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**IMPLEMENTATION, MONITORING AND EVALUATION
OF THE SLOVENIAN NAP/inclusion 2004 – 2006**

Third report

15th of October 2004

Summary

In the NAP/inclusion we can find just one short paragraph on implementation and monitoring: “For the requirements of effective monitoring of implementation of the NAP/inclusion, a special working group will be created (representatives of the Government, local communities, social partners and NGOs). On the basis of reports received and bilateral meetings with those responsible for tasks, the group will verify implementation of planned actions and achievement of objectives, and in respect of its findings it will produce annual report and submit these to the ESS and the Government.”

Speaking with all involved ministries or other bodies responsible for the implementation, we found out that in most cases there are no specific plans regarding implementation, monitoring and evaluation. In two cases people involved in the NAP did not know that the NAP was already submitted to the EC and did not have a copy of it. Because the majority of them don't think that the process should be regulated and controlled, we can expect major difficulties concerning all three dimensions of the process.

The problems are as follows: 26 objectives in the NAP (out of 76) do not have any measure for implementation. This means that roughly 1/3 of objectives are without any ideas on how to realize them. The Ministry for Labour, Family and Social Affairs is responsible for the implementation of 27 objectives and 42 measures; the Ministry of the Environment, Spatial Planning and Energy for 4 objectives and 5 measures; the Ministry of Health for 4 objectives and 18 measures; the Ministry of Education, Science and Sport for 22 objectives and 28 measures; the Ministry of justice for 4 objectives and 9 measures; the Ministry of Information Society for 4 objectives and 7 measures; and there is no responsibility assigned for at least 3 objectives and 1 measure. The majority of work will be on the MLFSA and MESS.

The chapter on vulnerable groups is weak regarding objectives and especially corresponding measures. Not just that the objectives have no measures defined, they also lack the responsible institution that will be in charge of the implementation. Some of the objectives in that group direct us to other chapters where measures should be defined, but a look at these chapters shows that they do not correspond at all.

Some other difficulties:

- There are no persons inside the ministries appointed as responsible for the process of implementation
- In the majority of cases money for the implementation was not allocated, and the implementation depends on future available resources
- Quite some objectives are very abstract and so broad that they allow substantially different interpretations. They can be interpreted in the way that they encourage new exclusions and (re) production of the prejudices and discrimination.
- The Ministry of Culture has no measures defined to reach defined objectives. Again the majority of work on discrimination is on them. If we take into account that discrimination constitutes at least half of the problem of exclusion, the lack of anti-discrimination policy is a serious obstacle for the policy of inclusion.

Some suggestions concerning implementation, monitoring and evaluation

- Each ministry (or other body) that is responsible for the implementation should first appoint a person that will manage the process.
- They should structure their work in the way that will enable implementation: clear and carefully defined problem, clear objectives and a corresponding measure, exact plan of implementation – who will do what, when and how.
- Implementation chart should be produced that allows proper monitoring and clear responsibility (inside each ministry).
- The implementation teams should be created on the ministerial level and on the level of the government, so as to enable exchange and cooperation.
- The funds available for implementation should be known, although some of the measures could be implemented without additional resources – the financial plan has to be set carefully, spending should be targeted and effects should be monitored.
- Monitoring is only possible if the process is planned, and if tasks and responsibilities are clear. The planning of the process helps with easier implementation and monitoring.
- There is a monitoring group planned in the NAP, but only on the governmental level. Monitoring should be the responsibility of each ministry as well.
- There are no plans for evaluation, neither on the governmental nor on the ministerial level. Evaluation is the most important part of the process and should be planned very carefully from the very beginning of the process.
- It is important to perform goal-oriented evaluation and to evaluate efficiency (money spent and resources used) and effectiveness (actual inclusion, empowerment, participation, equal opportunities etc.)
- External experts who are independent and not involved into the implementation can do the evaluation.
- There is also a need for a focused applicative research that will offer grounds for planning – understanding the problem, defining it, locating the need for the intervention, suggesting what kind of information should be given etc.

Introduction

The third report is concerned with the process of implementation, monitoring and evaluation of the NAP/inclusion. To complete this report we organised some discussions, had interviews with different organisations and also contacted different governmental officials and collected their views. During the work we realised that there is a very weak understanding of and knowledge about the NAP itself and the process of inclusion in general. There is also no real commitment to the process as a whole.

Slovenia is now in the post-election period. Right wing political parties won the elections which also means that some major changes are expected inside the state administration.

The major source of information were non-governmental organisations.

Implementation plans

In the NAP/inclusion we can find just one short paragraph on implementation and monitoring: “For the requirements of effective monitoring of implementation of the NAP/inclusion, a special working group will be created (representatives of the Government, local communities, social partners and NGOs). On the basis of reports received and bilateral meetings with those responsible for tasks, the group will verify implementation of planned actions and achievement of objectives, and in respect of its findings it will produce annual report and submit these to the ESS and the Government.”¹

There are no plans for the implementation and also no plans for the evaluation. Moreover, the latter is not mentioned in the NAP at all. To get more information, we have sent questions or talked on the phone with the following state institutions:

1. **Ministry of Labour, Family and Social Affairs:** Although it is not decided yet, the MLFSA will probably be the coordinator for the implementation of the NAP. At this stage they have no plans how to do it. They say that the implementation depends on the views of the possible new head of the ministry, on the amount of money that will be allocated for the purpose of the implementation and on the involvement or commitment of different sectors. The position of the current coordinator of the working group for the NAP in the future is not yet decided.
2. **Ministry of Culture:** the main document of the ministry is the National Program for Culture and part of it is concerned with vulnerable groups. This part is included in the NAP/inclusion. There is no strategy for implementation although some indicators have just been developed. There is also no precise and written plan for evaluation, or at least the people we spoke with could not provide us with one.

¹As the comment from the Slovene government to this report we received following notice: “NAP/inclusion monitoring group is now established (representatives of social partners, NGO and civil servants). Monitoring should be done through the special questionnaires which will be sent to all responsible government bodies (questions will relate to the concrete measures and objectives covered in NAP). Group will prepare report on implementation and inform ministries, government and economic and social partners as well as public through the internet, etc.”

3. **Regional Development Agency:** No one from this agency cooperated in the process of NAP writing. They directed us to another agency, i.e. the Governmental Office for Structural Policy and regional Development. There is a person there who was a member of the working group for the NAP at the MOLFSA, but there are no concrete plans for the implementation. They have not yet set any concrete goals or tasks either.
4. **Ministry of the Environment, Spatial Planning and Energy:** The person that was named as a representative of the ministry did not even know that the NAP was already written and submitted to the European Commission. She did not have a copy and she also didn't remember what was her part in the process. They do not have any plans for the implementation and evaluation of the NAP.
5. **Ministry for Education, Science and Sport:** The Ministry appointed the Educational Development Unit to cooperate in the working group for the NAP. They are now planning to set up a special working group that will make a plan of implementation and will also monitor the process.
6. **Ministry of Health:** There is no one at the ministry responsible for the implementation of the NAP. The employee that cooperated in the process left and they have not appointed another person yet. But goals set in the NAP are just part of the health reform that is quite extensive and includes some fundamental changes in the health care system. It was not possible to obtain a concrete plan of implementation, monitoring of the process and evaluation.
7. **Ministry of Information Society:** They contributed to the NAP in the part relating to e-inclusion and e-literacy. The goals are very concrete and can easily be measured and monitored. They already implemented part of them – they are extending a network of publicly accessible computers with access to the Internet. Their ministry is only responsible for the implementation of the program on e-points (public access to the Internet), while other programs, e.g. e-literacy, are the responsibility of other ministries. The Ministry for Labour, Family and Social Affairs is responsible for the training and IT literacy of unemployed persons. The role of the Ministry of Information Society is to cooperate with them and to monitor the process of implementation.
8. **Ministry of Justice:** It was not possible to reach the person responsible for cooperation in the working group for the NAP.

As we can see, in most cases there are no specific plans regarding implementation, monitoring and evaluation. For most of the ministries, their role ended with the submission of the NAP to the EC. They don't think that the process should be regulated and controlled. We can substantiate this claim with the following example. In one of the ministries they set the goal of "raising awareness about affiliation to society and moving beyond differences". Different interpretations of the goal could be made, ranging from conservative to liberal. Diversity, for example, should be appreciated and "moving beyond differences" can mean greater unification. There is also a question why should we affiliate to society, what does it mean etc. The only answer to the question what they will do to reach the goal and how they

will know that the goal has been reached, was that they will organise one workshop for the representatives of the municipalities and they will certainly know if they did it or not. The process of implementation and evaluation will therefore be very simple. Such understanding leads us to the conclusion that we can expect major difficulties concerning all three dimensions of the process: implementation, monitoring and evaluation.

Expected difficulties

Given the information we received from different ministries, we can expect quite a lot of difficulties in the phases of implementation, monitoring and evaluation. We already wrote in the second report that the second and the third chapter of the NAP are inconsistent. Measures do not correspond to the objectives. Because we can't say anything more about the government's plans, we will try to locate possible difficulties in the future. In order to do so we will try to tie measures to objectives and locate gaps, differences and possible problems.

MINISTRY OF LABOUR, FAMILY AND SOCIAL AFFAIRS

Active employment policy – priority objectives (pg. 9):

1. Raising the educational level and training of the active population,
 - a. Measure² (pg. 21): project learning for younger adults
 - b. Programme of education and acquisition of national vocational qualifications – certificates – for unemployed persons – “Program 10 000”
2. Reducing structural variances, which would be reflected in a reduction in the proportion of long-term unemployed to around 40% and the proportion of unemployed persons without vocational education to around 25%,
 - a. Measure (pg. 21): promoting new employment for long-term unemployed persons who are receiving cash social assistance – lump sum subsidy
 - b. Exemption from payment of employer contribution an unemployed person over 55 years old
 - c. Promoting the transfer of personal supplementary work into regular forms of employment
 - d. Reimbursement for the part of the costs of sheltered workshop
 - e. Exemption from paying tax on wages and reimbursement of employer contributions on the employment of an unemployed person with 4-year university level education
3. Ensuring inclusion in employment programmes for all young unemployed persons who in 6 months from the onset of unemployment have not found the jobs, and for all others who have not found jobs within 12 months,
4. Improving the employment prospects of disabled persons and reducing the unemployment rate of disabled persons,
 - a. Measure (pg. 21): employment rehabilitation for persons with disability
 - b. Work inclusion programmes for persons with disability
 - c. Programmes under the EQUAL CIP (also for other groups)

² We connected measures to those goals that we thought are the most suitable. In the NAP, measures are not connected to the priority objectives set in the second chapter. It is possible that we did a mistake, but the same could also be done by anyone who will be responsible for the implementation.

5. Reducing regional variances in the labour market,
 - a. Measure (pg. 22): local employment programmes – public works
6. Employment growth which will on average in the period up to 2006 exceed 1% annually, alongside accelerated economic growth, which will enable a reduction in the employment rate to around 5% according to international methodology, or a registered unemployment rate around 8% by the end of 2006,
7. Further development of social partnership in the area of tackling the problem of unemployment and increasing employment.

System of social protection – priority objectives (pg. 10):

1. Less tax burdens on the weakest income groups, higher tax relief for children (by implementing the revised personal income tax act, adopted in 2004),
 - a. Measure (pg. 23): Personal Income Tax Act was adopted
2. Reducing dependence on social transfers,
 - a. Subsidies for employment and relief on the payment of contributions for certain groups of unemployed people (inclusion in active employment policy programmes)
3. Preventing abuse in obtaining social benefits,
 - a. Mutual link of information system on various benefits
4. Through changes to the payment of premiums, ease access to health services for people with the lowest incomes (study the possibility of exemption from payment of supplementary health insurance),
5. Adopt decisions on the future system of long-term care.
 - a. Proposal is being drafted – such insurance should include all citizens of Slovenia. It will also link up of social and medical care. Insurance will be compulsory for all.

Access to social protection – priority objectives (pg. 13)

1. Achieving better coordination of occupational and family life
 - a. Measures (pg. 26,27): according to the Parental Protection and Family Benefit Act from 2002 the mother has the right to maternity leave (only in exceptions, and legally defined cases, can this right be exercised by the father). Both mother and father have the right to leave to care for a child, and must agree between themselves on how this is taken. Father has the right to 90 calendar days of paternity leave (will be introduced up to 2005). The law also introduces a new right to part-time work owing to parenthood (for one parent). For exercising this right in 2004 298m SIT is available and similar amount is planned for 2005.
2. Improving the position of children
 - a. In 2004 a Child observation post will be set up as a special unit within the national Social Protection Institute
 - b. National programme for improvement of the position of children will be drafted
3. Expanding the network and capacities of the public service of social protection services, promotion of the service of help in the home, introducing short-term and day care and expanding the crisis centres for children, adolescents and victims of abuse
 - a. Institutional protection for the elderly: by awarding concessions and construction of homes, the provision of about 1000 new places is planned
 - b. Help in the home services: local communities in cooperation with the MLFSA should ensure inclusion of 2000 new users of services

- c. Transforming the Social services through their founding and incorporation into regional centres with preliminary trials of more efficient organisation on the basis of two pilot projects of regional Social services.
- 4. Expanding the network and adopting supplementary programmes aimed at the specific needs of users, especially programmes aimed at the social rehabilitation of addicts (therapeutic communities and communes) and the opening of reintegration programmes for addicts; opening at list 2 safe houses (priority given to the safe house on the coast) and other programmes of help for victims of abuse (especially in regions where there are still no shelters), expanding programmes for reducing social exclusion of old people and programmes for reducing the social exclusion of children and adolescents with developmental difficulties.
 - a. For cofinancing family support programmes (preventive programmes against domestic violence, for at-risk groups of children and adolescents, for the support of various forms of family) it will be allocated each year about 20m SIT more than in 2003.
 - b. The services of protection and work centres for adults with physical and mental impairment – each year around 150 new inclusions, and expansions of the network of residential communities through tenders and expansion of public institutions
 - c. Expansion of the programmes of social rehabilitation for addicts, programmes for victims of abuse, persons with mental health problems, the elderly and for children with developmental difficulties, primarily through the ensuring of a greater extent of financing for NGO's
- 5. Preparation of a project “Insurance for long term care”, which will integrate social and health services for elderly and adults with special needs; with prior research into the possibilities for this, taking into account the prospects for introducing individualised financing of social protection services.
 - a. Cooperation with the Ministry of Health
- 6. Introducing new services (care homes, day centres, care in another family, distance help, apartments with care provided, care for the non-material needs of the elderly – preparation for old age, programmes for independent old people, intergenerational centres, prevention of violence against old people)
- 7. Ensuring more appropriate possibilities for the independent life of disabled persons, with personal assistance and other rights better coordinated with each other.
 - a. Equal Opportunities for Disabled Persons Act will be drafted. On the bases of an individual plan for individual disabled person, their rights will be defined for the services of a personal assistant, a rehabilitation counsellor (new occupational standard), adapted transport, advocacy and so forth.

Preventing exclusion from work – objective (pg. 18):

- 1. Reduce the risk of firing and discrimination at the work place
 - a. Before firing employer must verify whether the worker can be employed under different conditions, perhaps be additionally trained for the existing job or re-qualified for another job.
 - b. Older workers and workers with disabilities enjoy special protection against dismissal.
 - c. Employment act contains an important provision prohibiting discrimination at the work place

Employment of disabled persons – objective (pg. 19):

1. Implementing the provisions of the Employment Rehabilitation and Employment of Disabled Persons Act in practice. To implement it a special Strategy for training and employment of disabled persons for the period 2003-2006 is drawn up:
 - a. Employment rehabilitation
 - b. Protected employment at protected jobs for disabled persons
 - c. Supportive employment
 - d. System of quotas
 - e. The Fund for Promoting Employment of Disabled Persons

Employment of Roma – objective (pg. 19):

1. Raising the employment prospects of the Roma and reducing the number of unemployed Roma.
 - a. Inclusion of young unemployed Roma in primary and vocational schools
 - b. Inclusion of adult Roma in programmes of subsidised jobs
 - c. Creation of public works to reduce the school drop-out rate
 - d. Employment of Roma advisers at the employment agencies.

Employment of other vulnerable groups – objective (pg. 19):

1. There is a need to promote social inclusion of unemployed persons from vulnerable groups and to improve the possibilities for their employment through economic activities in a protected or adapted working environment.
 - a. Help on the path to inclusion (information, counselling, guidance, training and education)
 - b. Help for employment (local employment programmes for employing unemployed persons who are encountering problems entering the labour market) (funds for both measures amount to 2.7bn SIT for 2004-2006)
 - c. Subsidising employment for long-term unemployed (funds for 2004: 163m SIT)

Help with social inclusion – objectives (pg. 20):

1. Promote (and finance) integrated programmes of social reintegration for individuals from vulnerable groups, which would raise and maintain the motivation of these persons, teach them ways of participating in society and help them to raise their self-confidence.
 - a. Employment of 9 workers at Social services in the areas where Roma live: they will be in charge of programmes for socialising Roma and for an acceptable level of integration for them into the local community. Those social services that deal with largest number of Roma have been ensured the additional full-time employment of a professional worker. (other objectives are covered in chapter 3.2.4, but there are just measures on social protection, mostly on family and children)
2. Promote motivation for education as activation.
3. Also encourage self-organisation of individual vulnerable groups and advocacy.
4. Support initiatives, which the users themselves initiate.

MINISTRY OF THE ENVIRONMENT, SPATIAL PLANNING AND ENERGY

Housing – priority objectives (pg. 10,11)

1. Promote the provision of non-profit rental apartments (construction of 4,500 non-profit apartments in the period 2004-2006),
 - a. National Housing Programme was adopted for the period 2000 – 2009, but it depends on the actual budget capacities and on a simplification of procedures for obtaining the necessary permits for construction and renovation of housing, which will promote non-profit construction.
2. Implement rents policy, in line with valid new housing act, in order to encourage investment in construction of new housing,
 - a. By the end of 2006 a new standardised method of determining non-profit rents will be introduced and this should promote investment in the construction of new apartments,
 - b. Category of temporary or emergency accommodation was introduced as a temporary solution for acute housing problems.
3. Establishing more flexible verification of the capacity for paying rent relative to the specific circumstances of each tenant, and introducing an effective system of rent subsidy (rent supplement), which will enable the subsidising of rents up to 80% of the total rent (currently up to 50%) as provided by the new housing act.
 - a. The new system of subsidies will be implemented on 1 January 2005, but the estimate is that municipal budgets will need to provide 1,6bn SIT in 2005 and 1.9bn SIT in 2006.

Help with housing needs of Roma – objective (pg. 20):

1. To tackle the problem of Roma settlements – help from municipalities and the state for purchase of land (where this is needed) and legalisation of existing buildings, plus the provision of appropriate infrastructure.
 - a. Measures envisaged in the area have already been covered in chapter 3.2.2. (there are just measures for subsidised rents and temporary and emergency accommodation)

MINISTRY OF HEALTH

Access to health care – priority objectives (pg. 11,12)

1. Reducing the differences in the health care and state of health of the population,
 - b. Measures (pg. 24,25): new legislation will provide that all citizens of the Republic of Slovenia are insured.
 - c. By no longer tying the status of insured person to individual groups of citizens, this will remove the reasons for certain groups not having compulsory health insurance
 - d. Provision will also be made for the insurance of persons who were erased in 1992 from the register of inhabitants and as such cannot be insured under the compulsory provision
 - e. Good and equal access to primary health care will be ensured through the balanced deployment of physicians throughout the country (priority areas are those where there is a lack of doctors)
 - f. Family practitioners will be provided through the exercising of socio-economic and demographic criteria
 - g. A further 20 general clinic teams were provided in 2004, with the aim of equalising cover, and this translates into 100m SIT on an annual basis.

- h. Implementation of organised preventative programmes for detecting early forms of cancer and cardiovascular diseases for all inhabitants in certain age group
 - i. To reduce the social and economic burden of illness and the differences in health, it will be necessary to strengthen institutions in the area of public health
 - j. The Mura – health and development project is a pilot project implemented in Pomurje region. The purpose is to develop and test mechanisms and procedures that would be used systematically for achieving synergy between developmental decisions on all levels and improving the population’s health. Allocated money for 2004/05 is 50m SIT.
2. Ensuring a basic package of health rights without additional private funds (without surcharges or else maintaining supplementary health insurance, whereby insured person on low incomes will be exempt from surcharges, while other categories of insured persons will pay premiums depending on income),
 - b. Changes are being drafted to legislation of health insurance
 - c. In allocating funds priority will be given to waiting lists for diseases where waiting for operations or other forms of treatment may significantly exacerbate the prognosis
 3. Shorter waiting lists for complex forms of treatment (where waiting for an operation or other forms of treatment can significantly exacerbate the prognosis; in 4 years the waiting lists will be reduced for all other operations and other forms of treatment, which will be set out on a list of rights deriving from compulsory insurance and for which indications exist, to less than 18 months).
 - a. Measures includes additional investments (based on higher GDP by 2008)
 - b. Relocation of funds to those areas and for those health services where demand or waiting list are biggest
 - c. Where waiting lists endanger life (cancer cardiovascular diseases) a measure will be introduced for determining the longest permissible waiting period.
 - d. In other areas the possibility of reducing waiting lists may be sought primarily in a rationalisation of programme implementation and in better organisation of the health services
 4. Increasing the extent of treatment and care at home
 - a. The scope of treatment and care provided at home will in future be significantly increased (occasional check ups of chronic and older patients, check ups after surgery, and also complicated treatments, such as dialysis or intravenous treatments)
 - b. A law is being drafted that will respond to the question of how to ensure the funds for this activity
 - c. Pilot programme for developing palliative care is devised (8m SIT in the first year of operation)

MINISTRY OF EDUCATION, SCIENCE AND SPORT

Access to education – priority objectives (pg. 13,14):

1. To offer the greatest possible variety of preschool programmes in kindergartens, which will raise the proportion of children attending kindergarten in the 3 to 6 age group,
 - a. Formation of a network of public kindergartens (influence for better access and easier coordination of working and family life)

2. For half day and shorter programmes, achieve an appropriately reduced price of the programme
 - a. From January 2004 new Rules for formulating prices of programmes in kindergartens have been applied, where the method for calculating the price of programmes has been standardised
 - b. Permanent monitoring of the criteria determining payments by parents
3. Maintaining quality and international comparability, and attaining standards of knowledge that will offer to all pupils equal opportunities for further education
 - a. Developing a network of primary and secondary schools (contributing to better accessibility and easier coordination of occupational and family life)
 - b. Introducing the project of quality of education, where the emphasis is also on reducing the drop-out rate and so forth
 - c. Continuing the support of socially weaker pupils: text books funds, subsidising meals and individual activities within the expanded programme
4. Ensuring possibilities for successful completion (by 2010 reducing the currently estimated drop-out rate from 13% to below 5%) and continuing of education at the appropriate level (for all pupils)
 - a. Through an appropriate competition policy for enrolment places in schools, ensuring the enrolment of the majority of young persons in their desired education programme at their chosen school
5. Developing a free optional tenth year of primary education, which will facilitate an improvement and supplementation of knowledge lacking from primary school
 - a. A programme document has been drafted, and is awaiting perusal at the Professional Council for General Education
6. Ensuring the conditions for successful inclusion of pupils with special needs
 - a. High-quality implementation of the Placement of Children with Special Needs Act
7. Reduce drop-out rate in vocational educational
 - a. Changing education programmes in such a way that they are adapted to the target population
 - b. Development of possibilities for learning in non-educational organisations
 - c. Continued development of alternative programmes such as project learning for young people or production school
 - d. Developing the possibility of gaining national vocational qualification under certificate system (standardised procedure which is mutually comparable in the EU)
8. Ensure adequate literacy (IT and so forth) and make IT accessible also to socially at-risk and vulnerable groups
 - a. Support for the general education centres for independent study: 6 centres will be established in the period 2004-2006
9. Provide an appropriate grants and student loans policy
10. Facilitating for special needs pupils inclusion in the widest possible range of vocational programmes

Lifelong learning – long-term objectives (pg. 14)

1. Improve the general educational level of adults
 - a. Measured (pg. 28): educating educators
 - b. Modernising and developing programmes of education and training
 - c. Developing and expanding the network of ITC supported local/regional advisory centres and vocational counselling centres

- d. Expanding the system of ensuring quality
 - e. Reducing the educational shortfall among adults and education and training for drop-outs
 - f. Funds for the period 2004-2006 amount to 7.bn SIT
2. Raise the educational level, where at least 12 years of successfully completed school education would be the basic standard
 3. Increase the possibilities for studying and inclusion in education.
 4. Increase employment capacities
 5. Achieve at least a 15% level of lifelong learning for adults by 2010

Access to leisure activities – priority objectives (pg. 16):

1. Implementing 215 programmes in which almost 23,000 participants will be included
 - a. In 2004 almost 272m SIT were allocated for the activities of very different groups
 - b. European Youth programme is important source for financing youth voluntary work – more than 1m EURO are available
 - c. In 2004 it is the European year of learning through sport and funds for these activities are 31m SIT to cofinance the professional staff
2. Attracting even more cooperation from the heads of schools and kindergartens
3. Expanding the programme
 - a. New programmes to offer expert help in formulating programmes is planned

Including Roma in education – objectives (pg. 20):

1. Ensuring the conditions for attaining standards of knowledge that are needed for further education
 - a. Early inclusion in the education system: inclusion of Roma children in preschool education in kindergartens
 - b. Roma assistant: will help children to overcome emotional and linguistic barrier
2. Exercising the right to maintain respect for the Roma language and culture
 - a. Introduction of the Roma language (optional subject) in primary schools, development of methods of teaching Slovenian to Roma pupils, inclusion of Roma culture, history and identity in the implementation of curriculum
3. Inclusion of the majority society whereby education in the curriculum ensure the principles and values of equality in connection with social justice
4. Promoting education for adult Roma
 - a. Development of advice centres or networks in environments where Roma live, and to the institutions of a Roma coordinator (to ensure funds for the possibility of free participation in programmes and free study help)

MINISTRY OF JUSTICE

Access to juridical protection – priority objectives (pg. 14):

1. Broader familiarisation of potential applicants with free legal aid (conditions, types and methods of obtaining it):
 - a. Measures (pg. 29): organisation of seminars and consultations
 - b. Preparing of the supplemented brochure on the free legal aid
2. Ensuring funds for obtaining free legal aid and monitoring the provision of it:
 - a. 125m SIT for 2004 and 129m SIT for 2005 will be allocated

1. Harmonise real jurisdiction and court procedure for labour and social disputes with the new legislation in the area of employment, social security and civil proceedings,
4. Ensure more rapid and more effective judicial protection in social and labour disputes by changing the existing and introduction of new procedural institutions, which will prevent the risk of social exclusion owing to sometimes, lengthy court procedure³:
 - a. Greater exercise of the investigative principle in gathering evidence, and thereby emphasis on a more active role of the judge in the procedure
 - b. Emphases on the principle of the main hearing, meaning that all essential procedural material must be gathered prior to the start of the main hearing
 - c. Requirement for greater procedural discipline from parties in the procedure
 - d. Introduction of the institution of sample procedures
 - e. Introduction of full appeal hearings
 - f. Special acceleration of procedures in disputes over the existence or termination of employment relations

MINISTRY OF CULTURE

Access to culture – priority objectives (pg. 14)⁴:

1. Ensuring the conditions for special treatment of the cultural rights of ethnic minorities and disabled persons as challenged groups, and children as a vulnerable group
2. Promoting the development of minority cultures and better provision of information
3. Promoting cooperation between the Ministry of Culture and local communities
4. Supplementing the regional network of cultural links
5. Raising awareness of affiliation to society and moving beyond differences
6. Improving access to cultural benefits and conditions for creativeness irrespective of the location

REGIONAL DEVELOPMENT AGENCY

Reducing regional differences – no objectives at all

MINISTRY OF INFORMATION SOCIETY⁵

Promoting e-inclusion – priority objectives (18)

1. Development of information infrastructure
 - a. Local, regional and national networks need to be developed – work places, homes, schools and other IT centres need to be connected together
 - b. E-schools are being set up in all regions
2. To ensure education and training for the usage of IT services
 - a. Establishment of educational places in the area of computer skills, for which various educational courses will be organised (also for specific target groups)

³ Because we are not familiar with the field, we cannot connect measures with objectives properly. It is possible that some of the measures listed under the point 4, actually fit into the point 3.

⁴ There are no concrete measures set to reach the objectives.

⁵ Ministry offers professional advice and monitoring to different ministries and agencies. This is the task defined in the Single Programming document.

- b. Development of user-friendly applications, with an emphasis on specific target groups of users
- 3. To improve IT literacy of the unemployment persons
 - a. There is a need to develop public Internet access points. New profession of the IT mediators will be introduced that will offer advice at the access points
 - b. Preparation and performing the project PHARE-ESC-2003 (improving literacy of unemployed persons)

THE RESPONSIBILITY IS NOT CLEARLY DEFINED OR IS NOT KNOWN AT ALL

Preventing discrimination – priority objectives (pg. 18):

1. Establish a Slovenian Government Council for Fulfilling the Principle of Equal Treatment
 - a. Offering assistance to suspected victims of discrimination
 - b. Dealing with cases of suspected discrimination
 - c. Protecting victims of discrimination from further victimisation
 - d. Referring cases to the competent inspectors, if a suspected violator does not eliminate the consequences of unequal treatment
 - e. Sanctioning violators in compliance with the relevant laws
2. Employment of an advocate of the equality principle for dealing with suspected violations of the prohibition on discrimination at the Office for Equal Opportunities
3. Define the framework for the fight against discrimination owing to personal circumstances in employment and work
4. Implement an awareness-raising campaign as part of the EU anti-discrimination campaign “F or diversity – Against discrimination”
5. Establishing a network among all those that work in the area of preventing discrimination.

Preventing other risks of exclusion – objective (pg. 19):

1. Access to the public telephone network, provision of transport to schools and ensuring the essentially needed level of electricity supply
 - a. Article 11. in the Electronic Communications Act provides the possibility that for users with low incomes or special needs it envisages a different pricing of package (Ministry for Information Society is responsible to implement that policy)
 - b. Pupils who live more than 4km from schools and pupils of the first grade are ensured the right to free transport to school – if pupils cannot be provided with transport, they have the right to free care in the place of education in homes for pupils or foster families, and right to free transport home on days without classes (schools are responsible for the measure – they have to agree with parents and local communities on the means of transport)
 - c. System operator cannot stop the supply of energy below an amount that is in respect of the circumstances essential to prevent a threat to the life and health of the consumer and the persons living with them

Some statistic

The problems are as follows: 26 objectives in the NAP (out of 76) do not have any measure for implementation. This means that roughly 1/3 of objectives are without any ideas on how to realize them. The Ministry for Labour, Family and Social Affairs is responsible for the implementation of 27 objectives and 42 measures; the Ministry of the Environment, Spatial Planning and Energy for 4 objectives and 5 measures; the Ministry of Health for 4 objectives and 18 measures; the Ministry of Education, Science and Sport for 22 objectives and 28 measures; the Ministry of justice for 4 objectives and 9 measures; the Ministry of Information Society for 4 objectives and 7 measures; and there is no responsibility assigned for at least 3 objectives and 1 measure. The majority of work will be on the MLFSA and MESS.

The chapter on vulnerable groups is weak regarding objectives and especially corresponding measures. Not just that the objectives have no measures defined, they also lack the responsible institution that will be in charge of the implementation. Some of the objectives in that group direct us to other chapters where measures should be defined, but a look at these chapters shows that they do not correspond at all.

Some of the state agencies have no idea that they are responsible for the implementation of the part of the programme (Ministry for Information Society had no information on being responsible for performing the task under Article 11 of the Electronic Communications Act and the Office for Equal Opportunities thought that their role was just to give comments to the NAP)

Location of difficulties

- It is obvious that there will be difficulties with at least 26 objectives that lack corresponding measures
- Taking into account the fact that none of the ministries have any kind of plans for implementation, monitoring or evaluation we can seriously doubt the commitment to the social inclusion
- Persons inside the ministries responsible for the process of implementation have not yet been appointed.
- In the majority of cases money for the implementation has not been allocated, and the implementation depends on future available resources.
- The plans concerning the most vulnerable groups are the weakest – some objectives lack measures as well as the responsible agency. Consequently, the most vulnerable will have the least support
- Quite some objectives are very abstract and so broad that they allow very different interpretation. They can be defined in the way that they encourage new exclusions and (re)production of the prejudices and discrimination. Such objectives are:
 - o “Achieving better coordination of occupational and family life”, because measures are focusing mostly on women as mothers and the time they can spend with the child – fathers do not have the same opportunities.
 - o “Promote motivation for education”, because it reduces the lack of systemic opportunities to the lack of personal will.
 - o The housing programme lacks the understanding of the problem of homelessness or the importance of having a suitable dwelling, because it promotes mainly temporary and emergency accommodation (one room for the whole family,

which does not necessarily have the daylight). There are not enough mechanisms to guarantee the kind of housing that will ensure dignity and quality of life.

- There are no concrete measures to assure legalisation of Roma settlements.
 - The most important objective of the health programme is the transformation of the additional, voluntary insurance into the compulsory one, because the current system causes major injustices, but there are no concrete measures to achieve this.
 - There are no concrete measures towards the inclusion of all citizens in the health insurance, regardless of their status. At the moment, around 25,000 people are without health insurance. Concrete measures are needed to enable inclusion.
 - It is a question if the measures for reducing dropout are suitable or they need to be even more adapted to the problem. Because dropout is a serious problem, it should be considered very carefully.
 - What does it mean “being aware of the affiliation to society and moving beyond differences”? This is the objective set by the Ministry of Culture and can also mean introduction of the assimilation policy and exclusion of the different “other”.
 - It is the same with the programmes of socialising Roma for an acceptable level of integration into the local communities. This can be a racist concept when socialisation into one culture is more appreciated than socialisation into another.
- The Ministry of Culture has not formulated any measure to reach the defined objectives. Again the majority of work on discrimination is on them. If we take into account that discrimination constitutes at least half of the problem of exclusion, lack of an anti-discrimination policy is a serious obstacle for the policy of inclusion.

Final suggestions concerning implementation, monitoring and evaluation

- Each ministry (or other body) that is responsible for the implementation should first appoint a person that will manage the process.
- They should structure their work in the way that will enable implementation: clear and carefully defined problem, clear objectives and corresponding measure, exact plan of implementation – who will do what, when and how.
- Implementation chart should be produced that allows proper monitoring and clear responsibility (inside each ministry).
- The implementation teams should be created on the ministerial level and on the level of the government, so as to enable exchange and cooperation.
- The available fund should be known, although some of the measures could also be implemented without additional resources – the financial plan has to be set carefully, spending should be targeted and effects should be monitored.
- Monitoring is only possible if the process is planned, and if tasks and responsibilities are clear. The planning of the process helps with easier implementation and monitoring.
- There is a monitoring group planned in the NAP, but only on the governmental level. Monitoring should be the responsibility of each ministry as well.
- There are no plans for evaluation, either on the governmental or on the ministerial level. Evaluation is the most important part of the process and should be planned very carefully from the very beginning of the process.

- It is important to perform goal-oriented evaluation and to evaluate efficiency (money spend and resources used) and effectiveness (actual inclusion, empowerment, participation, equal opportunities etc.)
- External experts who are independent and not involved in the implementation can do the evaluation.
- There is also a need for the focused applicative research that will offer grounds for planning – understanding the problem, defining it, locating the need for the intervention, suggesting what kind of information should be provided etc.