

## Slovenia

### *Self-rule*

#### INSTITUTIONAL DEPTH AND POLICY SCOPE

Slovenia originally had one level of subnational government, which is a municipal tier (C 1991, Arts. 138–148; Law No. 72/1993). In 1999 an intermediate tier was created consisting of twelve *regionalne razvojne agencije* (regional development agencies) and the capital city Ljubljana received its own law in 2004. There are also 58 deconcentrated administrative units of the central state that, with an average population of 35,000 in 2010, are local governments (Council of Europe: Slovenia 1998, 2007; Setnikar-Cankar et al. 2000).

Slovenia was divided into twelve statistical regions at independence in 1991 (*statistična regije*) (Pinterič 2009; Repar 2006). In 1999, a law on balanced regional development mandated that the central government set up regional development agencies to replace these statistical regions (Andreou and Bache 2010; Law No. 60/1999, Arts. 7–8 and 16; 20/2011, Arts. 12 and 18). These agencies implement EU structural funding under the supervision of the ministry of development which writes the regional plans (Law No. 60/1999, Arts. 7–8 and 16). In 2011, the law on balanced regional development was amended to transform the regional agencies into self-governing development regions with broader competences governed by an executive and assembly (Law No. 20/2011, Art. 18).<sup>1</sup> The regional development councils (*razvojni svet regije*) consist of representatives from municipalities, business, and non-governmental organizations who elect a president (Andreou and Bache 2010; Law No. 20/2011, Art. 11). *Regionalne razvojne agencije* score 1 on institutional depth.

Since 2004, the capital city of Ljubljana (*mestne občine Ljubljana*) has its own law and its competences derive from three sources. In its capacity as a municipality, Ljubljana exercises competences in cemeteries, primary education, environmental protection, family assistance, firefighting, sewage, social welfare, spatial planning, tourism, and waste collection. Ljubljana is an urban municipality (*mestna občina*) which entails that the capital city also exercises competences in secondary and vocational education, public health services, urban development, and urban transport (C 1991, Art. 141; Council of Europe: Slovenia 2001, 2007, 2011, 2013; Law No. 72/1993, Art. 21-22).<sup>2</sup> The law on the capital city grants Ljubljana additional tasks in environmental protection, public safety, road safety, spatial planning, and urban transport (Council of Europe: Slovenia 2011; Law No. 22/2004, Art. 6). The prime minister and the mayor of

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<sup>1</sup> Decentralization was an explicit policy goal in the 2000s, but implementation has been patchy (Setnikar-Cankar 2011). A constitutional amendment in 2006 paved the way for the creation of fourteen provinces as a new tier of government. However, the legislative package failed to gain parliamentary approval and a consultative referendum held in 2008 did not generate sufficient turnout (Andreou and Bache 2010).

<sup>2</sup> An urban municipality has at least 20,000 inhabitants and offers at least 15,000 jobs of which at least half must be in tertiary and quaternary activities (Law No. 72/1993, Art. 16). Apart from Ljubljana there are ten urban municipalities among which Maribor is the largest with about 111,000 inhabitants.

Ljubljana sign a letter of intent regarding collaboration between the capital city and state bodies on economic development and spatial planning (Law No. 22/2004, Arts. 3–5). Ljubljana has almost 280,000 inhabitants which constitutes around fourteen per cent of the total Slovenian population. The city statute of Ljubljana establishes seventeen districts (*četrtne skupnosti*) which each have their own directly elected councils who elect their own presidents (Council of Europe: Slovenia 2011). The district councils advise the city council and they implement sport, recreational, cultural, and social programs decided by the city council (Law No. 66/2007, Arts. 55 and 60–60e).

#### FISCAL AUTONOMY

Regional development councils are fiscally dependent on intergovernmental transfers from municipalities and the central state (Law No. 20/2011, Art. 21).

Ljubljana receives the revenues of a property tax, an inheritance and gift tax, and a tax on watercraft but the city cannot set the bases or rates of these taxes (Brezovnik, Finžgar, and Oplotnik 2018: 28–29; Council of Europe: Slovenia 2007; Law No. 80/1994; No. 123/2006, Art. 6). The law on the capital city specifies that Ljubljana is entitled to receive 0.60 to 0.80 per cent of the total personal income tax revenue collected in the whole of Slovenia (Council of Europe: Slovenia 2011; Law No. 22/2004, Art. 6a).

#### BORROWING AUTONOMY

Regional development councils are fiscally dependent on intergovernmental transfers from municipalities and the central state and they are not allowed to borrow (Law No. 20/2011, Art. 21).

Ljubljana can borrow with prior approval from the ministry of finance. The budget of the city needs to be balanced and Ljubljana may only incur debts within the country and total debt may not exceed eight per cent of the annual revenue of the year prior to the year of borrowing (Brezovnik, Finžgar, and Oplotnik 2018: 36–37; Council of Europe: Slovenia 1998, 2007, 2011; Law No. 30/2002, Art. 85; No. 123/2006, Art.10).

#### REPRESENTATION

Regional development councils (*razvojni svet regije*)—which were established in 2011—consist of representatives from municipalities, business, and non-governmental organizations who elect their president (*predsednika*) (Law No. 20/2011, Art. 11). At least half of the total number of representatives should come from the municipalities. The law on regional development was amended in 2012 to bring in municipal mayors as *ex officio* members (Law No. 57/2012, Arts. 8–9). Executive tasks are handled by regional development agencies which are supervised by central government (Andreaou and Bache 2010; Law No. 20/2011, Arts. 11 and 20).

The assembly (*občinski svet*) and the mayor (*župan*) of Ljubljana are directly elected every four years (Law No. 72/1993, Arts. 37 and 41–42).

## Shared rule

*Regionalne razvojne agencije* and *mestne občine Ljubljana* have no shared rule.

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## Self-rule in Slovenia

			Institutional depth	Policy scope	Fiscal autonomy	Borrowing autonomy	Representation		Self-rule
							Assembly	Executive	
Regionalne razvojne agencije	I	1999-2010	1	0	0	0	0	<b>1</b>	
	I	2011-2018	1	0	0	0	1	<b>2</b>	
Mestne občine Ljubljana	II	2004-2018	2	2	0	1	2	<b>9</b>	

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