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European Network of Public Employment Services

PES Capacity Questionnaire
Country Factsheet

Slovenia
Employment Service of Slovenia (ESS)
2019



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Directorate-General for Employment, Social Affairs and Inclusion
Directorate B — Employment
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¹ DECISION No 573/2014/EU

About the Employment Service of Slovenia (ESS)

Name of PES	Employment Service of Slovenia (ESS)
PES Website address	www.ess.gov.si
PES contact person and email address	Sonja Pirher sonja.pirher@ess.gov.si

1. Background

1.1 Status of the national PES

The ESS (the Slovenian PES) delivers its services autonomously within a framework of various national laws and the annual Active Labour Market Policy (ALMP) plan adopted by the Government. The PES can make proposals concerning ALMPs, services and legislative proposals to the Ministry of Labour, but the final decisions are made by the Ministry. A special Annual Contract with the Ministry sets out the PES tasks for the year, the structure of the PES budget, the number of staff, etc. The Management of the PES is responsible for setting the development strategies, annual planning and the realisation of plans within the scope of the given legal basis and other documentation adopted by the Government/Ministry of Labour.

The main objectives of PES are:

- Increasing employment and reducing unemployment;
- Providing the timely activation and job-insertion of the unemployed;
- Providing efficient job-mediation services;
- Improving ALMP efficiency;
- Promoting the PES as a central institution in the field of lifelong careers guidance.

1.2 Geographical organisation

The PES is organised on the following structure:

Level	Description
National	<i>Central Office</i> - responsible for ensuring uniform support and professional development for the execution of all activities and procedures (including back-office support)
Regional	<i>Regional Offices (12)</i> - responsible for (1) operational planning of the regional activities; (2) the organisation and allocation of available staff between local offices and careers centres to ensure optimal service delivery to all clients; (3) the monitoring of activities and trends in the employment situation ; (4) cooperation with employers and other stakeholders at regional and local levels, including the organisation of different events (e.g. employment and careers fairs, mini-job fairs) and partnerships (e.g. projects, employment events); and (5) communication with media, etc.
Local	<i>Local Offices (59)</i> - within the 12 Regional Offices they ensure that clients have direct personal access to the PES services and support

1.3 Relationships and cooperation with other organisations

The PES operates and cooperates with a range of organisations and with different types of relationships, of which the principal ones are as follows:

- The PES is managed and steered by the Director-General (DG) and an Administrative Council comprising 13 members including representative from government, trade unions, employers' organisations and the ESS Workers' Council.

- The PES has an expert consultative body chaired by the DG, consisting of human resource management specialists from private companies and experts, researchers from academia and internal experts.
- The cooperation with employment organisations at national and regional level is organised under the project-based approach (job-fairs, speed-dating events, conferences, Employers Day, etc.). Cooperation with national-wide companies is established through service agreements.
- The PES partners with labour market stakeholders to conduct projects at national and regional levels, including actors as municipalities, NGOs, schools, and public and research institutions.
- In the service delivery to clients, the PES works with other public and private service providers as well as social welfare centres at regional and local levels.
- The PES cooperates with counsellors in elementary and secondary schools and with careers centres in higher education institutions.

1.4 Key PES responsibilities








The key activities and tasks and the PES responsibilities within them are set out in the table below:

Activity/Task	PES Responsibility
Implementation of services of individualised assistance (e.g. intensive counselling and guidance, job-search assistance) and follow-up for unemployed people provided as part of a planned path towards durable (re-) employment (cf. services as in Eurostat LMP database Category 1.1.2)	Fully responsible
Implementation of ALMP measures (any measures within Eurostat LMP database Cats. 2-7) financed by national funds or ESF (the European Social Fund) co-funding	Fully responsible for unemployed jobseekers
Administration of the national unemployment benefit (UB) scheme (handling of UB claims, payments, financial planning and reporting, etc.)	Fully responsible
Administration of social types of allowances (e.g. child allowances for UB recipients), please specify each allowance separately:	Not responsible
Administration of benefits for people with disabilities or handicapped people, please specify which exact group(s) are covered:	Not responsible
Approval of layoffs by employers. Please specify if this concerns specific conditions or situations only: when disabled employees are made redundant.	Partly responsible – a special inter-institutional commission must approve redundancies involving employees with disabilities and the ESS is a member and prepares an expert opinion on each employer's request before the Commission's session
Licensing and supervising private employment agencies (PrES), please specify whether this covers PrES, temporary work	Not responsible

Activity/Task	PES Responsibility
agencies, or another type of service provision by private companies:	
Notification of apprenticeship places and placement of apprenticeship candidates	Partly responsible – the ESS is involved only in recruiting candidates among unemployed young adults (up to 26 years old).
Career advice and guidance for young people still in education	Partly responsible – the ESS cooperates with counsellors in elementary and secondary schools and with careers centres in higher education institutions
Acting as Managing Authority for the ESF	Not responsible
Managing training centre for jobseekers (that are an integral part of the PES	Not responsible
Issuing of work permits for third country nationals (e.g. dealing with applications, approving and issuing, keeping records, reporting, etc.)	Fully responsible
Other – please specify:	None

1.5 PES good practice

Examples of good practice in the Slovenian PES identified by the European Network of PES are listed below:

EN		Online Virtual Assistant	2018
EN		Promising PES Practice - EmployID	2018
EN		PES Practice: eCounselling tool	2018
EN		PES Practice: Offices for employers	2018
EN		PES Practice: Communicating the added value of PES as part of the PES Communication Strategy	2017
EN		PES Practice: Employment Challenge and Career Challenge initiatives	2017
EN		PES Practice: Employers 2020 Strategy	2016

Source: EC DG EMPL, PES Practices: <http://ec.europa.eu/social/main.jsp?catId=1206&langId=en>

2. Annual expenditure

Total PES expenditure fell by EUR 154.3 million or 37% between 2013 and 2018, reaching EUR 265.8 million by the end of the period. Within this total, expenditure on all types of benefit fell by EUR 117 million or by 40% and expenditure on ALMPs decreased by EUR 37.9 million or, again, by 40%. Other types of expenditure remain relatively stable as can be seen in Table 1.

The principal sources of funding for PES activities are the Government Budget and the ESF.

Table 1. Annual expenditure summary (EUR million)

Expenditure category	2013	2014	2015	2016	2017	2018
Total PES	420.1	361.3	291.2	294.5	292.0	265.8
All types of benefits	292.9	229.3	202.2	199.1	187.4	175.9
ALMPs	94.0	98.8	57.5	64.6	71.3	56.1
Staff costs	24.3	24.3	23.6	24.2	25.9	26.5
Staff training costs	0.1	0.2	0.1	0.1	0.1	0.2
Budget intended for other institutions	0	0	0	0	0	0
Other expenditure	8.7	8.7	7.8	6.5	7.2	7.1

Source: Annual PES Benchmarking Data Collection.

3. Human resources

The total number of PES staff increased by 36 or 4% over the 2016 to 2019 period, reaching 947 FTE (Full Time Equivalent) at the end of April 2019. This was due to an increase in applications during 2017 for work permits requiring extra resources. However, between April 2018 and April 2019 staff numbers were stable. The proportion of total staff directly and exclusively servicing jobseekers was 56% at the end of April 2019 and those servicing employers accounted for 13 per cent of the total. In 2018, staff previously working in other areas were reassigned to the work permits unit, directly at the Central Office. In 2019 it is expected that more staff will be allocated in the work permit unit, although total staff numbers will decrease.

Overall staff turnover in 2017 was 3%.

Table 2. Staffing summary (FTE, as at 30 April each year)

Staff category	2016	2017	2018	2019
Total PES staff	911	959	949	947
Of which (absolute and in % of total PES staff):				
Exclusively servicing jobseekers	644	584	554	529
% exclusively servicing jobseekers	71%	61%	58%	56%
Exclusively servicing employers	83	94	105	127
% exclusively servicing employers	9%	10%	11%	13%
Staff turnover (for all reasons – figure for calendar year)	1%	2%	N/A	3%

Source: Responses to PES Capacity Questionnaire.

4. Registered unemployed

The total number of registered unemployed jobseekers fell 40 326 or 35% between 2013 and 2018, ending the period at 76 475. Over the same period, the monthly average number of participants in ALMPs fell by 1 029 or 34%, with 2 002 in ALMP measures in 2018.

Table 3. Registered unemployed jobseekers and participants in ALMPs (average monthly stock each year)

Client Group	2013	2014	2015	2016	2017	2018
Registered unemployed jobseekers*	116 801	116 430	110 153	102 015	86 695	76 475
Participants in ALMPs**	3 031	3 681	2 571	1 140	1 954	2 002

* The number of people registered with the PES, who are available for the labour market and who are, or who should be, looking for a job, excluding those on any active labour market policy (ALMP) measure.

** The number of people participating in ALMP measures in the following categories (according to the LMP database): Training (Category 2); Job rotation and job sharing (Category 4.3); Sheltered and supported employment and rehabilitation (Category 5); and Direct job creation (Category 6).

Source: Annual PES Benchlearning Data Collection.

5. Job Vacancies

The monthly average of job vacancies notified to the PES increased by 5 183 or 73% between 2013 and 2018, reaching 12 850 in 2018. No information on vacancies notified to the PES that were filled is available for the 2013-2018 period.

The share of the job finders who found their present job through PES involvement at some point decreased between 2013 and 2018 ending the period at 15%.

Table 4. PES Job vacancies

Vacancy measure	2013	2014	2015	2016	2017	2018
Vacancies notified to the PES (monthly average inflow) *	7 667	7 072	7 259	8 924	10 772	12 850
Vacancies notified to the PES that were filled (monthly average outflow at the end of the month) *	N/A	N/A	N/A	N/A	N/A	N/A
Vacancies notified to the PES that were filled within 60 days of notification (monthly average outflow at end of month) *	N/A	N/A	N/A	N/A	N/A	N/A
Share of the formerly unemployed who stated in Eurostat's Labour Force Survey that the PES was involved at any moment in finding their current job (proxy for vacancies filled with PES assistance) **	23.3%	21.7%	17.5%	28.9%	20.6%	15.0%

Source:

* Annual PES Benchlearning Data Collection.

** European Union Labour Force Survey (EU LFS).

6. Active labour market policies (ALMPs)

Six new employment measures were introduced in 2018 (see Table 5), and one amendment was made to existing measures in 2018 (see Table 6).

Table 5. New ALMPs introduced in 2018

Intervention name	Target group(s)	Type
<i>Praktični programi za spodbujanje zaposlovanj</i> <i>Training in business to business centres</i>	Long-term unemployed (LTU), age 50+ and without qualifications	2
<i>Usposabljam lokalno</i> <i>Local training in occupations which have job shortages</i>	Unemployed people	2
<i>'Učne delavnice'</i> <i>'Learning workshops' in social entrepreneurship'</i>	Includes, among others, people with disabilities, older people, less educated people, first job seekers, the long-term unemployed, people who have finished drug/alcohol rehabilitation programmes, people who served a prison sentence, and members of the Roma community.	2
<i>Spodbude za zaposlovanje oseb iz programa 'učne delavnice'</i> <i>Employment incentives for people involved in 'learning workshops'</i>	Includes, among others, people with disabilities, older people, less educated people, first job seekers, the long-term unemployed, people who have finished drug/alcohol rehab programmes, people who served a prison sentence, and members of the Roma community.	4
<i>Spodbude za zaposlitev mladih – 'zaposlimo mlade'</i> <i>Let's employ young people (an incentive scheme for employers)</i>	Unemployed people under age 29.	4
<i>Spodbude za zaposlitev mladih – spodbude za mlade podjetnike</i> <i>Incentives for young entrepreneurs</i>	Unemployed people under age 29.	7

* Classification of ALMPs according to the EU LMP database: Training (Category 2); Employment incentives (including job rotation and job sharing) (Category 4); Sheltered and supported employment and rehabilitation (Category 5); Direct job creation (Category 6); and Start-up incentives (Category 7).

Source: Responses to PES Capacity Questionnaire.

Table 6. ALMPs modified in 2018

Intervention name	Target groups	Type	Main modifications
<i>Programi formalnega izobraževanja</i> <i>Formal education programmes</i>	Unemployed people without qualifications	2	Formal programmes for finishing the secondary schools was extended to secondary education.

* Classification of ALMPs according to the EU LMP database: Training (Category 2); Employment incentives (including job rotation and job sharing) (Category 4); Sheltered and supported employment and rehabilitation (Category 5); Direct job creation (Category 6); and Start-up incentives (Category 7).

Source: Responses to PES Capacity Questionnaire.

The following table shows the types of ALMPs that are primarily used for each of the client sub-groups listed in the table.

Table 7. Types of ALMP for specific client groups

Target group Type of ALMPs	Young people (aged under 25)	Long-term unemployed	Older workers	Disabled	Refugees**
2: Training	✓	✓	✓	✓	✓
4: Employment incentives	✓	✓	✓	✓	
5: Supported employment and rehabilitation		✓		✓	
6: Direct job creation	✓	✓	✓	✓	
7: Start-up incentives*					

Source: Responses to PES Capacity Questionnaire.

*Available for highly educated (i.e. with tertiary education) unemployed women.

** Applies only to those with a temporary or permanent resident permit (status).

7. Main strategic targets for 2018

Table 8 lists the main strategic targets set by the PES in 2018 for all clients and for sub-groups. The first column describes the indicators used, while the second column contains the actual targets set.

The 2018 targets were estimated based on the 2018 economic trends forecast (obtained from the Institute of Macroeconomic Analysis and Development – IMAD) as well as trends in employment and unemployment, taking into account their main structural characteristics. The Regional Offices are involved in the process of setting targets at the beginning (so regional particularities in the labour market can be considered).

A low number of the LTU who found employment in 2018 was predicted mainly due to the structure of this group along with the Regional Offices' estimation of possibilities for integrating them into ALMPs or employment. The overall pattern of unemployment has been worsening in recent years (a large number of people remain unemployed for more than 24 months) and a lot of the LTU have multiple employment barriers/restrictions.

Table 8. Targets for all clients in 2018

Indicator, including target group and time frame where applicable	Target(s) set for 2018
Reducing the number of long-term unemployed (LTU)	
The number of the LTU who should find employment in 2018	15 300
Share of long-term unemployed included in ALMP programmes	35%
Faster activation of unemployed people	
The number of registered unemployed who should find employment in 2018, among them:	64 700
• Aged up to 29 years	18 050
• Aged 50+	11 900
• Low-skilled unemployed	

Indicator, including target group and time frame where applicable	Target(s) set for 2018
<ul style="list-style-type: none"> Unemployment benefit recipients 	14 600 17 500
Increasing the effectiveness of job mediation	
The share of job vacancies notified to the ESS where employers also want active recruitment support (e.g. active mediation – referrals of candidates)	62%
The share of all job vacancies in Slovenia that are notified to the ESS	At least 44%
Increasing the effectiveness of ALMP measures	
The share of transitions into employment during the first 6 months after the completion of training programmes	52.7%
Establishing the ESS as the central institution for Lifelong Career Guidance	
The share of registered unemployed served via the e-Portal	20%
The share of employers using the e-Portal for Employers	68%

Source: Responses to PES Capacity Questionnaire.

Supporting Youth

Implementing the Youth Guarantee

Responsibilities for the Youth Guarantee

The Ministry of Labour, Family, Social Affairs and Equal Opportunities (MoLFSA) oversees the establishing, managing and coordination of the YG. The PES is one of the YG implementing institutions; other actors responsible for its implementation are the Ministry of Education, Science and Sport, the Ministry of Economic Development and Technology, the Ministry of Agriculture and the Environment, and the Ministry of Culture.

The PES provides counselling services, undertakes promotional activities and implements ALMP schemes under the YG umbrella. The main areas that the PES has responsibility for within the YG are:

- Implementation - PES is just one of the implementers of the national YG scheme
- Registration of young unemployed people
- Provision of PES services including YG services to young unemployed people
- Follow-up of those young people who took part in ALMPs
- Design and maintenance of the YG monitoring system (including indicators) – the PES cooperates with the Ministry in aggregating the data

Involving young people and youth organisations

Young people have not been directly involved in the design, re-design or improving the YG measures, but youth organisations have been involved in designing the 'Sustainable employment for youth' programme.

Partnerships in place and main developments

The PES has two types of partnerships in place for the implementation of the YG as follows:

- Partnerships to ensure that young people have full information and support available, e.g. careers guidance providers, education and training institutions or youth support services;
- Partnerships aimed at supporting transitions from unemployment, inactivity or education into work (e.g. with private employment services, third sector organisations or youth associations).

Over the past 24 months, there have been no further developments related to the partnerships in place.

To increase employment, apprenticeship and traineeship opportunities partnership not in place but over the past 24 months an innovative employment programme was introduced/implemented in Western Region. Employers support training of young people for health care occupations. The employment of youth who were trained is additionally supported by employment subsidy.

Other partnership: with youth organisations, in order to follow up implementation of Youth Guarantee.

New projects focusing on young people

Between April 2017 and April 2019, the PES introduced the following projects:

- Entrepreneurship for youth - a combined programme aimed to support entrepreneurship for youth. A 100 hours training was followed by subsidy for entrepreneurship for those whose business plans were feasible.
- Innovative programmes for youth employment - combined by training - employment subsidy programme.

Resources for implementing the Youth Guarantee

Human resources

At the end of April 2019, 46 staff members were exclusively dedicated to implementing the YG, of which 45 were in client-facing roles (20 counsellors for short-term unemployed and 25 for long-term unemployed youth).

In the April 2017 to April 2019 period, over 75% of the total staff working on the implementation of the YG received training. The main topics covered by the training were: counselling, how to work with youth, the activation of youth, communication, working with marginalised youth, motivation to work or study, the basics of coaching, the exchange of best practices and the presentation of NGO's approach to youth.

Funding for youth programmes (planned)

The YG is principally funded by the ESF with additional funds from government and the EU's Youth Employment Initiative (YEI).

Reaching out to young people, including NEETs

The PES reaches out to young NEETs indirectly through the following activities:

- *Pro-active work with schools* - cooperation with elementary and secondary schools. The content of this cooperation is defined in the ESS (PES) annual plan.
- *Cooperation with and youth organisations* – this happens within the YG Working group chaired by MoLFSA.
- *Providing new points of YG entry: internet and social media services* - the ESS collects information and publishes it on its web pages (which have a portal dedicated to youth) and on Facebook. Cooperation on a voluntary basis has been agreed within the YG Working group.
- *Awareness raising events or campaigns* – cooperation with the Slovenian Chamber of Commerce, consisting of primary school pupils and their parents visiting employers.

Although not directly implemented by the PES, there are *Single point services/one-stop shops* in the newly established careers centres in schools, where the PES provides a knowledge base and guidance tools.

As part of its outreach work with NEETs, the PES also cooperates with Centres of Social Welfare based on national legislation, and lately it has also been involved with social activation programmes.

Information management by PES

In terms of data available for supporting the implementation of the YG, the PES has access to the following sources:

- Database of job vacancies - this is maintained by the PES and it includes traineeship vacancies.
- Database of apprenticeship vacancies (not yet up and running) known as 'learning places' – this is a database on apprenticeships with open access under the responsibility of the Ministry of Education. However, the dual apprenticeship system in Slovenia only covers a very small part of all VET (Vocational Education and Training) provision.

Timing in the provision of PES services

- Average time between registration of the jobseeker in the YG and their first meeting with PES counsellor – approximately 2 weeks;
- Average time taken to make an offer to a jobseeker after first registration in the YG is within 4 months of registration. In 2018 41.6% received an offer within 4 months.

Monitoring and evaluation

Time-bound targets

- First individual action plan within 14 days after the registration

Numerical targets

- Employment of young people under 29 years old – 18 050 (2018);
- Measurement of the unemployment spell before finding employment.

Combined targets

- 46% of unemployed to get a job within 6 months of registration. This target stands for all the unemployed, but the PES follows up the data for target groups e.g. young people.

Monitoring and evaluation activities

- Satisfaction survey of young jobseekers – part of the PES annual client satisfaction survey of people registered as unemployed;
- Satisfaction survey of employers – this is carried out, but it is not seen as particularly relevant for young people;
- Monitoring young people who leave the register. In 2018, the PES established the follow up of all young people up to two years after leaving the unemployment record. In order to do so, legislation was adapted accordingly.
- Monitoring the number of young people who received an offer within the 4 month target;
- Follow up of young clients once they have entered employment, which included data exchange.
- Follow up of young clients once they have been referred to education and training providers.
- Other: qualitative monitoring of counselling services.

Mutual learning activities

Between April 2017 and April 2019, PES staff did not take part in any EU mutual learning or technical assistance activities relating to youth.