipal</td>
<td>Mayor</td>
<td>Policy/decision making, regional programmes cooperation</td>
</tr>
<tr>
<td>Posočje Development Centre</td>
<td>Regional</td>
<td>Representative of the environment, spatial planning, and rural areas department in regional centre in Posočje region</td>
<td>Preparation of the regional (development) strategies</td>
</tr>
<tr>
<td>City Municipality of Nova Gorica</td>
<td>Intermunicipal/Regional</td>
<td>Head of the project management office</td>
<td>Policy making on regional level, projects preparation and management</td>
</tr>
<tr>
<td>Ministry of the Environment and Spatial Planning</td>
<td>National</td>
<td>State employee-directorate responsible for spatial planning</td>
<td>Responsible for the renovation of the Slovenian Spatial Development Strategy</td>
</tr>
<tr>
<td>National Assembly</td>
<td>National</td>
<td>Parliamentarian</td>
<td>Vice president of the parliamentarian commission for work, family, social services and functionally disabled people</td>
</tr>
<tr>
<td>Ministry of Labour, Work, Social Affairs and Equal Opportunities</td>
<td>National</td>
<td>Representative of the department for Social Affairs, responsible for the wellbeing of the elderly</td>
<td>In charge of the field related to the wellbeing of the elderly at the department for Social Affairs</td>
</tr>
<tr>
<td>Social Protection Institute of the Republic of Slovenia</td>
<td>National</td>
<td>Researcher</td>
<td>Expert Research Associate in the fields of social protection services and programmes, long term care, and methodological consulting</td>
</tr>
<tr>
<td>Ministry of Infrastructure</td>
<td>National</td>
<td>State employee</td>
<td>Sustainable Mobility</td>
</tr>
<tr>
<td>The Municipal project “Elderly for elderly” coordinator</td>
<td>Municipal</td>
<td>Project Lead</td>
<td>Head of the project “Elderly for the elderly”</td>
</tr>
</tbody>
</table>
Appendix 3: Interview questions in Slovenian

WPT1: INTERVJU O ZAGOTAVLJANJA STORITEV SPLOŠNEGA POMENA

Sogovorniku se najprej predstavitev, dasta brošuro in predstavita projekt (namen, cilji, na kratko WPT1, za katerega se izvajajo intervjuji). Predstavi se opredelitev storitev splošnega pomena (kot zapisano v brošuri):

Storitve splošnega pomena (SSP) so storitve, ki jih javni organi države članice prepoznajo kot pomembne za prebivalce in se zanje uporabljajo posebne obveznosti javne službe. Glede na to, kdo in kako jih zagotavlja, se delijo na gospodarske storitve splošnega pomena (GSSP) in negospodarske storitve splošnega pomena (NSSP). Gospodarske storitve splošnega pomena vključujejo gospodarske dejavnosti, ki so povezane z obveznostmi javnih služb, saj sam trg ne bi zagotavljal dovolj teh nujnih storitev oziroma bi jih zagotavljali pod drugačnimi pogoji (kakovost, varnost, cenovna dostopnost). Poleg osnovne delitve poznamo še socialne storitve splošnega pomena (SSSP; sheme socialnega varstva in storitve, neposredno povezane s posameznikom, storitve usposabljanja in zaposlovanja, socialna stanovanja ali dolgoročna oskrba).

Vprašanja se postavljajo v tem vrstnem redu, razen če pogovor ne steče drugače. V ( ) so zapisane zadeve, ki naj služijo kot pomoč, namig, v primeru, da so potrebne.

1. Ogrevalno vprašanje za začetek: Kako bi ocenili kakovost zagotavljanja storitev splošnega pomena v Sloveniji na splošno?
Kaj pa posebej v gorskih in podeželskih območjih? Je tam kaj drugače? (podvprašanje v pomoč: Imajo ta območja posebne zahteve za zagotavljanje SSP? So te zahteve omenjene v politikah...)

2.a Kateri dejavniki najbolj vplivajo na zagotavljanje storitev splošnega pomena? (namen: ugotoviti, ali so politike med njimi...). Ali so te zahteve omenjene v strategijah?
b. Kako velik je po vašem vpliv EU na zagotavljanje SSP, še posebej pa na vsebino relevantnih političnih ter zakonodajnih dokumentov?

3. Ali so se pristopi zagotavljanja SSP v zadnjih desetih letih kaj spremenili? Kaj se je spremenilo (več ponudbe, drugačni modeli zagotavljanja – več zasebne ponudbe, sprejetje novih politik, privatizacija ponudnikov storitev, izražena potreba po integraciji,...)?

4. Katere dokumente bi vi izpostavili kot najpomembnejše za usmerjanje oskrbe s storitvami v vaši državi? (Če so iz konkretnega sektorja, se lahko seveda osredotočijo le na ta sektor.) Ali ti dokumenti obravnavajo posebej tudi gorska in podeželska območja ali dajejo le splošne usmeritve?

5. Kateri so tisti modeli/koncepti zagotavljanja SSP (zagotavljanje storitev s strani javnih organov/ koncesije/ javno-zasebno partnerstvo/ zadruge/ drugo), ki jih običajno podpirajo/predvidevajo strategije? (Se vsi izvajajo v isti meri, obsegu?)
6. Glede na vaše poznanje, ali kateri od navedenih dokumentov predvideva integracijo/povezovanje/usklajevanje različnih politik, akterjev, orodij ali finančnih virov? Če da, na kakšen način?

7. Ali se ti ukrepi integracije/povezovanja/usklajevanja uresničujejo tudi v realnosti? 
   ali Če se, kakšni so rezultati?
   ali Zakaj menite, da do integracije/povezovanja/usklajevanja ne prihaja? (konflikti med sektorji, pomanjkanje usposobljenosti, premalo ljudi...)

8. Kateri so po vašem mnenju glavni deležniki, ki so že ali pa bi še morali biti vključeni v pripravo/izvajanje strategij ali dokumentov, ki se navezujejo na izvajanje SSP, SSP v vašem konkretnem sektorju? (So z dokumenti seznanjeni? Svojo vlogo opravljajo dobro? Prosimo, pojasnite.)

9. So za izvajanje strategij, ki jih poznate, na voljo posebna finančna sredstva? (Strategija vsebuje tudi finančno konstrukcijo izvedbe? Če so, katera? Strategija predvideva subvencioniranje zagotavljanja SSP (v vašem sektorju)?

10. Kakšne spremembe so po vašem potrebne na področju zagotavljanja SSP v prihodnje? (Npr. sprejetje novih politik, prenova obstoječih strategij, subvencioniranje ponudnikov, povezovanje med sektorji...)
   ali menite, da je Slovenija/vaša regija/občina dovolj napredna pri vpeljevanju novih, inovativnih načinov za zagotavljanje storitev? (Kot so povezovanje in vključevanje sektorjev, administrativnih ravni, finančnih virov itd.)
   ali Poznate kakšne primere dobrih ali novih in inovativnih konceptov in strategij za zagotavljanje SSP, ki bi lahko služili za oblikovanje novih ukrepov, strategij?)