



22. Statistični dnevi **22nd Statistical Days**

**JAVNI SEKTOR
MED MITI IN RESNICO**

**PUBLIC SECTOR
BETWEEN MYTHS AND THE TRUTH**

Zbornik povzetkov
Book of abstracts

Radenci, 12. - 13. november / November 2012



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**BANKA
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UVOD

V Sloveniji trenutno potekajo zelo intenzivne razprave o javnem sektorju, njegovi vlogi, pomenu in zlasti velikosti. Takšne razprave se občasno pojavljajo v vseh družbah, trenutne pa so posledica krize, ki se je v delu razvitega sveta, tudi v Evropi, začela leta 2008. Najprej je vplivala na finančni sektor, nato na realni, sedaj pa se odraža v težavah javnega sektorja z visokimi proračunskimi primanjkljaji in hitro naraščajočimi dolgovi.

Javni sektor ima pomembno vlogo v vsaki družbi. Izvaja javne politike preko zagotavljanja netržnih izdelkov in storitev ter prerazdeljevanja dohodka in bogastva. Zaradi tega vpliva na zelo različne vidike življenja posameznikov, podjetij, organizacij in vseh družbenih skupin. Je izredno kompleksen in obsežen organizem, ki ga lahko analiziramo z zelo različnih vidikov. Z nekaterimi med njimi se bomo ukvarjali na letošnji konferenci Statistični dnevi. Pri tem bomo zlasti poskušali s pomočjo statističnih podatkov in analiz prispevati k razbijanju (ali potrjevanju) mitov o javnem sektorju oziroma prispevati k objektivnemu pogledu na javni sektor.

Dejavnosti, ki so najbolj tipične za javni sektor, so državna administracija, obramba, policija, pravosodje. V večini držav javni sektor deluje tudi na področjih izobraževanja, zdravstva, socialnega varstva, kulture, športa ipd. Del javnega sektorja so navadno tudi podjetja in finančne institucije, ki delujejo na tržni osnovi in so v pretežni državni lasti. Pomemben del institucionalne ureditve javnega sektorja so tudi razmerja med različnimi ravni, tj. med centralno državo in lokalno državo.

Velikost javnega sektorja lahko analiziramo z različnimi merili, npr. z zaposlenostjo, deležem izdatkov glede na bruto domači proizvod, s pobranimi davki in socialnimi prispevki (t.i. fiskalno breme) in z drugimi.

Javni sektor svoje delovanje financira z dvema glavnima oblikama sredstev: s tekoče zbranimi davki in socialnimi prispevki ter z zadolževanjem; pri tem je zadolževanje samo metoda za drugačno časovno razporeditev davčnega bremena. Občasno se kot vir financiranja uporablja tudi privatizacija. Zbrana sredstva se porabljajo v obliki izdatkov; te lahko spremljamo bodisi po vrstah (za socialo, zdravstvo, obrambo ipd.) ali po namenih (za socialne transferje, za plačilo delovne sile, tekočo porabo, investicije ipd.). V razmerah velikih proračunskih težav se številne države ukvarjajo s povečevanjem učinkovitosti in uspešnosti porabe virov, ki jih imajo na voljo. V tem okviru so zanimive tudi primerjave z zasebnim sektorjem.

Delovanje javnega sektorja merimo tudi s tem, kaj proizvaja, npr. izobraževalne, zdravstvene, socialne, statistične, obrambne, policijske idr. storitve. Pri tem se soočamo s pomembno težavo, saj tržne cene, po katerih bi lahko vrednotili

proizvodnjo, niso na voljo. Zato se zatekamo k uporabi pomožnih meril, kot so število učencev, število zdravljenj, število oskrbovancev, število javnih uslužbencev itd.

Končni cilj delovanja javnega sektorja opredeljujejo rezultati. Ti zajemajo pretežno dolgoročne učinke javnih politik v obliki različnih družbenih vrednot, kot so večje blagostanje, izboljšanje izobrazbene ravni prebivalstva, izboljšanje njegovega zdravstvenega stanja, večja varnost. Pri tem je seveda izbor ciljev/rezultatov nujno politična odločitev, ciljev pa navadno ni mogoče doseči v obdobju enega političnega mandata.

Pomemben element analize javnega sektorja so tudi primerjave med državami; te ponujajo zelo zanimive rezultate. Razprave na konferenci bodo ponudile preglede preteklosti, sedanjosti in prihodnosti javnega sektorja; nekateri ključni izzivi prihodnosti so zlasti povezani z demografskimi dogajanji in s staranjem prebivalstva.

In na koncu, zanimive izzive lahko najdemo tudi v terminoloških vprašanjih. Pojmi, kot so javni sektor, državni sektor, sektor država, javna uprava, se pogosto uporabljajo kot sinonimi. Na konferenci bo priložnost, da naredimo bolj eksplicitno razmejitve med temi izrazi in javnosti predstavimo statistični pogled nanje.

Karmen Hren
predsednica programskega odbora

INTRODUCTION

In Slovenia intensive discussions are currently underway about the public sector, its role, importance, and particularly its size. Such discussions appear from time to time in all societies, but current discussions are the result of the crisis that started in a part of the developed world, including Europe, in 2008. The crisis first hit the financial sector, later on it had impact on the real sector and now it shows in public sector problems with high budget deficits and rapidly growing debts.

The public sector plays an important role in any society. It implements public policies by providing non-market goods and services, and redistribution of income and wealth, having a significant impact on very different aspects of the lives of people, companies, organisations and all social groups. It is a very complex and comprehensive organism that can be analysed from very different aspects. Some of them will be discussed at this year's Statistical Days conference, when we will attempt to contribute to the objective view of the public sector with the help of statistical data and analyses breaking (or confirming) public sector myths.

The most typical public sector activities are public administration, defence, police and administration of justice. In most countries the public sector also acts in the fields of education, health, social security, culture, sport, etc. Parts of the public sector are usually also predominantly state-owned companies and financial institutions operating on a market basis. An important part of the institutional arrangement of the public sector is also the relationship between different levels, i.e. between central and local government.

The size of the public sector can be analysed according to different criteria, e.g. employment, expenditure as a share of GDP, collected taxes and social contributions (i.e. fiscal burden), etc. The public sector funds its operations through two main sources: currently collected taxes and social contributions, and borrowing, the latter being only a method for different temporal distribution of the tax burden. Occasionally, the source of funding the public sector is also privatisation. The collected funds are used in the form of expenditure, which can be monitored by types (for social services, health, defence, etc.) or by purpose (for social transfers, labour force remuneration, current expenditure, investment, etc.). In conditions of large budget problems, many countries try to improve the effectiveness and efficiency of the exploitation of resources available to them. In this context comparisons with the private sector are interesting.

Public sector operation is also measured by what it produces, e.g. educational, health, social, statistical, defence, police and other services. Here we are faced with an important problem since market prices with which we could assess the production are not available. So we use auxiliary criteria, such as the number of students, the number of medical treatments, the number of people in care, the number of public employees, etc.

The final objective of public sector operation is determined by outcomes, which cover predominantly long-term effects of public policies in the form of various social values, such as greater well-being, improved educational level of the population, improved health status,

greater security, etc. The selection of results/outcomes is, of course, a political decision, and results usually cannot be achieved in a period of one term of office.

An important element of public sector analysis is comparisons between countries; they yield very interesting results. Discussions at the conference will offer reviews of public sector past, present and future. Some key future challenges are particularly related to demographic development and population ageing.

And finally, interesting challenges can also be found in terminological issues. Concepts such as the public sector, the government sector, the general government sector and public administration are often used as synonyms. The conference will provide an opportunity to make a more explicit distinction between these concepts and present to the public a statistical view of these issues.

Karmen Hren

Chair of the programme committee of the conference

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Otvoritev posvetovanja / Conference opening

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Andrej BLEJEC (predsednik Statističnega društva Slovenije /
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Director-General, Statistical Office of the Republic of Slovenia, Slovenia)

Karmen HREN (predsednica programskega odbora Statističnih dnevov /
President of the Programme Committee of Statistical Days)

Javne finance - trenutno glavni gospodarski izziv v Evropi ***Public finance - the main economic challenge in Europe***

Moderator: Janez FABIJAN (Banka Slovenije / *Bank of Slovenia*)

Aurel SCHUBERT (Evropska centralna banka / *European Central Bank*)

Peter van DE VEN (OECD / *OECD*)

Vlasta VUKOVIĆ (Uprava Republike Slovenije za javna plačila / *Public Payments Administration of the Republic of Slovenia*)

Dragan VUKMIROVIĆ (direktor, Statistični urad Srbije / *Director, Statistical Office of the Republic of Serbia*), **Rade ĆIRIĆ** (Statistični urad Srbije / *Statistical Office of the Republic of Serbia*)

Peter ŠTEMBERGER (Statistični urad Republike Slovenije / *Statistical Office of the Republic of Slovenia*)

MERJENJE POVEZAVE MED BANKAMI IN DRŽAVO - VPLIV DRŽAVNE PODPORE BANKAM NA JAVNE FINANCE

Aurel Schubert, aurel.schubert@ecb.europa.eu, Evropska centralna banka

V finančni krizi so se vlade po Evropi hitro odzvale, da bi stabilizirale svoje finančne sisteme. Številne vlade so sprejele svežnje ukrepov za reševanje bank z namenom, da bi obnovili zaupanje v bančni sistem, in ukrepe finančnih spodbud za stabilizacijo gospodarstva. Vpliv teh reševalnih svežnjev in drugih vladnih ukrepov za podporo finančnemu sektorju glede javnofinančnega primanjkljaja in dolga je močno odvisen od načel statističnega spremljanja, ki so zapisana v Evropskem sistemu nacionalnih računov. Glede na hitro poslabšanje makroekonomskega okolja, naraščanje primanjkljaja in dolga ter tveganja, ki izhajajo iz potencialnih državnih obveznosti, je bistveno, da vlade ohranijo zaupanje v vzdržnost javnih financ.

Ključne besede: finančna kriza, državna podpora bankam, javne finance, svežnji pomoči

MEASURING THE BANK-SOVEREIGN LINK - THE IMPACT OF GOVERNMENT SUPPORT TO BANKS ON PUBLIC FINANCES

Aurel Schubert, aurel.schubert@ecb.europa.eu, European Central Bank

In the wake of the financial crisis, governments across Europe reacted swiftly in order to stabilise the financial system. Many governments embarked on bank rescue packages aimed at restoring confidence in the banking system and adopted fiscal stimulus measures aimed at stabilising the economy. The impact of these rescue packages and other government measures to support the financial sector on government deficits and debt crucially relies on the statistical recording principles anchored in the European System of National Accounts. Against the backdrop of a rapidly deteriorating macroeconomic environment, rising deficit and debt ratios and risks arising from government contingent liabilities, it is essential that governments preserve trust in the sustainability of public finances.

Key words: financial crisis, government support to banks, public finances, rescue packages

Beleške / Notes

KAZALNIKI DRŽAVNIH FINANC: RESNICA O MITIH

Peter van de Ven (Vodja nacionalnih računov, OECD)

Zdi se, da je analiza državnih financ v Evropski uniji danes povsem osredotočena na dva glavna kazalnika, kot sta določena v Postopku ugotavljanja presežnega primanjkljaja in dolga (EDP): na javnofinančni primanjkljaj kot delež BDP in na javni dolg kot delež BDP. Osredotočenost na omenjena kazalnika bi lahko imela negativne posledice, poleg tega pa se lahko sprašujemo, ali sta omenjena glavna kazalnika ustrezna za analizo.

V prispevku bomo najprej razpravljali o poudarjanju omenjenih glavnih kazalnikov; to je ustvarilo zagon za oblikovanje določenih dejavnosti in/ali politik, s katerimi bi se vpliv kazalnikov znižal, vendar ne na način, ki bi bil najprimernejši s stališča gospodarstva in družbe. Obravnavano pa bo tudi nenehno iskanje »sivih področij«, v katerih lahko majhne razlike zelo vplivajo na dolg in primanjkljaj.

Bolj temeljna razprava se nanaša na ustreznost obeh glavnih kazalnikov. Poleg tega, da se zavzemamo za zamisel, da bi bil širši nabor kazalnikov boljši za analiziranje javnih financ – pri čemer bi glavna kazalnika le signalizirala potrebo po bolj poglobljeni analizi – se zavzemamo tudi za to, da je morda treba popraviti definicijo glavnih kazalnikov.

Ključne besede: postopek ugotavljanja presežnega primanjkljaja, javnofinančni primanjkljaj kot delež BDP, javni dolg kot delež BDP

GOVERNMENT FINANCE INDICATORS: THE TRUTH ABOUT THE MYTHS

Peter van de Ven (Head of National Accounts, OECD)

Nowadays, analysis of government finance within the European Union seems to be entirely focused on the two headline indicators as defined in the Excessive Deficit Procedure (EDP): Government Deficit as a percentage of GDP, and Government Debt as a percentage of GDP. Apart from the (potentially) negative consequences of this focus, one can question the appropriateness of these headline indicators for the analysis at hand.

The presentation will first discuss the focus on the two headline indicators creating a momentum for arranging certain activities and/or policies in such a way that it has a lowering impact on the headline indicators, and not in a way that would be most sensible from an economic and societal point of view. Also the continuous search for "grey areas" in which minor differences can have a considerable impact on debt and deficit will be dwelt upon.

A more fundamental discussion relates to the appropriateness of the two headline indicators. In addition to arguing that a broader set of indicators may be preferable for the analysis of government finance - with headline indicators having the sole function of providing signals for a more in-depth analysis -, it is argued that the definition of the headline indicators may need to be revised.

Key words: Excessive Deficit Procedure, Government Deficit as a percentage of GDP, Government Debt as a percentage of GDP

POROČANJE UPRAVE REPUBLIKE SLOVENIJE ZA JAVNA PLAČILA O JAVNOFINANČNIH PRIHODKIH

Vlasta Vuković, vlasta.vukovic@ujp.gov.si, Ministrstvo za finance, Uprava
Republike Slovenije za javna plačila

Uprava Republike Slovenije za javna plačila (UJP) je organ v sestavi Ministrstva za finance in ponudnik plačilnih storitev za proračunske uporabnike. Za prejemnike javnofinančnih prihodkov (v nadaljevanju JFP), državne organe in druge zainteresirane organizacije (v nadaljevanju prejemniki podatkov) zagotavlja podatke o plačanih in vrnjenih JFP (v nadaljevanju podatki). UJP zagotavlja podatke točno, natančno, pravočasno in jih glede na potrebe prejemnikov podatkov pripravlja v različnih oblikah in obsegu. Povezave do prejemnikov podatkov so glede na obseg podatkov in možnosti različne: državna spletna banka UJPnet, strežniška povezava, elektronska pošta.

Uvedba poenostavljenega načina vplačevanja davkov, prispevkov, obveznih dajatev in drugih JFP (v nadaljevanju dajatve) oziroma uvedba prehodnih davčnih podračunov – PDP s strani Davčne uprave Republike Slovenije (DURS) je prinesla nekoliko spremenjen način in vir pridobivanja podatkov o vrstah plačanih dajatev (možnost plačila več dajatev hkrati na en PDP). Pred uvedbo PDP je vrsto plačanega JFP določal podračun JFP na katerega je zavezanec dajatev plačal, po uvedbi PDP pa DURS.

Po večmesečni obdelavi podatkov v sistemu PDP so bile ugotovljene določene možnosti izboljšav. UJP je zato pripravil nekatera osnovna pričakovanja, ki bodo v bodoče upoštevana pri uvajanju novih ali PDP sorodnih sistemov, da bo UJP vsem prejemnikom podatkov še naprej zagotavljal visoko kvalitetne podatke.

Ključne besede: UJP, zagotavljanje podatkov, prejemniki podatkov JFP, uvedba PDP, vrsta dajatve

REPORTING OF THE PUBLIC PAYMENTS ADMINISTRATION OF THE REPUBLIC OF SLOVENIA ABOUT GENERAL GOVERNMENT REVENUE

*Vlasta Vuković, vlasta.vukovic@ujp.gov.si, Ministry of Finance,
Public Payments Administration of the Republic of Slovenia*

The Public Payments Administration of the Republic of Slovenia (PPA) is a body affiliated to the Ministry of Finance and the provider of payment services for budget users. It provides information on paid and returned general government revenue (hereinafter: the information) to the recipients of general government expenditure (hereinafter: GGE), state authorities and other interested organisations (hereinafter: the information recipients). The PPA provides the information in an accurate, precise and timely manner, and adapts its form and scope to the needs of the information recipients. The links to the information recipients are different in terms of information scope and possibilities: the online public bank UJPnet, server connection and e-mail.

The introduction of the simplified manner of paying taxes, contributions, compulsory charges and other GGE (hereinafter: the charges) or the introduction of transitional tax sub-accounts (TTSA) by the Tax Administration of the Republic of Slovenia (TARS) has brought a rather altered manner and source of acquiring information about the type of paid charges (the possibility to pay several charges at once on a single TTSA). Prior to the introduction of TTSA, the type of paid GGE was determined by the GGE sub-account on which a liable person paid the charge; after the introduction of TTSA it is determined by TARS.

After the processing of data in the TTSA system for several months, certain possibilities of improvement were established. Thus PPA drafted some basic expectations to be observed in the introduction of new or TTSA-related systems in order to continue providing its users with high quality information.

Key words: PPA, information provision, GGE information recipients, introduction of TTSA, types of charges

Beležke / Notes

DAVČNE OBREMITIVNE V SRBIJI

Dragan Vukmirović, dragan.vukmirovic@stat.gov.rs, Statistični urad Srbije
Rade Čirić, rade.ciric@stat.gov.rs, Statistični urad Srbije

Obstoj javnega sektorja kaže, da so sodobna gospodarstva v bistvu mešana gospodarstva. Čeprav večino proizvodov proizvajajo zasebna podjetja, pa nekatere zagotavlja javni sektor. Javni sektor je na primer v glavnem odgovoren za cestno infrastrukturo, zdravstvo, izobraževanje, socialno varnost, pravosodje, obrambo ipd. Sredstva za proizvodnjo blaga in storitev država zagotavlja z davki in drugimi javnimi prihodki. Zato je zelo pomembno določiti ustrezno raven obdavčitve. Previsoka davčna obremenitev vodi do višjih stroškov poslovanja in tako do višjih cen proizvodov, nekonkurenčne proizvodnje, razvoja sive ekonomije in izogibanja davkom. Po drugi strani pa prenizka davčna obremenitev lahko ogrozi zagotavljanje proizvodov javnega sektorja zaradi pomanjkanja finančnih sredstev.

Prispevek se osredotoča na analizo davčnih obremenitev v Srbiji in na ustrezne mednarodne primerjave. Kazalnik davčne obremenitve je delež davkov v razmerju do BDP. Primerjalna analiza kaže, da je Srbija država z razmeroma zmerno davčno obremenitvijo, vendar pa ta ni ustrezna glede na raven gospodarskega razvoja.

Ključne besede: javni sektor, davčne obremenitve, delež davkov v razmerju do BDP

TAX BURDEN IN SERBIA

Dragan Vukmirović, dragan.vukmirovic@stat.gov.rs, SORS

Rade Ćirić, rade.ciric@stat.gov.rs, SORS

The existence of the public sector shows that modern economies are basically mixed economies. This means that although private businesses produce most products, some are provided by the public sector. For instance, the public sector is in general responsible for road infrastructure, health, education, social security, administration of justice, national defence etc. In order to produce goods and services government should provide funds by levying taxes and other public revenues. Regarding this, it is very important to determine tax burden level. Too high tax burden results in higher operating costs, and thus the higher prices of products, uncompetitive production, development of the informal economy and tax evasion. On the other hand, too small tax burden may endanger the provision of products by the public sector due to lack of financial assets.

This paper focuses on the analysis of tax burden in Serbia and respective international comparisons. Tax to GDP ratio is used as indicator of tax burden. The comparative analysis shows that Serbia is among countries with a relatively moderate tax burden, but it is not appropriate to the level of economic development.

Key words: public sector, tax burden, tax to GDP ratio.

Beleške / Notes

IMPLICITNE DAVČNE STOPNJE

Peter Štemberger, peter.stemberger@gov.si, SURS

Davki in socialni prispevki so glavni vir financiranja proračuna države. Lahko jih delimo na posredne in neposredne, po ekonomskih funkcijah pa jih delimo na davke na potrošnjo, na davke na delovno silo ter na davke na kapital. V prispevku se bomo osredotočili na delitev davkov in socialnih prispevkov po ekonomskih funkcijah. Delež te lahko prikažemo v odstotkih od BDP, vendar tak prikaz ne nudi informacije o tem, ali je delež posledica višine davčne stopnje ali obsega davčne osnove. Predstavili bomo izračune implicitnih davčnih stopenj, usklajenih po načelih ESA 95 in Eurostata za vsako od navedenih ekonomskih funkcij, ki merijo efektivno povprečno davčno obremenitev. Izračunajo se kot delež celotnih prihodkov države od davkov in socialnih prispevkov, razdeljenih po posameznih ekonomskih funkcijah, ter davčne osnove, izračunane na podlagi podatkov računa proizvodnje in računov razdelitve in porabe dohodka nacionalnih računov.

Ključne besede: Implicitne davčne stopnje, davki in socialni prispevki, ekonomske funkcije, deleži v BDP

IMPLICIT TAX RATES

Peter Štemberger, peter.stemberger@gov.si, SURS

Taxes and social contributions are the main source of government budget financing. They can be divided into direct and indirect taxes or according to economic function into taxes on consumption, labour and capital. The paper will focus on the classification of taxes and social contributions by economic function. The shares of taxes and social contributions in GDP according to economic function give no information whether they are the result of the tax rate level or the extent of the tax base. We will present implicit tax rates calculations in line with ESA 95 and Eurostat principles for each economic function that measure effective average tax burden. They are computed as a ratio of total government fiscal revenues, distributed to each economic function, and the tax base, computed on a basis of production account and distribution and use of income accounts data in national accounts.

Key words: Implicit tax rates, taxes and social contributions, economic functions, shares in GDP

Proizvodnja javnega sektorja, njeno merjenje in razmejevanje med javnim in zasebnim / *Public sector output, its measurement and delimitation between public and private*

Moderator: Alenka KAJZER (Urad Republike Slovenije za makroekonomske analize in razvoj / *Institute of Macroeconomic Analysis and Development, Slovenia*)

Damjan ORAŽEM (Zavod za gozdove Slovenije / *Slovenia Forest Service*)

Tanja ČELEBIČ (Urad Republike Slovenije za makroekonomske analize in razvoj / *Institute of Macroeconomic Analysis and Development, Slovenia*)

Eva ZVER, Lidija APOHAL (Urad Republike Slovenije za makroekonomske analize in razvoj / *Institute of Macroeconomic Analysis and Development, Slovenia*)

Mateja NAGODE (Inštitut Republike Slovenije za socialno varstvo / *Social Protection Institute of the Republic of Slovenia*), **Eva ZVER** (Urad Republike Slovenije za makroekonomske analize in razvoj / *Institute of Macroeconomic Analysis and Development, Slovenia*), **Stane MARN, Anita JACOVIČ** (Statistični urad Republike Slovenije / *Statistical Office of the Republic of Slovenia*)

Primož DOLENC, Suzana LAPORŠEK (Fakulteta za management / *Faculty of Management, Slovenia*), **Viljem SPRUK** (Zavod Republike Slovenije za zaposlovanje / *Employment Service of Slovenia*), **Matija VODOPIVEC** (Mednarodna fakulteta za družbene in poslovne študije / *International School for Social and Business Studies*), **Milan VODOPIVEC** (Fakulteta za management in Mednarodna fakulteta za družbene in poslovne študije / *Faculty of Management, Slovenia, and International School for Social and Business Studies*), **Barbara ZUPANČIČ** (Zavod Republike Slovenije za zaposlovanje / *Employment Service of Slovenia*)

JAVNA GOZDARSKA SLUŽBA IN ZAVOD ZA GOZDOVE SLOVENIJE

Damjan Oražem, damjan.orazem@zgs.gov.si, Zavod za gozdove Slovenije

Zavod za gozdove Slovenije je javni zavod, ki je praktično v celoti plačan iz proračuna RS, izjema je tržna dejavnost, ki jo v okviru lovskega turizma izvaja v loviščih s posebnim namenom. 88% proračuna porabi za plače 700 zaposlenih in le 12% za materialne stroške, pri čemer pokriva 60% slovenskega ozemlja in prevozi predstavljajo znaten strošek. Glede pridobivanja prihodkov na trgu je zakonsko precej omejen in storitve so kot ene zadnjih uporabnikom namenjene skoraj izključno brezplačno. Slednje kljub temu, da država nima več možnosti plačevanja že tako zreduciranih materialnih stroškov, zaradi nasprotovanja politike brezplačne tudi ostajajo. Na zavod se pogosto napačno gleda kot na enega večjih proračunskih porabnikov, a je dejstvo, da je to v svojem bistvu proizvodna firma, katere neposredni letni učinek je dodana vrednost gozdov in hlodovine najmanj 40 MIO €, pri upoštevanju »nelesnih« vlog gozdov pa so te številke nekajkrat višje. Predstavlja tudi začetni del verige gozd-les, ki v območju gozdarstva letno proizvede okoli 300 MIO (2011; SURS), ob upoštevanju končne predelave slovenskega lesa pa okoli 2 milijardi €.

Ključne besede: Javna gozdarska služba, Zavod za gozdove Slovenije

SLOVENIAN PUBLIC FORESTRY AND SLOVENIA FOREST SERVICE

Damjan Oražem, damjan.orazem@zgs.gov.si, Slovenia Forest service

Slovenia Forest Service (SFS) is a public institution, which is financed almost entirely from the state budget with the exception of hunting tourism performed in hunting reserves. 88 percents of the available budget are representing the salaries for about 700 staff and only 12 percents for other costs although the company covers 60% of the state territory and the transport represents an important share in costs. There are quite many restrictions, which make almost impossible to earn the money on the market. At the same time almost all the services of SFS are free of charge for the consumers, which is quite rare at the time especially in the nowadays economic situation in Slovenia where the budget is not able to pay even already so low material costs of SFS. Probably it will stay so even in future because of the political opinion of political parties in charge. Many times SFS is considered only as a relatively big budget-consumer but in fact it is a production company with an effect of additional value in the area of wood production of 40 MIO €/year. If taking in consideration also the non-wood products of the forests the figures are multiple. SFS is also the first part of the chain forest-wood, which in the area of pure forestry year's production is worth 300 millions € (2011) and in the whole Slovene forest and wood sector the value is estimated on 2 billions €.

Key words: Slovenian public forestry, Slovenia Forest service

JAVNO IN ZASEBNO V IZOBRAŽEVANJU

Tanja Čelebič, tanja.celebic@gov.si,
UMAR (Urad RS za makroekonomske analize in razvoj)

Za izobraževalno politiko je relevantno analiziranje kazalnikov o javnem in zasebnem v izobraževanju. Meja med javnim in zasebnim v izobraževanju ni jasna. Zasebnega v izobraževanju ni enostavno definirati. Mednarodna literatura definira različne vidike javnega in zasebnega (na primer upravljanje, financiranje). Vendar pa v praksi obstajajo različne kombinacije javnega in zasebnega z vidika upravljanja in z vidika financiranja. Tudi zasebne ustanove, podobno kot javne ustanove, lahko dobivajo javna sredstva in tudi javne ustanove se lahko financirajo tudi z zasebnimi izdatki. Tudi mednarodna statistika (Unesco, OECD in Eurostat) razlikuje med javnim in zasebnim v izobraževanju z vidika upravljanja in z vidika financiranja. Obstoječi domači in mednarodni kazalniki omogočajo različne primerjave javnega in zasebnega v izobraževanju. V Sloveniji je v zakonodaji s področja izobraževanja definirana javna mreža, koncesionarji, zasebne šole ipd. Pomemben vidik spremljanja javnega in zasebnega v izobraževanju v Sloveniji je razmerje med javnimi šolami, zasebniki s koncesijo in zasebniki brez koncesije. V Sloveniji so kazalniki o javnem in zasebnem v izobraževanju prikazani v raznih publikacijah in strateških dokumentih (Poročilo o razvoju, Socialni razgledi, delovni zvezek Predšolska raven izobraževanja v Sloveniji in mednarodna primerjava z državami EU, Resolucija o Nacionalnem programu visokega šolstva 2011–2020). Mednarodna literatura priporoča različne kazalnike za merjenje javnega in zasebnega v izobraževanju, ki so relevantni za izobraževalno politiko. Glede na to, da v prihodnje pričakujemo potrebo po analizah javnega in zasebnega v izobraževanju, v prihodnje pričakujemo tudi razvoj kazalnikov. V prispevku navajamo možen razvoj kazalnikov.

Ključne besede: javno izobraževanje, zasebno izobraževanje, izdatki za izobraževanje

PUBLIC AND PRIVATE IN EDUCATION

*Tanja Čelebič, tanja.celebic@gov.si,
Institute of Macroeconomic Analysis and Development, Slovenia*

Analysing indicators on public and private dimensions in education is relevant for education policy. The boundary between public in private education is not clear. International literature defines different aspects of the public and the private in education, but in practice, different combinations of public and private governance and public and private expenditure exist. Not only public, but also private institutions may receive public funds and, conversely, public institutions may also receive private funds. The international statistics (Unesco, OECD and Eurostat methodology) also distinguish between the public and the private in education from the aspect of governance and funding. The existing international and Slovenian indicators allow for different analyses of the public and the private in education. The Slovenian legislation on education includes the definitions of public network, concessions, private schools etc. An important aspect of monitoring the public and the private in education in Slovenia is the relationship between public schools, private schools with concession and private schools without concession. Indicators on public and private education are included in several Slovenian publications and strategic documents (Development Report, Social Overview, working paper Preschool Education in Slovenia and its International Comparison with EU countries, Resolution on National Higher Education Programme). International literature recommends various indicators that are considered relevant for education policy. As Slovenia will need further analyses of the public and the private in education in the future, a further development of indicators is expected. A possible development of indicators is represented in this article.

Key words: public education, private education, expenditure on education

ZAPOSLENOST V ZDRAVSTVU IN SOCIALNEM VARSTVU – PRILOŽNOST ZA RAST

Eva Zver, eva.zver@gov.si, Urad za makroekonomske analize in razvoj
Lidija Apohal, lidija.apohal@gov.si, Urad za makroekonomske analize in razvoj

Dejavnost zdravstva in socialnega varstva v državah EU pomembno prispeva k večji zaposlenosti, v Sloveniji pa je delež zaposlenih v tej dejavnosti znatno nižji. V zdravstvu po opravljenih delovnih urah na 100.000 prebivalcev dosegamo le 85% povprečja EU ter v socialnem varstvu komaj 50%, še večji je zaostanek v številu zaposlenih. V zadnjih desetih letih se je zaostanek za bolj razvitimi evropskimi državami povečeval. Slednje je povezano tako z relativno nizkimi javnimi vlaganji v razvoj teh dejavnosti v preteklosti kot tudi s slabšo razvitostjo zasebnega izvajanja dejavnosti javnih storitev. Dolgoročne projekcije pa nas opozarjajo, da se bodo potrebe v zdravstvu in dolgotrajni oskrbi v prihodnosti še naprej hitro povečevale. Zato bodo sistemske spremembe morale zagotoviti več možnosti dopolnjevanja javnega financiranja z zasebnim, hitrejši razvoj tudi zasebnega izvajanja dejavnosti javnih storitev in s tem hitrejšo rast zaposlenosti v dejavnosti zdravstva in socialnega varstva. Za analize financiranja in izvajanja javnih storitvenih dejavnosti pa bo v prihodnosti potrebno povezati različne fizične in finančne podatke ter kazalnike po posameznih dejavnostih in vrstah izvajalcev; potrebnih bo več informacij tudi o zasebnikih, njihovem financiranju, poslovanju in kakovosti opravljenih storitev.

Ključne besede: zdravstvo, socialno varstvo, dolgotrajna oskrba, zaposlenost, javne storitve, dolgoročne projekcije

EMPLOYMENT IN HEALTH AND SOCIAL WORK ACTIVITIES – OPPORTUNITY FOR GROWTH

*Eva Zver, eva.zver@gov.si, Institute of Macroeconomic Analysis and Development, Slovenia
Lidija Apohal, lidija.apohal@gov.si,
Institute of Macroeconomic Analysis and Development, Slovenia*

Employment in health and social work activities in the EU contributes significantly to higher overall employment, while in Slovenia the share of people working in this sector is much lower. In health sector Slovenia reached only 85% of the EU average in terms of employment in hours worked per 100,000 population, and in social work only 50%, even more Slovenia lags behind in terms of employment measured by persons. Besides that, the employment growth in health and social care activities in the last ten years was in Slovenia lower than on average in more developed countries in EU. The latter is related to the relatively lower public spending as well as the poor developed private provision of public service activities. Long-term economic projections for health and long-term care spending remind us that the needs in health and long term care in the future will continue to rise rapidly. Therefore, systemic changes should provide greater role of the public-private partnership in financing certain public services, faster development of private delivery and thus faster growth in employment in health and social care. For future analysis of financing and provision of public service activities will be necessary to connect different financial and output data and indicators by activity and type of providers, more information will be needed for private providers, their funding, management and quality of service

Key words: health, social work, long-term care, employment, public services, long-term projections

UPORABA MEDNARODNE DEFINICIJE DOLGOTRAJNE OSKRBE NA NACIONALNEM NIVOJU

Mateja Nagode, mateja.nagode@guest.arnes.si, Inštitut RS za socialno varstvo
Stane Marn, stane.marn@gov.si, Statistični urad RS
Anita Jacović, anita.jacovic@gov.si, Statistični urad RS
Eva Zver, eva.zver@gov.si, Urad za makroekonomske analize in razvoj

Dolgotrajna oskrba je pomembna družbena tema, ki je v zadnjih letih deležna intenzivnih razprav na mednarodni ravni. Neposredno je povezana s pojavom t. i. dolgožive družbe, kar pomeni, da se v družbi spreminjajo demografska razmerja. Predvsem narašča delež starejšega prebivalstva, podaljšuje se življenjska doba ljudi ter naraščajo potrebe po formalni dolgotrajni oskrbi. To je eden izmed razlogov, da lahko v prihodnosti pričakujemo vse večji delež populacije, ki bo postal odvisen od dolgotrajne oskrbe. Mnoge evropske države so že pred leti pristopile k sistemskemu urejanju dolgotrajne oskrbe (na primer sprejetje posebnega zakona za to področje), danes pa se praktično vse države soočajo s pomembnim vprašanjem, kako organizirati učinkovit in vzdržen sistem dolgotrajne oskrbe.

V Sloveniji dolgotrajna oskrba še ni sistemsko urejena, pač pa se zagotavlja v okviru različnih zakonodaj oziroma preko ločenih sistemov socialne varnosti (zaščite). Zakon, ki bo urejal to področje, je v pripravi že vrsto let, zadnji osnutek zakona pa je bil v javni razpravi leta 2010. Poleg tega, da je za področje nujna vsebinska ureditev (sprejetje zakona), pa igra pomembno vlogo tudi statistično oziroma podatkovno spremljanje omenjenega področja. Kaže se namreč velika potreba po organiziranem, usklajenem in sistematičnem zbiranju tovrstnih podatkov, saj gre za področje, ki zahteva enovit pristop. Podatki so čedalje bolj pomembni tudi na mednarodni ravni, saj omogočajo primerjave različnih sistemov dolgotrajne oskrbe, med drugim pa predstavljajo tudi vhodni podatek za dolgoročne projekcije javnih izdatkov, povezanih s staranjem prebivalstva, ki so pomembni za oceno javno-finančne vzdržnosti države. Glede na to, da so sistematsko zbrani podatki izjemno pomembni tako za nacionalno (sprejetje zakona) kot tudi za mednarodno raven (projekcije, poročanje OECD-ju itd.), je v letu 2012 Statistični urad RS imenoval medresorsko delovno skupino, ki jo skupaj s Statističnim uradom RS vodi in koordinira Inštitut RS za socialno varstvo. V delovno skupino so vključeni predstavniki vseh glavnih akterjev zagotavljanja podatkov s področja dolgotrajne oskrbe (poleg že omenjenih še Urad za makroekonomske analize in razvoj, Ministrstvo za delo, družino in socialne zadeve, Ministrstvo za zdravje, Skupnost socialnih zavodov Slovenije, Inštitut za varovanje zdravja, Zavod za pokojninsko in invalidsko zavarovanje, Inštitut za ekonomska raziskovanja ter Zavod za zdravstveno zavarovanje Slovenije).

V prispevku predstavljamo izhodišča za ustanovitev in delovanje medresorske delovne skupine ter ključne rezultate spremljanja ureditve dolgotrajne oskrbe v Sloveniji po mednarodni definiciji (OECD).

Ključne besede: dolgotrajna oskrba, mednarodna definicija, izdatki, prejemniki

USE OF THE INTERNATIONAL DEFINITION OF LONG-TERM CARE AT THE NATIONAL LEVEL

Mateja Nagode, mateja.nagode@guest.arnes.si,

Social Protection Institute of the Republic of Slovenia

Stane Marn, stane.marn@gov.si, Statistical Office of the Republic of Slovenia

Anita Jacovič, anita.jacovic@gov.si, Statistical Office of the Republic of Slovenia

Eva Zver, eva.zver@gov.si, Institute of Macroeconomic Analysis and Development

Long-term care is an important social issue which has in recent years been the subject of intensive discussions at the international level. It is directly linked to the phenomenon of the so-called long-living society, which means that the society experiences changes in demographic relationships. The share of older people is growing, life expectancy is increasing and the need for formal long-term care is rising. This is one of the reasons why in the future we can expect that a larger share of the population will become dependent on long-term care. Many European countries have already started to systematically regulate long-term care (e.g. by adopting special acts regulating this area), and today practically all countries are faced with the important question of organising an effective and sustainable system of long-term care.

In Slovenia long-term care has not yet been systematically regulated. It is provided within the framework of different legislation and via separate social protection systems. The act regulating this area was being prepared for several years; the last draft was publicly discussed in 2010. In addition to the fact that long-term care needs to be urgently regulated in terms of content (adoption of the mentioned act), an important role is played by statistical monitoring of the mentioned area. There is namely a large need for organised, coordinated and systematic collection of such data, since this is an area that requires a more uniform approach. The data are increasingly important also at the international level, since they enable comparisons of different systems of long-term care and present input data for long-term projections of public expenditure related to population ageing, which are important for estimating the public finance sustainability of the country. Since systematically collected data are very important both nationally (adoption of the act) and internationally (projections, OECD reporting, etc.), in 2012 the Statistical Office of the Republic of Slovenia appointed an inter-institutional working group led and coordinated together with the Social Protection Institute of the Republic of Slovenia. The working group includes representatives of all main actors providing data on long-term care (in addition to already mentioned institutions, the Institute of Macroeconomic Analysis and Development, the Ministry of Labour, Family and Social Affairs, the Ministry of Health, the Slovenian Community of Social Institutions, the National Institute of Public Health, the Pension and Disability Insurance Institute, the Institute for Economic Research and the Health Insurance Institute of Slovenia).

The paper presents the platform for establishing and operation of the inter-institutional working group and key results of monitoring long-term care in Slovenia according to the international (OECD) definition.

Key words: long-term care, international definition, expenditure, receipts

EMPIRIČNA ANALIZA UČINKOV UVEDBE ZAKONA O UREJANJU TRGA DELA

Primož Dolenc, primoz.dolenc@fm-kp.si, UP Fakulteta za management
Suzana Laporšek, suzana.laporsek@fm-kp.si, UP Fakulteta za management
Viljem Spruk, viljem.spruk@ess.gov.si, Zavod za zaposlovanje Republike Slovenije
Matija Vodopivec, matija.vodopivec@mfdps.si, Mednarodna fakulteta za
mednarodne družboslovne študije Celje in Banka Slovenije
Milan Vodopivec, milan.vodopivec@fm-kp.si, UP Fakulteta za management in
Mednarodna fakulteta za mednarodne in družboslovne študije Celje
Barbara Zupančič, barbara.zupancic@ess.gov.si, Zavod za zaposlovanje Republike
Slovenije

Z letom 2011 je v veljavo stopil Zakon o urejanju trga dela (ZUTD), ki je močno posegel na področje denarnih nadomestil za brezposelnost. Bistvene novosti so povišanje stopnje nadomestila v prvih treh mesecih brezposelnosti, povišanje spodnje in zgornje meje nadomestila in skrajšanje dobe trajanja obveznega zavarovanja kot pogoj za pridobitev nadomestila. Namen prispevka je proučiti učinek uvedbe ZUTD na radodarnost in dostopnost denarnih nadomestil ter na potencialno spremembo verjetnosti prehoda iz brezposelnosti v zaposlenost in/ali neaktivnost. Analiza temelji na mikropodatkih Zavoda za zaposlovanje in uporabi metod regresijske analize in različnih orodij analize preživetja, neto učinek spremembe na verjetnost prehoda iz brezposelnosti pa ocenjujemo z uporabo kvazi-eksperimentalnega pristopa. Iz analize izhaja, da se je z novim zakonom radodarnost nadomestil občutneje povečala, predvsem za mlajše in ženske, njihova dostopnost pa se je v primerjavi z letom 2010 povečala le malenkostno. V nasprotju s pričakovanji je verjetnost prehoda iz brezposelnosti po novem zakonu večja kot po starem zakonu. Vendar, analiza pokaže, da bi bila brez uvedbe ZUTD prehodnost še nekoliko večja, iz česar izhaja, da je bil neto učinek novega zakona na verjetnost prehoda iz brezposelnosti negativen.

Ključne besede: denarna nadomestila, radodarnost, dostopnost, vztrajanje v brezposelnosti, trg dela, Zakon o urejanju trga dela

EMPIRICAL ANALYSIS OF THE EFFECTS OF THE LABOR MARKET REGULATION ACT INTRODUCTION

Primož Dolenc, primoz.dolenc@fm-kp.si, UP Faculty of management

Suzana Laporsek, suzana.laporsek@fm-kp.si, UP Faculty of management

Viljem Spruk, viljem.spruk@ess.gov.si, Employment Service of Slovenia

*Matija Vodopivec, matija.vodopivec@mfdps.si, International School for Social and Business
Studies and Bank of Slovenia*

*Milan Vodopivec, milan.vodopivec@fm-kp.si, UP Faculty of Management and International
School for Social and Business Studies*

Barbara Zupančič, barbara.zupancic@ess.gov.si, Employment Service of Slovenia

In 2011 a new Labor Market Regulation Act came into force and brought some major changes to unemployment insurance benefits. Among others, it increased the replacement rate in the first three months of unemployment and the minimum and maximum level of unemployment benefits and reduced duration of contribution requirement. The paper aims to analyze the effect of the Act introduction on the generosity of unemployment benefits, their accessibility and on the probability of transition from unemployment to employment and/or inactivity. The analysis is based on microdata from the Employment Service and employs regression analysis methods and different tools of survival analysis, whereas the net impact of legislation change on the probability of outflows from unemployment is estimated with a quasi-experimental approach. The analysis shows that the new law significantly increased the unemployment benefits generosity, especially for younger people and women, while their accessibility increased only slightly in comparison to 2010. Contrary to expectations, probability of outflows from unemployment is greater under the new law than under the old law. However, further analysis shows that without the adoption of the Act the transition would be even higher, implying that the net effect of the new law on the probability of outflow from unemployment is negative.

Key words: unemployment benefits, generosity, accessibility, unemployment persistence, labor market, the Labor Market Regulation Act

Panelna razprava / Panel discussion

Varstvo osebnih podatkov - izzivi in prakse uradne statistike in raziskovalnega okolja / *Personal data protection - challenges and practice in official statistics and the research community*

Moderator: Irena KRIŽMAN (generalna direktorica, Statistični urad Republike Slovenije / *Director-General, Statistical Office of the Republic of Slovenia, Slovenia*)

Sodelujejo: / *Discussants:*

Jernej DIRNBEEK (Informacijski pooblaščenec / *Information Commissioner*)

Miha VOGELNIK (Valicon / *Valicon*)

Boris MAJCEN (Inštitut za ekonomska raziskovanja, Slovenija / *Institute for Economic Research, Slovenia*)

Metka ZALETEL (Inštitut za varovanje zdravja RS / *Institute of Public Health of the Republic of Slovenia*)

Tomaž SMREKAR (Statistični urad Republike Slovenije / *Statistical Office of the Republic of Slovenia, Slovenia*)

VARSTVO OSEBNIH PODATKOV – IZZIVI IN PRAKSE URADNE STATISTIKE IN RAZISKOVALNEGA OKOLJA NA PRIMERIH ANKETNIH RAZISKOVANJ OSEB IN GOSPODINJSTEV

Irena Križman, generalna direktorica, Statistični urad Republike Slovenije

Nekatere raziskovalne organizacije v Sloveniji zbirajo podatke od oseb in gospodinjstev v okviru domačih in mednarodnih raziskovalnih projektov. Sodelovanje in povezovanje z uradnimi statistikami lahko prispevata k racionalnejšemu zbiranju in obdelavi podatkov, zlasti v primeru longitudinalnih študij, predvsem pa k zagotavljanju večje kakovosti in povezljivosti podatkov za statistične in znanstveno-raziskovalne namene. K bolj racionalnem načinu zbiranja podatkov v organizaciji in izvedbi raziskovalnih organizacij (kot npr. SHARE, ESS) bi prispevala tudi morebitna uporaba administrativnih virov, ki bi posledično skrajšala vprašalnike, zmanjšala obremenitve anketirancev in lahko povečala kakovost podatkov, na primer primerljivost z uradnimi statistikami. Ob tem pa se odpirajo vprašanja zagotavljanja pravne osnove za zbiranje osebnih podatkov v raziskovalnem okolju, njihovega povezovanja z uradnimi statističnimi ali administrativnimi podatki in vodenja zbirk osebnih podatkov v fazi raziskovalnih projektov. Glede na to, da se SURS čedalje bolj odpira do raziskovalnega okolja, je pomembno, da je varovanje osebnih podatkov dobro urejeno tudi v tem okolju. SURS ima že precej izkušenj, ki bi jih lahko prenesel tudi na raziskovalno okolje. Krepitev zavedanja pomena varovanja podatkov je nujna pri vseh deležnikih, ki zbirajo in obdelujejo osebne podatke.

Za sodelovanje v panelni razpravi bomo zaprosili tiste raziskovalne institucije, ki so nosilci anket oseb ali gospodinjstev in pri tem želijo sodelovati s SURS-om in drugimi pooblaščenimi izvajalci v sistemu državne statistike. Svojo prakso in izzive bi predstavil tudi SURS in drugi pooblaščenji izvajalci. Povabili pa bi tudi predstavnika Informacijskega pooblaščenca.

Ključne besede: varstvo osebnih podatkov, zbirke osebnih podatkov, obdelava osebnih podatkov, povezovanje osebnih podatkov za statistični in raziskovani namen.

PERSONAL DATA PROTECTION – CHALLENGES AND PRACTICE OF OFFICIAL STATISTICS AND THE RESEARCH COMMUNITY IN CASES OF INDIVIDUAL AND HOUSEHOLD SURVEYS

Irena Križman, Director-General, Statistical Office of the Republic of Slovenia

Some research organisations in Slovenia collect data from people and households within national and international research projects. Cooperation and integration with official statistics can contribute to more rational data collection and processing, particularly in the cases of longitudinal studies, and especially to providing better quality and integration of data for statistical and for scientific and research purposes. The rationality of data collection organised and implemented by research institutions (such as SHARE, ESS) would improve with the use of administrative sources, which would shorten the questionnaires, reduce the reporting burden and improve the quality of data, e.g. comparability with official statistics. However, there are questions regarding the provision of the legal basis for collecting personal data by the research community, their integration with official statistical or administrative data, and keeping of personal data collections in the phase of research projects. Since SURS is opening up towards the research community, it is necessary for data protection to be well regulated also in this environment. SURS already has much experience that could be transferred to the research community. Strengthening the awareness of the importance of data protection is necessary for all stakeholders collecting and processing personal data.

All those research institutions will be invited to participate in the panel discussion that are the managers of individual or household surveys and that wish to cooperate with SURS and other authorised producers of national statistics. Their practice and challenges will be presented by SURS and other authorised producers. A representative of the Information Commissioner will also be invited.

Key words: personal data protection, personal data collections, processing of personal data, integration of personal data for statistical and research purposes.

UVODNA PREDSTAVITEV V OKVIRU PANELNE RAZPRAVE NA STATISTIČNIH DNEVIH

Jernej Dirnbek, Državni nadzornik za varstvo osebnih podatkov

Predstavniki Informacijskega pooblaščenca RS Jernej Dirnbek, državni nadzornik za varstvo osebnih podatkov, bo na začetku panelne razprave predstavil nekaj pravnih temeljev iz določb Zakona o državni statistiki in Zakona o varstvu osebnih podatkov, ki jih je treba upoštevati pri obdelavi osebnih podatkov, potrebnih za izvajanje statističnih raziskovanj. Predstavil bo tudi pravne podlage za uporabo administrativnih zbirk osebnih podatkov ter pravila, ki jih morajo upoštevati pooblaščenči izvajalci dejavnosti državne statistike pri uporabi teh podatkov.

V nadaljevanju bo primerjal dejavnost anketiranja za namen statističnega raziskovanja z izvajanjem neposrednega trženja in ugotavljal razlike med njima. Govoril bo tudi o omejitvah, ki jih je treba pri tem spoštovati, in seveda o pravicah posameznikov – anketiranih oseb – v zvezi s tem.

Ob koncu bo predstavil še vlogo Informacijskega pooblaščenca, načela, na katerih temeljijo njegove odločitve, in navzoče seznanil z možnostmi za neposredno komuniciranje in pridobivanje pravnih mnenj, če bi se pri posameznem statističnem raziskovanju morda pojavile nejasnosti glede zakonitosti obdelave osebnih podatkov.

Ključne besede: pravni temelji, anketiranje, načela

INTRODUCTORY PRESENTATION WITHIN THE PANEL DISCUSSION AT STATISTICAL DAYS

Jernej Dirnbek, State Supervisor for Personal Data Protection

At the start of the panel discussion, the representative of the Information Commissioner of the Republic of Slovenia Mr Jernej Dirnbek, State Supervisor for Personal Data Protection, will present some legal bases stipulated by the National Statistics Act and the Personal Data Protection Act that must be taken into account in personal data processing for the purpose of conducting statistical surveys. Mr Dirnbek will also describe the legal bases for the use of administrative collections of personal data and rules that must be taken into account by authorised producers of national statistics using these data.

Further on Mr Dirnbek will compare the interviewing for the purpose of statistical surveying vis-à-vis direct marketing, the limitations that must be considered in this respect and, of course, what are the rights of individual respondents.

At the end Mr Dirnbek will present the role of the Information Commissioner and the principles on which its decisions are based, and inform the participants about the possibilities of direct communication and obtaining of legal opinions in cases of possible lack of clarity regarding the legality of personal data processing.

Key words: legal base, interviewing, principles

ESOMAR – ZDRUŽENJE IN ETIČNI KODEKS RAZISKOVALNIH AGENCIJ

Miha Vogelник, Valicon

Anketne raziskave, ki so jih izvajala komercialna raziskovalna podjetja, so se v preteklosti pogosto enačile z neposredno prodajo. Zaupanje v takšne raziskave je bilo posledično precej manjše kot v raziskave, ki potekajo pod okriljem državnih ali javnih organizacij. Svetovna organizacija ESOMAR združuje raziskovalne organizacije, ki so se odločile slediti določenim standardom in etičnim kodeksom. Temeljna zahteva v etičnem kodeksu je varovanje osebnih podatkov anketirancev. ESOMAR zavezuje svoje člane k varovanju osebnih podatkov že od leta 1948.

PANELI IN OSEBNI PODATKI

Ena izmed cenovno ugodnejših metod zbiranja podatkov so panelne raziskave. Gre za anketne raziskave, ki se izvajajo na (bolj ali manj) istih posameznikih v različnih časovnih točkah. Za našo razpravo so paneli zanimivi tudi zaradi varovanja osebnih podatkov. Za vodenje in vzdrževanje panela (pošiljanje vprašalnikov, pregled nad temami, pri katerih so panelisti že sodelovali, posredovanje tematik, ki jih zanimajo, nagrajevanja udeležencev) je treba osebne podatke posameznika (panelista) hraniti in obdelovati daljše obdobje.

OSEBNI PODATKI V PROCESU DELA

Največji izziv anketnih raziskav je zagotavljanje varovanja osebnih podatkov v trenutkih, ko podatki zapustijo varovana področja in jih uporabljajo posamezniki (anketarji, raziskovalci, nadzorniki), na primer: dostop do telefonske številke za izvajanje ankete, čiščenje vzorcev zaradi zahtevane izločitve telefonske številke ... Da bi na teh točkah zadostili varnosti osebnih podatkov, je treba vse vpletene iz raziskovalne organizacije izobraževati, vpeljati in uporabljati preizkušene procese, prepoznati točke, na katerih bi lahko prišlo do odliva osebnega podatka, in vzpostaviti sistem (ne nujno tehničnega), ki bo omogočil vpogled v napako.

Ključne besede: ESOMAR, ankete

ESOMAR ASSOCIATION AND THE ETHICAL CODE OF RESEARCH AGENCIES

Miha Vogeltnik, Valicon

Surveys conducted by commercial research companies used to be frequently equalled with direct sale. As a result, trust in such surveys was a lot smaller than trust in surveys conducted by government or public organisations. The world-wide organisation ESOMAR unites research organisations that decided to follow specific standards and ethical codes. The fundamental requirement in the ethical code is protection of respondents' personal data. ESOMAR has been committing its members to personal data protection since 1948.

PANELS AND PERSONAL DATA

One of the most affordable methods of data collection is panel surveys. These surveys are conducted on a (more or less) the same individuals in different points in time. For the purpose of our discussion, panels are interesting due to personal data protection. For managing and maintaining the panel (sending of questionnaires, having an overview of the subjects in which the panellists have already participated, transmission of topics of interest, rewarding of participants) it is necessary to store and process personal data of individuals (panellists) over a longer period.

PERSONAL DATA IN THE WORK PROCESS

The greatest challenge of surveys is to provide personal data protection at times when the data leave secure areas and are used by people such as interviewers, researchers, supervisors, e.g. access to the telephone number, cleaning of samples due to the requested deletion of a telephone number, etc. To provide personal data protection, it is therefore necessary to educate everybody involved in the process at the research organisation, to introduce and use proven processes, to identify situations where personal data could be leaked and to set up a system (not necessarily technical) that will enable the detection of errors.

Key words: ESOMAR, surveys

POVEZOVANJE ANKETNIH IN ADMINISTRATIVNIH PODATKOV – PROJEKT SHARE

Boris Majcen, Inštitut za ekonomska raziskovanja, Ljubljana, Slovenija

Projekt SHARE obravnava ekonomske, socialne in zdravstvene vidike procesa staranja prebivalstva v Evropi na podlagi vnaprej mednarodno poenotenih longitudinalnih podatkov na temelju podrobnega anketiranja evropskega prebivalstva, starega nad 50 let (do 6000 izvedenih vprašalnikov v vsaki državi); to omogoča multidisciplinarno analizo najrazličnejših povezav med posameznimi (ekonomskimi, socialnimi in zdravstvenimi) vidiki procesa staranja prebivalstva in s tem celovit vpogled v proces staranja prebivalstva in njegove posledice. Slovenija se je pridružila projektu SHARE v 4. valu, v obdobju 2010–11; pripravlja se za izvedbo 5. vala in je tik pred formalno vključitvijo v projekt SHARE-ERIC.

Vprašanje možnosti in načina povezovanja anketnih in administrativnih podatkov je gotovo ena zelo pomembnih dilem, in se je zavedajo tudi nosilci projekta SHARE. Koordinator je v zvezi s tem že izvedel pilotno metodološko študijo v okviru 3. in 4. vala v sodelovanju z Nemškim pokojninskim zavodom – s ciljem, da se izboljša kakovost podatkov, da se potrdijo zbrani anketni podatki in pridobijo dodatne informacije (npr. delovna zgodovina posameznikov).

Če pa na problem pogledamo širše in se vprašamo, ali lahko dozdajšnji način anketnega zbiranja podatkov spremenimo tako, da skušamo zbrati čim več podatkov iz administrativnih virov in jih povezati z anketnimi podatki, ki jih lahko pridobimo le v neposrednem stiku z anketirancem, se nam seveda takoj odpre široka paleta vprašanj: o povezljivosti podatkov in možnostih za povezovanje tudi v drugih državah članicah EU, o pravnih podlagah za zbiranje podatkov in tudi o vzdrževanju zbirk osebnih podatkov, o načinu pridobivanja podatkov (v neposrednem stiku z anketirancem) in o pridobivanju ustnega ali pisnega soglasja za uporabo administrativnih podatkov ali poznejše povezovanje anketno zbranih podatkov z administrativnimi podatki, ne nazadnje tudi o ustreznem varovanju podatkov. Ob tem pa lahko pričakujemo pomembno znižanje stroškov anketiranja, razbremenitev anketirancev in anketarjev in hkrati povečanje kakovosti zbranih podatkov.

Ključne besede: SHARE, staranje

LINKING SURVEY AND ADMINISTRATIVE DATA – SHARE PROJECT

Boris Majcen, Institute for Economic Research, Ljubljana, Slovenia

The SHARE project addresses economic, social and health aspects of population ageing in Europe on the basis of internationally harmonised longitudinal data based on detailed surveying of European population aged 50+ (up to 6,000 completed questionnaires in each country); this enables a multidisciplinary analysis of various links between individual (economic, social and health) aspects of population ageing and thus a comprehensive insight into population aging and its consequences. Slovenia joined the SHARE project in the fourth wave in the 2010-2011 period, is preparing for the implementation of the fifth wave and is just about to be formally included in the SHARE-ERIC project.

The possibility and method of linking survey and administrative data is definitely one of the very important issues and the leaders of the SHARE project are well aware of it. In this respect, the coordinator has already conducted a pilot methodological study within the third and fourth waves in cooperation with the German Pension Institute with the aim to improve data quality, to confirm the collected survey data and to obtain additional information (e.g. employment history of individuals).

However, if we look at the problem from a wider perspective and ask ourselves whether the present method of survey data collection can be modified to try to collect as many data as possible from administrative sources and link them with survey data that can only be collected in direct contact with respondents, we are immediately faced with a wide range of questions: about data integration and the possibilities of integration in other EU Member States, about the legal bases for data collection and maintenance of personal data collections, about the method of data collection (in direct contact with respondents) and about obtaining oral or written consent to use administrative data or for later linking of survey data with administrative data, and last but not least about the appropriate data protection. Doing this we can expect a significant reduction in survey costs, reduction of the burden on respondents and interviewers, and improvement in the quality of collected data.

Key words: SHARE, ageing

VARSTVO OSEBNIH PODATKOV – IZZIVI IN PRAKSE URADNE STATISTIKE IN RAZISKOVALNEGA OKOLJA OB PRIMERIH ANKETNIH RAZISKOVANJ ZA OSEBE IN GOSPODINJSTVA

Metka Zaletel, Inštitut za varovanje zdravja RS

Inštitut za varovanje zdravja RS nastopa pri pripravi, obdelavi in objavljanju različnih podatkov v dvojni vlogi: kot pooblaščen izvajalec dejavnosti v sistemu državne statistike, lahko pa tudi kot raziskovalna ustanova. Oba sistema sta sicer ločena skladno z Zakonom o državni statistiki in Kodeksom ravnanja evropske statistike, kljub temu pa se zaradi te dvojne vloge dnevno srečujemo z naslednjimi izzivi, ki bodo predstavljeni v panelni razpravi:

- Meja med državno in resorno statistiko včasih ni jasna ali je precej zabrisana. Vključitev posamezne naloge v sistem državne statistike, na primer anketnega raziskovanja za osebe in gospodinjstva, seveda prinaša nekatere prednosti, hkrati pa tudi nekatere slabosti. Oba vidika bosta predstavljena v panelni razpravi.
- Različnih administrativnih virov ni mogoče uporabljati za ankete, ki niso predmet državne statistike, razen če gre za lastne administrativne vire. To zahteva dodatne stroške in povzroči dodatne obremenitve poročevalskih enot, hkrati pa lahko deloma zmanjšuje tudi kakovost in primerljivost podatkov.
- Predstavljeni bodo vidiki varstva osebnih in občutljivih osebnih podatkov, s katerimi se srečujemo pri zdravstvenih podatkih.

Ključne besede: državne in resorne statistike, administrativni viri, varstvo podatkov

PERSONAL DATA PROTECTION – CHALLENGES AND PRACTICE IN OFFICIAL STATISTICS AND THE RESEARCH COMMUNITY IN CASES OF INDIVIDUAL AND HOUSEHOLD SURVEYS

Metka Zaletel, Institute of Public Health of the Republic of Slovenia

The Institute of Public Health of the Republic of Slovenia plays a dual role in preparing, processing and publishing various data: that of an authorised producer in the system of national statistics and that of a research institution. These two systems are separated in line with the National Statistics Act and the European Statistics Code of Practice; however, due to the dual role, we are daily faced with the following challenges that will be presented in the panel discussion:

- *Sometimes the boundary between national and sectoral statistics is not clear or is rather obscure. The inclusion of individual tasks in the system of national statistics, e.g. a survey of individuals and households, of course brings some advantages as well as some disadvantages. Both aspects will be presented in the panel discussion.*
- *Some administrative sources cannot be used for surveys that are not subject of national statistics, except if they are own administrative sources. This requires additional costs and causes additional reporting burden, and can partly reduce data quality and comparability.*
- *Aspects of the protection of (sensitive) personal data will be presented with which we are faced in dealing with health data.*

Key words: national and sectoral statistics, administrative sources, data protection

DRŽAVNA STATISTIKA KOT PODATKOVNO SKLADIŠČE MIKROPODATKOV ZA SOUPORABO RAZLIČNIH PARTNERJEV ZA RAZISKOVALNI NAMEN

Tomaz Smrekar, SURS

Ker SURS zagotavlja mikropodatke za raziskovalni namen, je zato pomemben dejavnik tudi pri ustvarjanju informacijske podlage za načrtovanje družbenega razvoja Republike Slovenije.

Mikropodatki državne statistike se uporabljajo za raziskovalne analize družbenih pojavov, za modeliranje zakonodaje s področja davkov, socialnih prispevkov, trga dela in pokojninske zakonodaje; osebni (mikro)podatki pa se uporabljajo za anketiranje v domačih in mednarodnih raziskovalnih projektih. Vsi podatki za analize in modeliranje so razosebljeni (deindividualizirani); dostop do teh podatkov in njihovo uporabo upravljamo skladno z zakonskimi zahtevami ter tehnološkimi in organizacijskimi rešitvami (varna soba, dostop z daljave), ki so se glede informacijske varnosti in dostopanja do mikropodatkov državne statistike uveljavile kot dobre prakse.

Za nadaljnjo optimizacijo procesov (uporaba registrskih podatkov in posledično racionalnejša zbiranje in obdelava podatkov v raziskovalnem okolju) je treba imeti jasen strateški cilj, prepoznati izzive (potrebe, priložnosti) (dosledno upoštevanje zakonske podlage s področja osebnih podatkov; upravljanje podatkov s pomočjo sodobnih informacijskih in komunikacijskih možnosti, ohranjanje zaupanja v državno statistiko) in premagovati težave z dobro komunikacijo in sodelovanjem med državnim statističnim sistemom, Informacijskim pooblašcem, raziskovalnimi ustanovami in družbami, ki zbirajo podatke.

Optimiziran sistem bo omogočal zmanjšanje obremenjevanja anketirancev, racionalnejšo uporabo človeških in finančnih virov in boljšo kakovost podatkov.

Ključne besede: mikropodatki, uporaba

NATIONAL STATISTICS AS A WAREHOUSE OF MICRODATA FOR JOINT USE BY DIFFERENT PARTNERS FOR RESEARCH PURPOSES

Tomaž Smrekar, SURS

Because SURS provides microdata for research purposes, it is an important factor also in creating the information bases for planning the social development of the Republic of Slovenia. Microdata provided by national statistics are used for research analyses of social phenomena, and for modelling legislation in the field of taxes, social contributions, labour market and pension legislation, while personal (micro)data are used for surveying in national and international research projects. All data for analyses and modelling are deindividualised. Access to these data and their use are managed in line with legislation, and with technological and organisational solutions (secure room, remote access) that follow good practice of information security and access to microdata provided by national statistics.

For further optimisation of processes (use of register data and more rational data collection and processing by the research community), it is necessary to have a clear strategic objective, to identify challenges (strict adherence of the legal basis from the field of personal data; data management with the help of modern information and communication solutions; preservation of confidence in national statistics) and to respond to challenges with the help of good communication and cooperation in the system of national statistics, with the Information Commissioner, research institutions and entities collecting data.

The optimised system will lower the reporting burden, rationalise the use of human and financial resources, and improve data quality.

Key words: microdata, use

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Zaposleni kot najpomembnejši proizvodni dejavnik v javnem sektorju / Employees as the most important production factor in the public sector

Moderator: Tine STANOVNIK (Ekonomska fakulteta Univerze v Ljubljani / *Faculty of Economics, Slovenia*)

Matija VODOPIVEC, Mojca ROTER (Banka Slovenije / *Bank of Slovenia*)

Ana T. SELAN (Urad Republike Slovenije za makroekonomske analize in razvoj / *Institute of Macroeconomic Analysis and Development, Slovenia*)

Irena SVETIN, Lenart LAH (Statistični urad Republike Slovenije / *Statistical Office of the Republic of Slovenia*)

Milena BEVC, Marko OGOREVC (Inštitut za ekonomska raziskovanja / *Institute for Economic Research, Slovenia*)

RAZLIKE V PLAČAH MED JAVNIM IN ZASEBNIM SEKTORJEM

Matija Vodopivec, Matija.vodopivec@bsi.si, Mednarodna fakulteta za družbene in poslovne študije in Banka Slovenije
Mojca Roter, Mojca.rotter@bsi.si, Banka Slovenije

Ob stagniranju gospodarske rasti in vztrajanju visokih javnofinančnih primanjkljajev je fiskalna konsolidacija pridobila na pomenu gospodarske politike po vsej Evropi. Delavci v javnem sektorju so tudi lahke tarče nezadovoljstva, saj so kljub višji varnosti delovnega mesta njihove povprečne plače bistveno višje kot v zasebnem sektorju. Postavlja se vprašanje do kolikšne mere so te razlike upravičene glede na različne demografske profile zaposlenih?

V študiji ugotavljamo, da je v javnem sektorju kompresija plač večja kot v zasebnem, po uveljavitvi plačne reforme javnega sektorja v letih 2008 in 2009 pa se je kompresija plač za določene poklice javnega sektorja zmanjšala. Za manj zahtevne poklice so tako plače v javnem sektorju praviloma višje kot v zasebnem, za bolj zahtevne pa nižje. Ugotavljamo tudi, da so razlike v povprečnih plačah v veliki meri posledica različnega izobrazbenega profila zaposlenih v javnem sektorju: leta 2010 je delež zaposlenih v javnem sektorju s terciarno stopnjo izobrazbe znašal skoraj 50%, medtem ko je v zasebnem sektorju znašal le okoli 20%. Analiza temelji na mikropodatkih raziskave EU-SILC za obdobje 2005 – 2010, v analizo pa vključujemo demografske podatke posameznikov in značilnosti zaposlitve.

Ključne besede: trg dela, plače, razlike v plačah

WAGE DIFFERENTIALS BETWEEN PUBLIC AND PRIVATE SECTORS IN SLOVENIA

Matija Vodopivec, Matija.vodopivec@bsi.si, International School for Social and Business Studies and Bank of Slovenia

Mojca Roter, Mojca.rotter@bsi.si, Bank of Slovenia

In an environment of stagnant economic growth and persistent government deficits, examining the various possible channels of fiscal consolidation has gained relevance for economic policy throughout Europe. Public sector workers are ostensibly easy targets for political discontent – despite higher job security their average wages are considerably higher than in the private sector – but to what extent are these differences justified given their differing demographic profiles?

In this paper, we argue that in Slovenia the distribution of wages is more compressed in the public sector compared to the private sector, but the adoption of a new public sector wage scheme in 2008 and 2009 decreased the compression for certain occupational groups. Wages for less qualified workers thus tend to be higher for public sector workers compared to their counterparts in the private sector, while the opposite is true for more qualified workers. We also find that differences in aggregate wages are largely driven by the differing educational profile of public sector employees: in 2010, the proportion of public sector employees with tertiary degrees was close to 50 %, whereas in the private sector it was approximately 20 %. The analysis is based on micro-level EU-SILC survey data of Slovenian individuals and households for the 2005 – 2010 period and incorporates job and demographic characteristics.

Key words: labour market, wages, wage differentials

PLAČE IN PREJEMNIKI PLAČ PO RAZLIČNIH ZAJETJIH JAVNEGA SEKTORJA

mag. Ana T. Selan, ana.selan@gov.si, UMAR

Plače in število prejemnikov plač v slovenskem javnem sektorju lahko mesečno spremljamo zlasti preko podatkov SURS in AJPES. Obe instituciji uporabljata enoten obrazec in isto zajetje opazovanih enot, njeni definiciji javnega sektorja pa sta različni. SURS se opira na statistiko nacionalnih računov in Standardno klasifikacijo institucionalnih sektorjev, AJPES pa sledi definiciji javnega sektorja iz Zakona o sistemu plač v javnem sektorju. Na UMAR smo javni sektor doslej opredeljevali predvsem kot skupek določenih dejavnosti javnih storitev. Dejavnosti s podobnimi značilnostmi v skupine razvršča tudi Eurostat, ob tem pa velja opozorilo, da se med dejavnosti javnih storitev uvrščajo vsi subjekti (javnega kot tudi zasebnega sektorja), ki so kot glavno dejavnost opredelili eno od naštetih. Kljub temu bo prispevek skušal pokazati, da so v zajetih dejavnostih javnih storitev pretežno subjekti javnega sektorja oz. sektorja država. To bo predstavljeno s skladnostjo gibanja plač in prejemnikov plač po vseh treh opredelitvah (javni sektor, sektor država, dejavnosti javnih storitev) in/ali obeh virih podatkov (SURS, AJPES).

Prispevek bo predstavil različne opredelitve, poimenovanja in zajetja javnega sektorja ter prikazal gibanje plač in prejemnikov plač v Sloveniji po različnih virih in/ali definicijah javnega sektorja.

Ključne besede: plače, javni sektor, sektor država, dejavnosti javnih storitev, nacionalni računi, Standardna klasifikacija institucionalnih sektorjev, Zakon o sistemu plač v javnem sektorju

WAGES AND WAGE EARNERS ACCORDING TO DIFFERENT COVERAGES OF PUBLIC SECTOR DATA

Ana T. Selan, Msc, ana.selan@gov.si, IMAD

Wages and number of wage earners in the Slovenian public sector can be monthly monitored particularly by SORS and AJPES data. Both institutions use the same form and cover the same observation units, but their definitions of the public sector differ. The definition of the public sector by SORS is based on the national accounts statistics and the Classification of Institutional Sectors, while AJPES uses the definition from the Public-Sector Salary System Act. So far IMAD has used a simplified definition of the public sector, regarding it as a cluster of specific public service activities. Eurostat also groups together activities with similar characteristics. However it has to be noted that public service activities include all entities (from both the public and the private sectors), that have declared their main activity as one of the listed. Notwithstanding, the paper shows that the majority of the observation units in public service activities come from the public sector/general government, which is evidenced by the conformity of the dynamics of wages and wage earners according to all three definitions (public sector, general government and public service activities) and/or both sources of data (SORS, AJPES).

The paper analyses different definitions, descriptions and coverages of public sector data, and particularly the movements of wages and the number of wage earners in Slovenia, according to different data sources and/or definitions of the public sector.

Key words: wages, public sector, general government, public service activities, national accounts, Classification of Institutional Sectors, Public-Sector Salary System Act

SLABE IN DOBRE LASTNOSTI ZAPOSLOTITVE V JAVNEM IN ZASEBNEM SEKTORJU

Irena Svetin, Irena.Svetin@gov.si, Statistični urad RS
Lenart Lah, Lenart-Milan.Lah@gov.si, Statistični urad RS

V Sloveniji vrsto let prevladujejo stereotipi o zaposlitvah v javnem sektorju: šlo naj bi za varne službe, v katerih naj bi se delalo manj kot v zasebnem sektorju, plače pa naj bi bile glede na količino in zahtevnost dela sorazmerno visoke. Nasprotno velja za zasebni sektor: tam naj bi se delalo več ali preveč, stalnost zaposlitve in višina plače pa naj bi bili močno vezani na delovno učinkovitost.

Namen prispevka je analizirati vrste in značilnosti zaposlitev v obeh sektorjih. Med seboj ju bomo primerjali glede na t. i. prožno varnost, torej glede na deleže prožnih oblik zaposlitev, kot sta delo za določen čas in delovni čas, krajši od polnega, glede na število običajno in dejansko opravljenih delovnih ur, glede na plače in neenakost med plačami, obenem pa vse postavili tudi v evropski kontekst. Tako bomo s statističnimi podatki podkrepili ali ovrgli omenjene stereotipe.

Ključne besede: javni sektor, zasebni sektor, plače, neenakost med plačami, delovni čas, Anketa o delovni sili

PROS AND CONS OF EMPLOYMENT IN PUBLIC AND PRIVATE SECTOR

*Irena Svetin, Irena.Svetin@gov.si, Statistical Office of the RS
Lenart Lah, Lenart-Milan.Lah@gov.si, Statistical Office of the RS*

For many years the stereotypes about employment in the public sector have been very present in Slovenia: the employment security is high, there is not much work to do, and wages are relatively high considering the amount and complexity of work done. The “rules” in the private sector have been quite the opposite: there is too much work, the security of employment and payments are tightly linked to the efficiency of work.

The main goal of this paper is to analyse types and characteristics of employment in both sectors. We will compare both sectors by “flexicurity” of employment, thus by the share of flexible employments (part time work and temporary employment), by the number of usual and actual working hours, by wages and inequality of wages, etc. At the end, we will compare Slovenia by these characteristics with the other EU Member States. Thus, we will confirm or deny some of the stereotypes that have been mentioned in the beginning.

Key words: public sector, private sector, wages, inequality of wages, working time, Labour Force Survey.

OBSEG IN ZNAČILNOSTI EMIGRACIJE SLOVENSКИH ZNANSTVENIKOV V OBDOBJU 1995–2009

Milena Bevc, bevcvm@ier.si, Inštitut za ekonomska raziskovanja, Ljubljana
Marko Ogorevc, ogorevcvm@ier.si,
Inštitut za ekonomska raziskovanja, Ljubljana

Anketiranje raziskovalne sfere je ob odsotnosti uradnih statističnih in drugih podatkov ključni vir za proučevanje emigracije znanstvenikov. V prispevku prikazujemo metodologijo in rezultate proučevanja dejanske emigracije slovenskih raziskovalcev v obdobju 1995–2009, ki temelji na anketiranju vseh raziskovalnih organizacij v Sloveniji (cela populacija), izvedeno pa je bilo v letih 2004 in 2009. Uporaba enake metodologije in vprašalnikov ter velik odziv (pri obeh anketiranjih je bilo v organizacijah-respondentih zaposlenih prek dve tretjini vseh raziskovalcev Slovenije) omogočata analizo trendov: primerjavo petletnega obdobja po vključitvi Slovenije v EU maja 2004 z 10-letnim obdobjem pred tem. Evidentiran letni obseg emigracije se je v absolutnih številkah povečal, izražen relativno – kot delež v številu raziskovalcev – pa je ostal majhen in nespremenjen. Glavna sprememba v značilnostih emigrantov pa je zniževanje njihove povprečne starosti in povečevanje deleža doktorjev.

Ključne besede: raziskovalci, emigracija, obdobje 1995-2004, obdobje 2004-2009, anketiranje, Slovenija

THE SIZE AND CHARACTERISTICS OF EMIGRATION OF SLOVENE SCIENTISTS IN THE PERIOD 1995–2009

Milena Bevc, bevc@mier.si, Institute for Economic Research, Slovenia
Marko Ogorevc, ogorevc@mier.si, Institute for Economic Research, Slovenia

In this paper we analyse the size/scope and characteristics of emigration of Slovene scientists in the period 1995–2009, based on the survey of all research organisations (total population) in the country conducted in 2004 and 2009. The use of the same methodology (presented in the paper) and questionnaires together with a high response rate (in both surveys organisations-respondents employed above two thirds of total number of researchers) enables us to analyse trends: a comparison of the 5-year period following Slovenia's accession to the EU in May 2004 with the 10-year period prior to this event. The annual number of emigrants among organisations (which responded to the survey) increased in absolute terms, but expressed in relative terms – as a percentage of researchers employed in these organisations – it remained small and without noticeable change. The main change in characteristics of emigrants is decreasing their average age and increasing percentage of scientists with Ph.D.

Key words: researchers, emigration, period 1995-2004, period 2004-2009, survey, Slovenia

Procesi v javnem sektorju - priložnost za izboljšave / *Public sector processes - opportunities for improvement*

Moderator: Anže BURGER (Ministrstvo za finance / *Ministry of Finance, Slovenia*)

Katja LAUTAR (Ministrstvo za finance / *Ministry of Finance*), **Helena URBANČIČ** (Ministrstvo za gospodarski razvoj in tehnologijo / *Ministry of Economic Development and Technology, Slovenia*)

Biserka SIMČIČ (Ministrstvo za zdravje / *Ministry of Health, Slovenia*)

Matija MRZEL (Ministrstvo za pravosodje in javno upravo / *Ministry of Justice and Public Administration, Slovenia*)

Nataša KOVAČ (Agencija Republike Slovenije za okolje / *Slovenian Environment Agency*), **Irena REJEC BRANCELJ** (Ministrstvo za kmetijstvo in okolje / *Ministry of Agriculture and the Environment, Slovenia*)

Matjaž ČESEN, **Andreja URBANČIČ**, **Polona LAH** (Inštitut Jožef Stefan, Center za energetske učinkovitost / *Energy Efficiency Centre, Jožef Stefan Institute, Slovenia*)

JAVNA UPRAVA, »VREDNA« VLOŽENEGA DENARJA

Katja Lautar, klautar@gmail.com, Ministrstvo za finance

Helena Urbančič, helena.urbancic@gov.si,

Ministrstvo za gospodarski razvoj in tehnologijo

Z razvojem družbe se pomen in aktivnost države večata. Neuspeh poseganja javnega sektorja v gospodarstvo se je pokazal predvsem v poslabšanju javnofinančnih rezultatov in rastoči inflaciji, ki vedno težje zagotavlja temeljne človekove pravice na področju zdravstva, šolstva, socialne varnosti in infrastrukture. V letu 2011 so tako javnofinančni odhodki v državah EU v povprečju obsegali že 50% BDP. Vendar pa je v Sloveniji rast produktivnosti v javnem sektorju izrazito manjša kot v zasebnem, kar je lahko posledica odsotnosti zasebnolastninske motivacije in nadzora, birokratskega načina vodenja ter manjšega tehnološkega napredka zaradi pretežne delovne intenzivnosti javnih storitev. Posledica neuravnotežene rasti produktivnosti zasebnega in javnega sektorja je realno povečevanje stroškov javnih dobrin, tako vprašanje učinkovitosti javnega sektorja prihaja v ospredje. Z metodo DEA (eno izmed metod za merjenje učinkovitosti) bova skušali analizirati državno potrošnjo (proučiti strukturo javnofinančnih odhodkov, s kombinacijo strukture odhodkov po ekonomski in funkcionalni klasifikaciji) in izdatke za zaposlene v javni upravi. Podali bova oceno o učinkovitosti Slovenije kot tudi predloge za prihodnje racionalizacije.

Ključne besede: javni sektor, učinkovitost, javna izdatki, izdatki za zaposlene v javni upravi, produktivnost, DEA metoda.

PUBLIC SECTOR VALUE FOR MONEY

Katja Lautar, klautar@gmail.com, Ministry of Finance

Helena Urbančič, helena.urbancic@gov.si,

Ministry of Economic Development and Technology, Slovenia

With the society development the role and activities of the state increased. The failure of public sector intervention in the economy has proved especially deterioration in fiscal performance and rising inflation, within increasing difficulties in providing basic human rights such as health, education, social security and infrastructure. In 2011 the government expenditure in the EU countries was on average around 50% of GDP. However, productivity growth in Slovenian public sector is significantly lower than in the private, which may be due to the absence of "ownership", motivation and supervision, leadership style bureaucracy and lower technological progress because of the vast labor intensity of public services. Due to unbalanced growth in productivity of private and public sector consequence is real increase in the cost of public goods, so the issue of public sector efficiency comes in front. With DEA method (one of methods for measuring efficiency) we tried to analyze government spending (to examine the structure of government expenditure, combining the structure of expenditure by economic and functional classification) and expenses for employees in public administration. We will evaluate the efficiency of Slovenia as well as providing guidance for further rationalization.

Key words: public sector, efficiency, government spending, expenditures for government employees, productivity, DEA methodology.

KAKOVOST IN VARNOST SISTEMA ZDRAVSTVENEGA VARSTVA- MIT ALI DEJSTVO?

Biserka Simčič, Biserka.simcic@gov.si, Ministrstvo za zdravje

Kakovost in varnost zdravstvene obravnave je prednostna usmeritev držav članic EU. Vizija ministrstva za zdravje je prebivalcem RS zagotavljati raven zdravja, ki je primerljiva z najboljšimi državami na področju zagotavljanja zdravja. Naša odgovornost je, da to dosegamo s povezovanjem vseh partnerjev vpletenih v sistem zdravstvenega varstva, oblikujemo primerne politike in predpise ter vzpostavljamo pogoje za njihovo implementacijo.

V Sloveniji moramo upoštevati mednarodno in evropsko sprejeta načela kakovosti in varnosti ter širše cilje z vplivom na družbo. To so uspešnost, varnost, pravočasnost, učinkovitost in enakost. V primeru zdravstvenega sistema je treba zadovoljiti pričakovanja pacientov, družbe in izvajalcev zdravstvenih storitev. Slaba varnost pacientov tako predstavlja velik problem za javno zdravstvo in veliko ekonomsko obremenitev za omejene zdravstvene vire.

Sistem zdravstvenega varstva mora biti uspešen in zagotavljati zdravstveno oskrbo državljanov ne glede na ekonomske ali politične razmere. Izziv za sistem so krizne razmere. Aktualni dogodki so tako izpostavili povezanost usod držav članic Evropske Unije in držav iz širšega Evropskega območja, zato je smiselno in nujno potrebno, da skupaj poiščemo rešitve velikih izzivov v zdravstvu. Pri tem moramo upoštevati posebnosti posameznih držav in regij, obenem pa izkoristiti priložnost medsebojnega učenja, ki ga te razlike ponujajo.

Ob osredotočanju na finančno vzdržnost zaradi močnih pritiskov na zmanjšanje stroškov v zdravstvu, je včasih kakovost razumljena kot privilegij, ki si ga v danem trenutku ne moremo privoščiti. Mnenja o tem, ali zagotavljanje kakovostne oskrbe pogojuje višje ali nižje stroške, so deljena. Prepričana sem, da potreba po kakovosti in varnosti ne izhaja iz ekonomskih, temveč iz moralno-etičnih argumentov. Gre za dolžnost vseh nas, ki smo del zdravstvenega sistema. Tudi organi odločanja Evropske unije so jo prepoznali v Direktivi o uveljavljanju pravic pacientov pri čezmejnem zdravstvenem varstvu z določili, ki se nanašajo na področje kakovosti in varnosti.

Ključne besede: sistem zdravstvenega varstva, kakovost, varnost, učinkovitost.

QUALITY AND SAFETY OF THE HEALTH CARE SYSTEM – MYTH OR FACT?

Biserka Simčič, Biserka.simcic@gov.si, Ministry of Health, Slovenia

The quality and safety of health care is a priority orientation of the EU Member States. The vision of the Ministry of Health is to provide the level of health for the inhabitants of the Republic of Slovenia which is comparable to the best countries in the field of providing health. Our responsibility is to achieve this by integrating all partners included in the health care system, create suitable policies and regulations, and establish conditions for their implementation.

In Slovenia, international and European principles of quality and safety, and wider goals with an impact on society must be considered. These are successfulness, safety, timeliness, efficiency and equality. The health care system requires the fulfilment of the expectations of patients, society and providers of health care services. Bad safety of patients may represent a major problem for public health care and great economic burden for the aforementioned health care resources.

The health care system must be successful and ensure health care for all citizens regardless of the economic or political circumstances. Crisis situations are a challenge for the system. Current events have stressed the connection of the destinies of the EU Member States and countries from wider European area making joint efforts to find solutions to the great challenges in health care sensible and vital. Special features of individual countries and regions should be considered, and the opportunity of mutual learning arising from these differences should be seized.

With the focus on financial sustainability due to heavy pressure on the reduction of costs in health care, quality is sometimes understood as a privilege which we cannot afford at this moment. Opinions are split on the issue whether ensuring quality care causes higher or lower costs. I am convinced that the need for quality and safety does not originate from economic but moral and ethical arguments. This is a duty of all of us who are a part of the health care system. The decision-making bodies of the European Union have recognised it in the Directive on patients' rights in cross-border health care with the provisions referring to the field of quality and safety.

Key words: health care system, quality, safety, efficiency.

OBRATNA ELEKTRONSKA DRAŽBA

Matija Mrzel, matija.mrzel@gov.si,
Ministrstvo za pravosodje in javno upravo

V želji po večji učinkovitost in z namenom racionalizacije se skuša vse več procesov podpreti z ustrežno informacijsko podporo. Za podkrepitev te trditve bo predstavljena obratna elektronska dražba, ki predstavlja pomemben segment izvedbe projekta elektronskega javnega naročanja. V svetu je rešitev poznana že relativno dolgo in je široko uporabljena. Od navadne dražbe se razlikuje po tem, da tu ponudniki cene v toku draženja znižujejo in seveda zaradi elektronskega načina izvedbe. Potek draženja omogoča ponudnikom stalno prilagajanje cen trenutno najugodnejši ponudbi v vnaprej določenem časovnem intervalu. Zaradi takšnega koncepta naročnikom zagotavlja:

- hiter način izvedbe naročila,
- dejansko doseganje najugodnejših cen
- transparentnost,
- pomemben korak k brezpapirnemu poslovanju.

Za verodostojnost izvedbe takšnega naročila sta ključnega pomena uporaba časovnega žiga in elektronskega podpisa. Obratna dražba bo del portala elektronskih javnih naročil in bo sčasoma dostopna vse naročnikom po Zakonu o javnem naročanju za lastno uporabo.

Seveda pa je programsko rešitev mogoče uporabljati tudi kot navadno dražbo – pri prodaji kjer se v toku draženja cena zvišuje.

Ključne besede: dražba, elektronsko, cena, naročnik, ponudnik, javna naročila, ponudba, draženje, naročilo.

REVERSE ELECTRONIC AUCTION

Matija Mrzel, matija.mrzel@gov.si, Ministry of Justice and Public Administration, Slovenia

Hoping to achieve higher efficiency and with rationalization more and more processes are trying to get supported by appropriate IT support. To support that cause we will present reverse electronic auction that presents a very important segment of launching electronic public ordering. This solution has been known for quite a while worldwide and is highly used. The difference from the standard auction is that providers are lowering the prices and because of the electronic implementation. The course of auctioneering gives providers constant adjustment of prices according to the cheapest offer in a predetermined time span. This concept assures buyers:

- *quick execution of the order*
- *actually achieving cheapest prices*
- *transparency*
- *important step towards paperless operations*

For the credibility of performance a time stamp is required along with electronic signature. Reverse electronic auction is going to be a part of electronic procurement and will eventually be available to all buyers according to Public procurement law for their use.

The reverse electronic auction can also be used as common auction- where the price is rising in the course of auctioneering.

Key words: Auction, Electronic, Price, Buyer, Providers, Public procurement, Offer, Auctioneering, Order.

Beležke / Notes

SKRIBNO UPRAVLJANJE NARAVNEGA KAPITALA IN EKOSISTEMSKIH STORITEV VODI DO VEČJE OKOLJSKE UČINKOVITOSTI

Mag. Nataša Kovač, natasa.kovac@gov.si, Agencija RS za okolje
Dr. Irena Rejec Brancelj, irena.rejec-brancelj@gov.si,
Ministrstvo za kmetijstvo in okolje

Kot posledica recesije se tudi javni sektor spopada z velikimi finančnimi težavami, ki povzročajo težave v procesu odločanja. Pod velik vprašaj se postavlja njegova učinkovitost in doseganje vidnih rezultatov, ki bodo v korist vseh davkoplačevalcev. Vprašanje, kakšna je optimalna organizacija in velikost državnega aparata, da bi bil ta kolikor je le mogoče učinkovit, prilagodljiv ter odziven do povpraševanja na trgu, postaja vse bolj aktualno.

Prispevek se osredotoča na pomen spremljanja in merjenja okoljske učinkovitosti. Izpostavlja vidik skrbnega upravljanja naravnega kapitala in ekosistemskih storitev, ter v zvezi s tem podaja metodološki okvir ter orodja za spremljanje. V ospredje postavlja pomen uporabe analitskega pristopa pri obravnavanju strokovnih podatkov, informacij in znanja o okolju za potrebe boljšega odločanja. To naj bi bilo osnovano na komuniciranju z javnostmi ter doseženem javnem konsenzu. Večja okoljska učinkovitost predstavlja na področju upravljanja okolja popolnoma nove izzive, s katerimi se srečujejo številne evropske vlade. Dejstvo namreč je, da skrbno upravljanje povečuje družbeno in gospodarsko blaginjo, saj narekuje nove smernice in potrebe z vidika globalnega, regionalnega in nacionalnega upravljanja okolja. Finančno stabilne in gospodarsko zanimive zato postajajo države, ki imajo veliko naravnega kapitala, s katerim dobro upravljajo. Če si države postavijo kot strateško prednost skrbno upravljanje naravnega kapitala in se ob tem zavzemajo za celovito vključevanje okoljske problematike v sektorske politike, si s tem odpirajo priložnosti za zeleno gospodarstvo. Tudi zato Evropska unija namenja približno 41% celotnega evropskega proračuna ravno upravljanju in ohranjanju naravnega kapitala. Prispevek skozi vidik uporabe visoko agregiranih kazalcev učinkovite rabe naravnih virov (resource efficiency) ter ranljivosti ekosistemov (ecosystem resilience) na primeru Slovenije in EU-27 prikazuje logične povezave in prepletenost sektorskih politik ter kaže na to, da je racionalizacija državnega aparata možna in izvedljiva ob skrbnem načrtovanju in določanju strateških prednosti, ki se bodo obrestovale na dolgi rok.

Ključne besede: Slovenija, trajnostni razvoj, naravni kapital, ekosistemske storitve, okoljski odtis, raba naravnih virov, odpornost ekosistemov, ozaveščanje javnosti

IMPROVED MANAGEMENT OF NATURAL CAPITAL AND ECOSYSTEM SERVICES DRIVES TO BETTER ENVIRONMENTAL PERFORMANCE

*Mag. Nataša Kovač, natasa.kovac@gov.si, Slovenian Environment Agency
Dr. Irena Rejec Brancelj, irena.rejec-brancelj@gov.si,
Ministry of Agriculture and the Environment, Slovenia*

Nowadays, the public sector is facing major financial problems as a result of recent recession. Therefore, its effectiveness in terms of efficient production with tangible results seems to be the biggest open question beside dilemma what optimal reorganization should look like. It is obvious that state apparatus needs to be more flexible and responsive in relation to market demands. The article focuses on the importance of environmental performance and its relationship to dedicated management of natural capital and ecosystem services. The importance of using scientific data and analysis, information and knowledge about the environment is stressed as essential in terms of improving the decision-making process and achieving consensus of public opinion by raising public awareness on environmental issues. Thus, environmental performance presents a completely new challenge in the field of environmental management faced by many European governments. In fact, dedicated management of natural capital and ecosystem services increases social and economic resilience. It calls for new guidelines and requirements in global, regional and national environmental governance. Professional, independent, and easily understandable information about the environment can help to better implementation and further strengthening of current environmental priorities, to dedicated management of natural capital and ecosystem services, to coherent integration of environmental considerations across sectoral policy domains and to transformation to a green economy. Therefore, financially stable and economically viable become countries with well-managed natural capital. This is why European Union allocates approximately 41% of the total EU budget just managing and protecting the natural capital. Article, by taking into account aspects of highly aggregated indicators of resource efficiency and ecosystem resilience, shows logical connections between sectoral policies in Slovenia and EU-27 and illustrates that rationalization of the state apparatus is possible and feasible when strategic priorities are carefully planned and set up.

Key words: Slovenia, sustainable development, natural capital, ecosystem services, environmental footprint, resource efficiency, ecosystem resilience, public awareness

RABA ENERGIJE V JAVNEM SEKTORJU, STROŠKI ZANJO IN VPLIVI NA OKOLJE

Matjaž Česen, matjaz.cesen@ijs.si, Inštitut "Jozef Stefan" –
Center za energetska učinkovitost

Andreja Urbančič, andreja.urbancic@ijs.si, Inštitut "Jozef Stefan" –
Center za energetska učinkovitost

Polona Lah, polona.lah@ijs.si, Inštitut "Jozef Stefan" –
Center za energetska učinkovitost

Javni sektor za svoje dejavnosti porablja energijo. Pomembno vprašanje, ki se v zvezi s tem zastavlja v luči razvoja politike EU, slovenske politike ter trenutne finančne situacije, kako učinkovito jo javni sektor porablja. Direktiva 2006/32/ES o učinkovitosti rabe končne energije in o energetskih storitvah, ki postavlja cilj 9% prihrankov energije v 9 letih, določa tudi, da mora javni sektor predstavljati zgled na področju izboljšanja učinkovitosti rabe končne energije. Enako usmeritev določa tudi predlog Nacionalnega energetskega programa.

Energetska statistika v Sloveniji javnega sektorja ne obravnava ločeno, ampak je njegova raba energije zajeta v ostali rabi, ki je izračunan kot razlika med končno rabo energije na nivoju države in rabo energije v sektorjih predelovalne dejavnosti in gradbeništvo, promet in gospodinjstva. Za spremljanje napredka pri izboljšanju energetske učinkovitosti javnega sektorja je potrebna kakovostna statistika rabe energije.

V prispevku bo analizirano, kateri statistični podatki, ki so uporabni za izračun porabe energije v javnem sektorju, so na voljo ter njihovo uporabnost za ta namen. V nadaljevanju bo predstavljeno kako je bila raba energije v javnem sektorju ocenjena za namen priprave Nacionalnega energetskega programa in kateri podatki so bili uporabljeni. Poleg tega bodo prikazani rezultati izračunov po posameznih segmentih javnega sektorja in tudi stroški, ki izhajajo iz rabe energije. Analizirane bodo tudi emisije toplogrednih plinov ter nekaterih onesnaževal zraka.

Ključne besede: raba energije, stroški za rabo energije, prihranki energije, učinkovita raba energije, obnovljivi viri energije, javni sektor

ENERGY USE IN THE PUBLIC SECTOR, ITS COSTS AND ENVIRONMENTAL IMPACTS

*Matjaž Česen, matjaz.cesen@ijs.si, Jožef Stefan Institute – Energy Efficiency Centre
Andreja Urbančič, andreja.urbancic@ijs.si, Jožef Stefan Institute –
Energy Efficiency Centre
Polona Lah, polona.lah@ijs.si, Jožef Stefan Institute – Energy Efficiency Centre*

Public sector is using energy for its activities. An important related question is, particularly in light of the EU policy development, Slovenian policy and current financial situation, how efficiently is it used by the public sector? Directive 2006/32/EC on energy end-use efficiency and energy services, where member states are obliged to achieve 9 % energy saving in 9 years, determines also that the public sector has to represent an example in the field of the improvement of end energy use efficiency. The same direction is determined also by the proposal of the National Energy Programme.

Energy statistics in Slovenia does not deal separately with the public sector; its use is included in other energy use and is calculated as a difference between total final energy use at the state level and energy use in sectors of manufacturing industry, civil engineering, transport and households. To monitor progress of energy efficiency improvement in the public sector, qualitative statistics for energy use is necessary.

In the article, it will be analysed, which statistical data are available for monitoring energy use in the public sector, their usefulness for that purpose. Further, it will be presented how public sector energy use has been estimated at the preparation of the National Energy Programme and the data used. In addition, results of calculations and also costs of energy use in various segments of the public sector will be presented. Greenhouse gases emissions and some air pollutants will also be analysed.

Key words: energy use, costs for energy used, energy savings, efficient energy use, renewable energy sources, public sector, public sector

Aktivni udeleženci /Active Participants

APOHAL Lidija
BEVC Milena
BLEJEC Andrej
BURGER Anže
ČELEBIČ Tanja
ČESEN Matjaž
ĆIRIĆ Rade
DIRNBEK Jernej
DOLENC Primož
FABIJAN Janez
HREN Karmen
JACOVIĆ Anita
KAJZER Alenka
KOVAČ Nataša
KRIŽMAN Irena
LAH Lenart
LAH Polona
LAPORŠEK Suzana
LAUTAR Katja
MAJCEN Boris
MARN Stane
MRZEL Matija
NAGODE Mateja
OGOREVC Marko
ORAŽEM Damjan
REJEC BRANCELJ Irena
ROTAR Mojca
SCHUBERT Aurel
SIMČIČ Biserka
SPRUK Viljem
STANOVNIK Tine
SVETIN Irena
SMREKAR Tomaž
ŠTEMBERGER Peter
T. SELAN Ana
URBANČIČ Andreja
URBANČIČ Helena
VAN DE VEN Peter
VOGELNIK Miha
VODOPIVEC Matija
VODOPIVEC Milan

VUKMIROVIĆ Dragan
VUKOVIĆ Vlasta
ZALETEL Metka
ZUPANČIČ Barbara
ZVER Eva