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Abstract

The report for 2012 summarises activities to prevent and combat trafficking in human beings, and assist its victims. In addition, it contains specially presented achievements and findings in the field of legislation and in inter-institutional and international fields. Most of the activities originate in the previously adopted Action Plan for the period 2012–2013. To aid the reader, the abstract is structured by thematic sections or chapters as they are consecutive in the report.

Regarding the legislation and politics of preventing and combating trafficking in human beings, the European documents and guidelines which affected the course of the activity in Slovenia in 2012 should be highlighted. The new Directive, 36/2011/EU, expresses the actual need to improve the regulation of this field, despite that fact that the Inter-ministerial Working Group on Combating Trafficking in Human Beings was slightly reformed during the reporting year. Also important are the commencement and implementation of the national coordinator’s reporting on the problems of trafficking in human beings before the competent committee of the National Assembly of the Republic of Slovenia.

The aforementioned directive, as well as the Council of Europe Convention on Action against Trafficking in Human Beings require that Member States establish national supervisory systems of 'national reporters or similar mechanisms' by taking into account the need for a minimum structure to cope with the scope of tasks additionally instructed by the Directive. The purpose is primarily to establish a system and levers which will have a greater effect on the implementation of the activities of individual line ministries. Unfortunately, this has not been the case so far; they have struggled to make some progress. The case is similar with regard to content, where the aforementioned directive opens gaps that should be regulated. The assessment of the Inter-ministerial Working Group on Combating Trafficking in Human Beings is that the existing situation should be upgraded both systematically and legislatively in order to ensure standards and comparability with EU Member States that are in this field and maintain our own credibility in the region of the Southeast Europe, where various project are being implemented.

Preventing trafficking in human beings with preventive activities in the reporting year included numerous awareness-raising events and projects for the wider public as well as high-risk target groups. The wider public was informed about the problem through media coverage, while the contents and events were also available on a specially organised government website. The high-risk target groups (adolescents and workers–migrants) were informed about the dangers of trafficking in human beings through various government projects. Prevention also includes the training of experts who encounter this issue in their work. The majority of the training has been conducted, although not everywhere with sufficient consideration.

The detection, investigation and prosecution of criminal offences of trafficking in human beings or criminal offences directly linked to trafficking in human beings resulted in 23 criminal proceedings handled by the Slovenian police and 27 criminal proceedings handled by the State Prosecutor’s Office during the reporting year. The reason for the statistical discrepancies between the records of the police and State Prosecutor’s Office is the period covered by the records, as criminal proceedings normally take several years if suspects are not remanded in custody. The fact that there were several convictions indicates the existence and continuation of the problem in Slovenia. There were eight such convictions in 2012. The handling of one case involving 52 female injured parties, or alleged or potential victims of trafficking in human beings, who had not recognised themselves as such, bears witness to the extent of this phenomenon. This set of actions also includes the activities of the Labour Inspectorate of the Republic of Slovenia, which handled only violations indirectly linked to trafficking in human beings, since
they fall within the field of employment and the work of aliens, and the prevention of undeclared work and employment.

**Assistance for, and protection of**, victims of trafficking in human beings is one of the pillars of the activities financed on the basis of public tenders of the competent ministries, for the implementation of which non-governmental and humanitarian organisations are responsible. In detecting criminal offences regarding trafficking with human beings, the police recognised 14 victims of trafficking. Eight victims were included in the programme of crisis accommodation and four victims in the programme of safe, long-term accommodation. The aforementioned problems of employees (the aforementioned 52 female injured parties) in nightclubs in Slovenia, who could be alleged or potential victims of trafficking in human beings, should also be considered. The issuance of work permits for such occupations drastically decreased in 2012.

**International and regional cooperation** is still essential for the exchange of information, experience and good practice. In 2012, the project for more efficient action in the investigation of trafficking in human beings in the region of Southeast Europe proceeded with the introduction of joint investigation teams. The project, due to end in 2013, is managed by the Ministry of the Interior of the Republic of Slovenia, which also obtained European funds for it. Another initiative by the Ministry is to establish a network of national coordinators for Southeast Europe based on the informal network of EU national reporters. The meeting of national coordinators in October 2012 was marked by a joint declaration presented at the international conference on the occasion of Anti-Trafficking Day on 18 October in Brussels. The document was officially published on the European Commission website. Such activities additionally enhance and establish the role of Slovenian in the international field.
Introduction

In compliance with the mandate defined in decisions of the Government of the Republic of Slovenia Nos. 240-05/2003-1 of 18 December 2003 and 01201-7/2012/4 of 5 July 2012, the Inter-ministerial Working Group on Combating Trafficking in Human Beings (hereinafter referred to as the IWG) prepared a report on the work in 2012.

Members of the IWG are representatives of line ministries and government offices, and non-governmental and humanitarian organisations the activities of which is focused on combating trafficking in human beings. In 2011, the national coordinator convened four meetings of the IWG, i.e. on 15 February, 23 April, 6 September and 10 December. Decisions from the minutes of the meetings directed the operation of different line ministries in this field and were made available to IWG members after each meeting.

Since trafficking in human beings requires a comprehensive approach to prevention, the prosecution of perpetrators and assisting victims, the contents of the aforementioned fields are defined in the Action Plan for the period 2012–2013 which was approved by the Government of the Republic of Slovenia in April 2012 (Decision No. 23100-3/2012/6 of 12 April 2012). On this basis, the IWG’s report for 2012 was designed so as to show the implementation of the planned activities by thematic chapters and consider the contributions of individual line ministries. In addition to the tasks defined in the Action Plan, the reporting period saw numerous support and harmonisation activities required to address the problem comprehensively. These most often include the preparation of replies and features regarding trafficking in human beings or related subjects at the request of various international organisations, and other activities required to alert organisations to trafficking in human beings.

2012 was marked by some legislative solutions and also by the reestablishment of the IWG’s operations in the first half of the year, while further work was aimed primarily at substantive solutions and hosting the GRETA monitoring mechanism in compliance with the Council of Europe Convention on Action against Trafficking in Human Beings.
I. Legislation and politics

At its 21st regular session on 5 July 2012, the government of the Republic of Slovenia adopted Decision No. 01201-7/2012/4, whereby it reappointed the national coordinator to combat trafficking in human beings and established the Inter-ministerial Working Group on Combating Trafficking in Human Beings, which is led by this coordinator. The tasks of the group are to prepare periodic action plans and supervise their implementation; prepare periodic reports for the Government; and assist the national coordinator in preparing proposals to enhance the efficiency of politics and actions to combat trafficking in human beings. This was a reestablishment, or approval of this working group, in view of the government guideline to reduce the number of such working bodies.

At its 5th session on 27 June 2012, the Commission for Petitions, Human Rights and Equal Opportunities of the National Assembly was informed about the Report on the work of the Inter-ministerial Working Group on Combating Trafficking in Human Beings in 2011, and invited all competent authorities (police, State Prosecutor’s Office, courts, IWG and Government) to report back to it at least once annually on alleged cases of trafficking in human beings, number of anonymous reports or handled cases. At the same session, the Commission adopted a decision in which the Ministry of Labour, Family and Social Affairs in which it proposed to the Ministry to study to opportunities to restrict the employment of persons which could be victims of trafficking in human beings.

Precisely the problem of restricting employment upon a suspicion of trafficking in human beings regarding bar dancers from the Dominican Republic and Ukraine as alleged victims in 2012 provoked numerous expert discussions, which alerted people to the shortcomings of the system. Lack of harmonisation and of awareness among the competent authorities (Slovenian consulates, administrative units, employment services) on the one hand, and employers abuse of legislation on bar dancers on the other, has revealed shortcomings mainly in the identification of alleged or potential victims of trafficking. To improve the identification system of such high-risk groups, more intensive training of public servants who encounter these problems in their work should be continued, and suitable legislative measures taken. On the basis of the latter, the IWG adopted a decision at its regular meeting on 23 April 2012 on its position regarding the enforcement of the Decree on restrictions and prohibition of employment and work of aliens – dancers at nightclubs from the Dominican Republic. On 19 June 2012, the position of the IWG was sent to the Ministry of Labour, Family and Social Affairs as the competent ministry for the employment of aliens. The position justified the proposal of a suitable act (regulation) which would temporarily limit or prohibit the issue of work permits and, consequently, residence permits to female applicants from the Dominican Republic, and the proposal that permanent solutions and mechanisms be prepared to prevent the occurrence of such abuse, reduce their frequency or facilitation. The aforementioned regulation had not been adopted by the end of 2012 and the IWG did not receive any feedback regarding a possibly adopted decision.

The European Commission convened two meetings on the transfer of Directive 2011/36/EU of the European Parliament and of the Council of 5 April 2011 on preventing and combating trafficking in human beings and protecting its victims, and replacing Council Framework Decision 2002/629/JHA in the domestic legislation of EU Member States. The transfer of the directive into national legislation is the responsibility of the Ministry of Justice and Public Administration, which was also responsible for the negotiations on, and adoption of, this document. Some of the Directive’s provisions were transferred to the Criminal Code by the Act Amending the Criminal Code KZ-B1 in November 2011, which entered into force on 15 May 2012. Thus Article 113 of the Criminal Code was amended (the criminal offence of trafficking in human beings) mainly regarding the supervision of persons and the matter of their consent to trafficking in human beings. A new, third paragraph was added to Article 199 of the Criminal
Code (criminal offence of undeclared employment), which explicitly defined the exploitation of victims of trafficking in human beings. Attention has to be drawn to the fact that the directive erroneously encroaches on other fields of legislation in certain respects. Thus our national legislation only partially regulates assistance and support for victims of trafficking in human beings and the prevention of trafficking; it contains no legislative solutions regarding the training for investigation and prosecution, nor has the institutional placement of the national reporter been given sufficient meaning which takes into account their mission and tasks. The aforementioned inconsistencies have raised the issue of seeking further solutions also in the new sectoral law.

Regarding legislation, it should be mentioned that medical assistance for victims of trafficking in human beings who are in the care of non-governmental and humanitarian organisations and who have no health insurance is still insufficiently regulated. Emergency medical services are ensured, which somehow fulfils the internationally binding standards, but this is merely a minimum and does not ensure actual medical assistance. The fifth paragraph of Article 11 of the aforementioned directive states 'the needed treatment' as one of the measures which countries must ensure for these victims. The Action Plan 2010–2011, commits the IWG committed to examining the possibilities for legislative regulation of this issue. This task has yet to be done, supposedly due to the delay in the legislative reform of health regulations, and has therefore been transferred to the new action plan for 2012–13.
II. Prevention

**Raising awareness of the wider public**

Raising awareness of the wider public on the problem of trafficking in human beings was mainly coordinated by the Government Communication Office (GCO). In this field, all the tasks defined in the IWG Action Plan summarised below were performed.

- **18. October 18 – European Anti-Trafficking Day**


On the occasion of European Anti-Trafficking Day, the Primorska Legal Centre presented the problem to the public in an unusual way. It exhibited models of human organs with the black market price tags at its premises in an effort to alert people to an aspect of the problem, trafficking in human organs.

- **Website**

In 2012, the Government Communication Office provided for the updating of website content which presents combating trafficking in human beings in Slovenian and English. It features information on the activities of the IWG and the fundamental documents that the group has been preparing, and also international documents from this field, research and studies; the website is also open to anonymous e-reporting and is linked to non-governmental organisations which provide victims with assistance. The statistics show that in 2012, almost 3,000 visitors visited the Slovenian version of the site and approximately 500 visited the English version.

- **Media**

Slovenian print, electronic and online media published over 100 articles related to trafficking in human beings. Attention was paid to brutal labour exploitation and forced labour, the position of foreign workers seconded to work in other EU Member States, the issuing of work permits to dancers from the Dominican Republic, procedures for detecting and prosecuting criminal offences related to trafficking in human beings, celebrating 18 October as European Anti-Trafficking Day, and other activities of the IWG and non-governmental organisations operating in this field.

The national coordinator and public relations departments of institutions participating in the IWG were also raising the awareness of the wider public through the media. They provided the media with information on the work of the IWG and measures to prevent trafficking in human beings.

When investigations of criminal offences related to trafficking in human beings were completed, representatives of the police participated at press conferences, thereby informing the wider Slovenian public of the particularities of each case.
Representatives of civil society actively participated in raising the awareness of the wider public with their media activities.

– Society Ključ participated in approximately 70 media publications with television and radio stations, newspapers, and electronic media. The enhanced media coverage of trafficking in human beings was noticeable throughout the year, as in the first half of 2012, Society Ključ raised the awareness of the wider lay public on the website www.telesnica.si, and in the second half of 2012, it issued a biography of a victim of trafficking entitled Prodano življenje (Sold life). The www.telesnica.si website was financed by the Madwise CC agency, which received a gold award in the category of digital communications at the 21st Slovenian Advertising Festival, while the biography ‘Sold Life‘ was financed by the Embassy of the Kingdom of the Netherlands.

– In 2012, quite a few awareness-raising activities to combat trafficking in human beings took place at the Primorska Legal Centre, and the centre’s visitors could take materials on the problem from the premises of the Primorska Legal Centre Koper and Primorska Legal Centre Izola.

The Primorska Legal Centre website was upgraded with a special section on trafficking in human beings. An online prize competition entitled S poznavanjem pasti proti trgovini z ljudmi (Using knowledge of traps to combat trafficking in human beings) was established, which informed children and adolescents about the problem in an interesting and interactive way. The winner received a prize – a panoramic flight over Portorož. In October, a press conference was held at which the centre presented the achievements and effects of the project. Participation with the media was important in the project, as the many media reports related to the training of volunteers and implementing workshops in primary schools and also the press conferences contributed to greater awareness among the wider public of trafficking. In addition to the print media, local radio stations covered the press conference.

**Raising the awareness of high-risk target groups**

The Government Communication Office had an important role in raising the awareness of high-risk target groups, primarily by co-financing and selecting service providers – civil organisations combating trafficking in human beings.

- **Co-financing non-governmental organisation projects**

  On the basis of a public tender for co-financing information, communication and educational activities of non-governmental organisations on European issues in 2012, the Office co-financed three NGO projects in a total amount of EUR 12,600. Two projects were intended to raise awareness of adolescents on the dangers of trafficking in human beings, the methods of recruitment and training to recognise the risk, appropriate ways to act and self-protection behaviour. The third project was intended to raise awareness of foreign workers about more efficiently exercising and protecting their rights, protection against exploitation, caution against possible relationship between exploitation with forced labour and trafficking, and recognising possible victims in need of additional support and protection.

  – The first project, called ‘Violet – How to avoid the traps of trafficking in human beings?’ was performed by Society Ključ – centre for the fight against trafficking in human beings. It comprised 39 workshops, in which 1,255 secondary school students from various regions of Slovenia participated. The interest of schools in implementing the workshops exceeded the available funds. The results of a survey, in which 90 per cent of the young stated that they first had heard about the problem of trafficking in human beings at the workshop, also testified to the urgency of such awareness raising.
The second project called ‘Dangers and traps – pupils against trafficking in human beings’ was carried out by the Primorska Legal Centre from Koper, which trained volunteers to assist in the implementation of the workshops, executed 50 interactive workshops for more than 2,000 pupils of the third triad of primary schools in various regions, upgraded the website in terms of content, launched an online game about the problem, and organised a press conference, thereby providing the project with good media support.

The third project, which was concerned with raising the awareness of foreign workers, was carried out by Slovene Philanthropy, the association for the promotion of voluntary work. They visited 20 workers’ homes and other locations (e.g. rest areas for truck drivers) in various places in Slovenia, where they addressed workers directly and provided them with information. They distributed more than 1,500 folders ‘Stop the exploitation of immigrant workers’ in various languages (mostly in Bosnian and Albanian, and many in Bulgarian and Macedonian). They provided a translation into Chinese and printing of the folder in Chinese, and raised the awareness of non-governmental organisations and other institutions about the needs of foreign workers and the goals of the project, which reached approximately 3,000 migrant workers and over 800 organisations. In its implementation, they cooperated with Society Ključ, the Association of Free Trade Unions of Slovenia and the Information Point for Foreigners. High-risk target groups were also reached by distributing information in folders.

In accordance with the programme ‘Providing assistance to victims of trafficking in human being – safe accommodation’ conducted by Caritas Slovenia, the Ministry of the Interior financed the issue of a folder in 50,000 copies. It was printed in Slovenian, English and Russian, and intended for young, working migrants and other high-risk groups. It was distributed in primary and secondary schools, and various institutions (social work centres, residence halls for students, asylum centres, the Ministry of the Interior, administrative units, Slovenian consulates, non-governmental organisations, Diocesan caritas, etc.). The problem of trafficking in human beings was also presented in the August issue of the Caritas newsletter Žarek dobrote (Ray of kindness).

The second set of folders was issued by Caritas Slovenia according to the programme of crisis accommodation financed by the Ministry of Labour, Family and Social Affairs. 15,000 copies of folders intended exclusively for the young and persons who work with them were distributed at the end of 2012 to 478 primary schools, 160 secondary schools, 24 residence halls for students, 62 social work centres, 59 employment services, 62 youth centres, 21 crisis centres, safe houses and maternity homes, 20 juvenile homes and institutions, and residential groups for children and adolescents, and 24 organisations and interest groupings working with the young.

With the programme of crisis accommodation, several workshops on preventive activities related to trafficking in human beings were carried out for secondary school students. Twelve workshops, organised by a working group of expert workers and volunteers, were carried out in secondary schools in Primorska and Prlekija.

Other activities

Within the scope of its own activities, Society Ključ conducted awareness-raising lectures and other forms for the target public, i.e. the ‘Research’ project, within which they performed, together with the informal Nonviolence Network, a survey on violence and the variety of its forms in secondary schools in the Municipality of Ljubljana. On the basis of the project, ten workshops on violence were conducted, which included 250 students. The discussion on trafficking examined three large categories of violence (physical, psychic and sexual). The research showed that forced prostitution was relatively common among secondary school...
youth. As a partner of the non-governmental organisation ASTRA, the society cooperated on the project of labour exploitation. For prevention purposes, brochures on the labour exploitation of Serbian workers in Slovenia were prepared. Construction workers were the target group. The brochure is also available in the PDF form on the Society Ključ website.

Among its own activities, Caritas Slovenia also held awareness-raising lectures and other activities for the target public. Slovene Philanthropy in cooperation with Society Ključ performed awareness-raising lectures and other activities for the target public, i.e. the project ‘Opening Doors’, intended to strengthen the role and position of women migrants with lectures on various topics including trafficking in human beings. Ten migrants were included in the lecture series on trafficking in human beings.

Raising awareness and training of expert public

– The criminal investigation police constantly educated and trained criminal investigators and police officers on trafficking in human beings at local level, who first encounter the problem in their work. The prime focus was on recognising forms of trafficking, detecting criminal offences and perpetrators, and also recognising potential victims of trafficking, and further special criminal procedures for the treatment of such criminal offences.

In 2012, the Criminal Police Directorate at the General Police Directorate conducted the training of assistant commanders and police officers of local criminal units regarding the investigation of the criminal offence of trafficking in human beings. The training was attended by 90 police officers.

In cooperation with the Uniform Police Directorate at the General Police Directorate and the Police Directorate Ljubljana, training was conducted for the state border control division, with an emphasis on establishing indicators in the recognition of victims and perpetrators connected with trafficking in human beings. The training was attended by 25 police officers.

In November 2012, the Criminal Police Directorate at the General Police Directorate - in cooperation with the national coordinator to combat trafficking in human beings, Specialised Office of the State Prosecutor of the Republic of Slovenia, Aliens Centre, Asylum Centre and non-governmental organisations - conducted a two-day training session on the problem of trafficking in human beings intended for criminal investigators and inspectors from uniformed police divisions who cover border issues.

– On 18 October, training related to trafficking in human beings was performed at the Asylum Centre of the Ministry of the Interior by IWG members Slavica Pureber from the Office of the State Prosecutor General, and Tomaž Peršolja and Anja Mrkelj Kastelic from the General Police Directorate. The training included 30 participants. Forms of trafficking in human beings were presented, with a highlight on modern forms and case law. They also warned about fake marriages as a way of unjustifiable status regulation due to potential trafficking in human beings.

– As part of regular annual consular consultations, the Ministry of Foreign Affairs carried out additional awareness raising and provided further information to consular officials at diplomatic missions and consular posts of the Republic of Slovenia worldwide on recognising evidence of trafficking in human beings. Diplomats at missions and consular posts kept the competent authorities updated on any suspicions related to trafficking in human beings if they recognised it during visa or residence permit application procedures.
In Prague, the International Centre for Migration Policy Development (ICMPD) organised training on combating trafficking in human beings for labour exploitation. The project was defined in the action plans for 2012 and 2013. In addition to representatives of the Labour Inspectorate of the Republic of Slovenia, the training was attended by representatives of the police and State Prosecutor’s Office. Its purpose was primarily to recognise cases of trafficking in human beings for forced labour, perform supervision in such cases and cooperate with the authorities dealing with trafficking in human beings. The training included a presentation of EU legislation in this field, various definitions and indicators of trafficking in human beings for forced labour, and differences between workforce exploitation and trafficking in human beings for forced labour. Also highlighted was the significance of labour inspectors in detecting trafficking in human beings. Regarding this topic, Member States exchanged examples of good practice of detecting and prosecuting.

On 14 December, the Labour Inspectorate of the Republic of Slovenia conducted a working consultation of labour inspectors in Ankaran. In accordance with the Action Plan, the consultation included the topic of trafficking in human beings in relation to labour exploitation, the lecture on which was given by the national coordinator.

In 2010, the Ministry of Education, Science and Sport (former Ministry of Education and Sport) published a public tender ‘Professional training of professionals in education on identifying and preventing violence for the period 2010–2012’. The project ran from October 2010 to July 2012, and was co-finance by the European Structural Fund (the total value of the project amounted to EUR 1,069,250, 85% of which was contributed by the Community and 15% by Slovenia). The tender was divided into two thematic sections, i.e.: ‘Training of professionals in education to address family violence’ and ‘Enhancing the skills of professionals in education to successfully identify and prevent violence’ (the value of the second thematic section was EUR 741,590). The beneficiary, ISA Inštitut (Institute for Psychological Counselling Development Projects), who also cooperated with Society Ključ as a consortium partner, was selected for the second thematic section. Within the scope of the aforementioned project and the second thematic section, the consortium partner, Society Ključ, executed the programme ‘I choose non-violence’. The topics of the programme were: ‘The young and violence’, ‘Violence and discrimination’, ‘Family violence’, ‘Sexual violence’, ‘Consequences of violence’, ‘Trafficking in human beings’, ‘Non-violent communication and resolving conflicts’ and ‘Legislation’. The programme was intended for professionals in secondary schools, residence halls for students and adult education organisations. The training was performed 17 times and lasted five days; it was carried out in two parts. The first part lasted three days (24 academic hours) and the second part two days (16 academic hours). The five-day training within this programme was successfully concluded by 258 professionals from educational institutions. The costs of the training per participant amounted to EUR 250 and were fully financed from the funds of the Ministry and the European Social Fund (total amount: EUR 64,500). Within the five-day training, the material of Society Ključ, ‘Trafficking in human beings’, was produced.

In 2012, representatives of Caritas Slovenia were active in education and training of professionals. They attended the conference ‘I choose non-violence and I am free’, and participated in Gorica at the international round table ‘Identifying victims of trafficking in human beings, labour exploitation and modern slavery in Friuli-Venezia Giulia, where they met with Caritas Udine and agreed on group training in 2013.

A member of the working group of Caritas Slovenia conducted a student practice in a Madaille Trust safe house in London on the basis of the Erasmus student exchange. Madaille Trust was established in 2006. Its chief tasks are to provide care and assistance to women victims of trafficking in human beings, raise awareness of the wider public and act preventively against trafficking in human beings.

The working group of professionals, co-operators and qualified volunteers of Caritas Slovenia is regularly trained, and plans the implementation of training and preventive activities, as well as actual professional work with persons included in programmes to provide assistance to
victims of trafficking in human beings. It regularly monitors the competent performance and ethics of activities in our programmes. In 2012, 22 volunteers and 37 volunteer interpreters for 23 languages offered help with the programme to provide assistance to victims of trafficking in human beings.
III. Detection, investigation and prosecution of criminal offences related to trafficking in human beings

The criminal offence of trafficking in human beings is an offence which is highly responsive to the economic and social situation at both local and global levels. Consequently, the forms of this offence are constantly changing and adapting, which requires law enforcement authorities to monitor the problem diligently and actively cooperate in its identification and prosecution.

Criminal proceedings against perpetrators generally take several years if the accused are not remanded in custody. The reason should be sought in the greater number of perpetrators who avoid proceedings by going abroad or even act abroad with collaborators in Slovenia when committing an offence. Time also affects victims, who often leave our country or arrange their personal life so that the criminal proceedings mean victimising them anew. The victims of this criminal offence are mainly women from Slovenia, the Philippines, Dominican Republic and Eastern European countries.

Police activities

In 2012, the police discovered and dealt with several forms of trafficking in human beings. They established that the majority of the cases involved a form of prostitution exploitation and other sexual abuse of victims of trafficking in human beings. Cases of forced labour, such as forced begging and the commission of crimes (e.g. robberies), were also handled.

In addressing criminal offences related to trafficking in human beings, it was established that the employment of foreign women on the basis of a work permit, mainly women from South America and Eastern Europe, continued in 2012. These women have been employed in our country in nightclubs as dancers, cleaners and support staff. In such cases, Slovenia is not the country of origin of victims of trafficking in human beings, but merely a transit and destination country.

In Slovenia as a destination country, the following people are most likely to find employment:

– female citizens of third countries in Eastern Europe and South America (Ukraine and the Dominican Republic) with temporary residence and work permit. They are mainly employed in nightclubs as dancers and entertainers, and also exploited for prostitution or other forms of sexual abuse;
– women from the EU (Slovakia, the Czech republic) and South America (Brazil) who do not need visas to enter the EU, usually do not have a temporary residence, are not employed and suitably socially and medically insured in the Republic of Slovenia. They are involved in prostitution in flats and hotels;
– EU citizens (from Slovakia, Bulgaria and Romania) related to forced labour – begging and also robbery was identified.

Slovenia as a transit country detects:

– women from Southeast Europe, the Balkan countries and countries of the former Soviet Union, who continue westward to Italy, France and Germany;
– EU citizens (from Slovakia, Bulgaria and Romania) related to begging as a form of forced labour. The Slovenian police have detected the occasional presence of criminal gangs which deal with trafficking in human beings for forced begging and travel through Slovenia from a country of origin (Bulgaria, Romania, Slovakia) to other EU countries (Italy, Austria, France, etc.). They remain in Slovenia for a short time, generally in rest areas along the motorway.

The aforementioned shows that the Slovenian police have been detecting trafficking in human beings in connection with exploitation through prostitution and forced begging.

- Trafficking in human beings and exploitation through prostitution
Prostitution has been permitted in Slovenia since 2003, when the prohibition on prostitution was repealed with amendments to the Act on Criminal Offences against Public Order and Peace. Pursuant to Article 7 of the Protection of Public Order Act; soliciting in public place remains a criminal offence. Thus the offence is not sexual intercourse for money, but intrusive offering of sexual services in a public place. Due to the lack of reliable data on the number of people involved in offering and performing prostitution, trading in prostitution, requesting the services and utilising payable sexual intercourse, the actual situation is not known. Estimates on the numbers of prostitutes in media comments, non-governmental organisations and researchers are between 1,500 and 4,000. Thus it is more sensible to apply a relative criterion regarding the prevalence of prostitution whereby there are 1,500 prostitutes per million people. According to this criterion, approximately 3,000 women in Slovenia are engaged in offering payable sexual intercourses. Data or estimates as to how many men and minors are engaged in prostitution are not available.

It is characteristic of prostitution in Slovenia that it is mainly unnoticeable, as it is performed in closed spaces, usually in hired or own flats, hotel rooms, etc. Street prostitution has not been detected. Middle and higher levels of prostitution are prevalent in Slovenia. Generally prostitutes with a permanent residence in Slovenia are occasionally and temporarily involved in the latter, and are usually independent in their work. The middle level is prostitution in hotels and bars, and includes mainly foreigners with work permits such as dancers, entertainers, auxiliary workers and stage performers employed in nightclubs. The police have been monitoring the employment of female foreigners in nightclubs, mainly from South America – the Dominican Republic, the Philippines, Ukraine and Moldova. In 2012, several criminal offences of trafficking in human beings pursuant to Article 113 of KZ-1 and criminal offences of exploitation through prostitution pursuant to Article 175 of KZ-1 were detected and investigated. By collecting information and investigations in pre-trial proceedings, the police established that some nightclub owners as alleged perpetrators of criminal offences of exploiting prostitution and other forms of sexual exploitation accept, accommodate or otherwise have the aforementioned persons at their disposal, and abuse the legislative framework regarding the acquisition of the work permit. In this connection, it was established during the investigation of members of criminal gangs and the company that, in the last three years of their operation, they obtained over EUR 1,000,000.00 in unlawful pecuniary benefit in the described manner.

The police established regarding these nightclub investigations that the past trend is continuing, i.e. that the alleged victims do not recognise themselves as victims of trafficking in human beings in the police procedures, in spite of the cooperation of non-governmental organisations. Perpetrators do not force them physically and do not control them by restricting their movement, but by using subtle methods of pushing them into financial dependence, i.e. they are forced out of economic necessity (financial sanctioning for breaking house rules and rules at work, fictitious minimum wage, repayment of debt from acquiring the work permit and transport to Slovenia, etc.). This is how they push their victims into prostitution.

It needs to be emphasised that mainly female citizens of the Dominican Republic and Ukraine, who do not recognise themselves as victims of trafficking in human beings, come from poor social and economic backgrounds. Living in Slovenia in the previously described manner (being forced out of economic necessity into prostitution and sexual exploitation) facilitates their survival. The police have found that the female injured parties maintain relatives in their country of origin with the majority of the money they earn. Thus identified victims of trafficking in human beings only rarely cooperate in pre-trial and criminal proceedings and, consequently, only partially influence the success of further criminal proceedings.

Advertising prostitution is also one of the forms more and more often detected by the police in Slovenia. Advertisers publish photographs of prostitutes, the area of prostitution, contact
telephone numbers and prices of services offered. It is evident from the website that the aforementioned activity takes place in flats, hotel rooms and other private places. The website includes a forum where users comment on the service of prostitutes, nightclubs, hotel services, etc. By monitoring the problem, it was established that the activity was advertised and offered by domestic and foreign prostitutes mainly from Hungary, Slovakia and the Czech Republic. Some assume that prostitution (of mainly foreigners) is advertised by criminal gangs or individuals, who commit the aforementioned criminal offences. Prostitutes are usually the injured parties of the criminal offence of exploitation through prostitution, and potential or actual victims of trafficking in human beings.

- Trafficking in human beings and begging

The Slovenian police occasionally detect criminal gangs which deal with trafficking in human beings for forced begging. Typical of these gangs or perpetrators is a high degree of mobility, as, during enhanced controls, they swiftly withdraw the persons begging to another town or to country. Also typical is the inclusion of especially vulnerable groups (mothers with children, disabled, etc.), since begging provides them with greater income. The illiteracy of victims is also abused, regular control is introduced, and obedience is achieved by intimidation, beating and threats to someone’s life. By monitoring begging as an offence pursuant to Article 9 of the Protection of Public Order Act, the attention in police procedures against the stated persons is aimed at identifying victims of trafficking in human beings. Thus in 2012, begging by Slovenian, Slovakian and Romanian citizens continued most often in Ljubljana and Maribor. Two criminal offences were detected.

A Slovakian citizen was dealt with on suspicion of trafficking in human beings pursuant to Article 113/I-II of KZ-1, in which he recruited two Slovakian citizens for exploitation as forced labour in Slovakia, brought them to Slovenia, and threatened and conned them into begging.

A minor female Bulgarian citizen was also dealt with; she was originally involved in a police procedure on suspicion of committing grand theft pursuant to Article 205/I-3 of KZ-1. By collecting information and cooperating with foreign security authorities, the existence of signs that the minor was a victim of trafficking in human beings in Bulgaria was established. In cooperation with the Bulgarian committee on combating trafficking in human beings and the Bulgarian Embassy in Ljubljana, she was extradited to the Bulgarian security authorities.

- Police statistical indicators for 2012

Since 2000, the police have been performing guided activities connected with trafficking in human beings. They are intended to identify persons who have been dealing in Slovenia with trafficking in human beings, enslaving people, abusing prostitution and intrusively offering sexual services; establish the mode of operation of these people, and methods, procedures and means for such activities; identify victims of trafficking in human beings and new forms of exploitation; implement measures on the basis of existing legislation and cooperate with non-governmental organisations to protect and deal with victims of trafficking in human beings.

In 2012, the police dealt with four (4) criminal offences of trafficking in human beings pursuant to Article 113 of KZ-1B and six (6) criminal offences of exploitation through prostitution pursuant to Article 175 of KZ-1B. A total of twenty-two (22) natural persons and one (1) legal entity were charged. In the aforementioned procedures, the police dealt with fourteen (14) victims of criminal offences related to trafficking in human beings.
During the investigation of a criminal offence of trafficking in human beings pursuant to Article 113 of KZ-1B against the aforementioned legal entity, the police identified 52 alleged victims of trafficking in human beings from Ukraine and the Dominican Republic. These persons did not recognise themselves as victims of trafficking in human beings in police procedures in cooperation with a non-governmental organisation.

- Four (4) cases were dealt with for the criminal offence of trafficking in human beings pursuant to Article 113 of KZ-1B and a total of thirteen (13) suspects were charged. Ten (10) men were charged, eight (8) of whom were Slovenian citizens, one (1) Slovakian citizen, and one (1) citizen of Serbia and Kosovo. Three (3) women were charged, one of whom was a Ukrainian citizen and two Slovenian citizens.

- Six (6) cases were dealt with for the criminal offence of exploitation through prostitution pursuant to Article 175 of KZ-1B. On suspicion of committing the stated criminal offences, the police charged a total of nine (9) suspects: seven (7) men, all Slovenian citizens, and two (2) women, a Ukrainian and Slovenian citizen.

Table 1: Suspects charged with committing the criminal offence pursuant to Articles 113 and 175 KZ-1B

<table>
<thead>
<tr>
<th>Denounced suspects</th>
<th>Men</th>
<th>Women</th>
<th>Citizenship</th>
</tr>
</thead>
<tbody>
<tr>
<td>Trafficking in human beings</td>
<td>8</td>
<td>2</td>
<td>Slovenia</td>
</tr>
<tr>
<td></td>
<td>1</td>
<td></td>
<td>Slovakia</td>
</tr>
<tr>
<td></td>
<td>1</td>
<td></td>
<td>Serbia/Kosovo</td>
</tr>
<tr>
<td></td>
<td></td>
<td>1</td>
<td>Ukraine</td>
</tr>
<tr>
<td>Exploitation through prostitution</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>7</td>
<td>1</td>
<td>Slovenia</td>
</tr>
<tr>
<td></td>
<td></td>
<td>1</td>
<td>Ukraine</td>
</tr>
<tr>
<td>Total</td>
<td>17</td>
<td>5</td>
<td>22</td>
</tr>
</tbody>
</table>

Activities of the State Prosecutor’s Office

The State Prosecutor Act (ZDT-1) states that the criminal offence of trafficking in human beings pursuant to Article 113 of KZ-1 falls under the aforementioned criminal offences, over which the Specialised Office of the State Prosecutor General has jurisdiction. Good practice from previous years, when state prosecutors were assigned to handle criminal offences of trafficking in human beings in the annual work plans of all district state prosecutor’s offices, continued in 2012 due to greater efficiency.

To understand trafficking in human beings, issues addressing the criminal offence of enslavement are also presented.

In the reporting year, state prosecutors pressed charges against thirty-seven persons: twenty-five (25) natural persons and two (2) legal entities were charged in 2012. Criminal complaints were received by four district state prosecutor’s offices, one of which, in Maribor, dealt with all the cases alone, while the state prosecutor’s offices in Koper and Nova Gorica referred the cases to the Specialised Office of the State Prosecutor General with competent jurisdiction.

State prosecutors also made decisions in cases where investigations were completed or the main hearings were scheduled.
Having concluded the investigation into the criminal offence of trafficking in human beings pursuant to Article 387.a of KZ against three persons, they withdrew from prosecution, while they lodged an indictment against three (3) other persons, one of whom was remanded in custody. All three were found guilty of the criminal offence, and custodial sentences from one year to one year and six months were imposed on them; the judgement is final. Judgements of acquittal for three defendants also became final.

In 2012, the issue from 2006 ended in court, i.e. the court sentenced two (2) defendants to imprisonment for the criminal offences of trafficking in human beings pursuant to the second paragraph of Article 387.a of KZ: the first accused to one year and seven months for each offence, and an aggregate sentence of three years’ imprisonment, and the second accused to one year and six months for each offence, and a aggregate sentence of two years and ten months’ imprisonment. The judgement is not yet final, as the prosecutor filed a complaint against the decision on criminal sanction, and defence counsels of both defendants also appealed.

The sentence imposed on two (2) persons convicted of the criminal offence of enslavement pursuant to the first paragraph of Article 112 with regard to Article 20 of KZ became final. The court sentenced the first accused to three years and eight months’ imprisonment and the second accused to one year and ten months’ imprisonment; the court also enforced a penalty of EUR 11,250 on each of them, as the amount corresponding to the unlawfully obtained benefit.

In the reporting year, one of four co-perpetrators, against whom an indictment was lodged as early as May 2006, was willing to admit guilt. He did this after being remanded in custody following the issue of a European arrest and surrender warrant, and extradition to the Republic of Slovenia for other proceedings. With an agreement on the admission of guilt, a criminal case against one (1) Slovakian citizen ended in court (a criminal complaint was filed in 2012) on suspicion of committing the criminal offence of trafficking in human beings pursuant to the second paragraph with regard to the first paragraph of Article 113 of KZ. Victims of the offence were also Slovakian citizens who were forced to beg due to their economic and physical dependency. The defendant was remanded in custody. After the investigation, he pleaded guilty and was sentenced to one year and six months’ imprisonment.

A criminal complaint for the offence of enslavement of an adult Philippine female citizen pursuant to the first paragraph of Article 112 of KZ-1 was filed. The complaint was dismissed on the grounds that the persons charged did not have the injured party at their disposal in the form of exploitation of prostitution, other kinds of sexual abuse or servitude; a criminal complaint against three persons for the criminal offence of trafficking in human beings pursuant to the first paragraph of Article 113 of KZ-1 was also dismissed.

State prosecutors requested an investigation of fifteen (15) natural persons and two (2) legal persons for the criminal offence of trafficking in human beings. In all cases, the offence was committed for reason the purposes of exploiting prostitution, except one which was committed for the purposes of begging.

**Table 2: Criminal proceedings and sanctions**

<table>
<thead>
<tr>
<th>Criminalisation of trafficking in human beings</th>
<th>2012</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of criminal proceedings for criminal offences (trafficking in human beings, enslavement)</td>
<td>27</td>
</tr>
<tr>
<td>Number of convictions for criminal offences (trafficking in human beings, enslavement, exploitation through prostitution)</td>
<td>8</td>
</tr>
<tr>
<td><strong>Criminalisation of the use of victim’s services</strong></td>
<td></td>
</tr>
<tr>
<td>--------------------------------------------------</td>
<td>---</td>
</tr>
<tr>
<td>Number of convictions with respect to the use of services of a victim of trafficking in human beings</td>
<td>8</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Sanctions and measures</strong></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of convictions for trafficking in human beings related to deprivation of freedom</td>
<td>2</td>
</tr>
<tr>
<td>Length of imprisonment related to deprivation of freedom:</td>
<td></td>
</tr>
<tr>
<td>- minimum duration</td>
<td>1 year</td>
</tr>
<tr>
<td>- maximum duration</td>
<td>3 years 8 months</td>
</tr>
<tr>
<td>Number of court decisions resulting in confiscation or seizure of property</td>
<td>2</td>
</tr>
</tbody>
</table>

**Activities of the Labour Inspectorate of the Republic of Slovenia**

In enhancing control mechanisms regarding trafficking in human beings, the Labour Inspectorate of the Republic of Slovenia cooperates with the police, and is oriented towards enforcing the regulations on the employment and work of aliens.

On the initiative of the Labour Inspectorate, representatives of the inspectorate and of the General Police Directorate met in July 2012 to discuss the topic of exploiting foreign workforce. They agreed to cooperate in cases of foreign workforce exploitation or suspicion of the criminal offence of trafficking in human beings for forced labour. Since then, cooperation has been successful, mainly in joint control.

On the initiative of the police, the Labour Inspectorate participated in a joint coordinated action against persons suspected of trafficking in human beings in November 2012. Several inspections and interrogations of employees were carried out in the action, which took place in four regional units: Ljubljana–Trbovlje, Novo mesto, Koper–Postojna and Nova Gorica. Since the inspectorate’s procedures are still in progress, there are no final conclusions as yet.

The Labour Inspectorate of the Republic of Slovenia also enforces the regulations on the employment and work of aliens. In 2012, **73 violations** were established under the Employment and Work of Aliens Act, which is the framework regulation in the Republic of Slovenia determining the conditions for the employment and work of aliens, and related tasks of the state to regulate and protect the market.

The majority of violations (**25 established violations**) referred to liabilities to supervisory authorities, mainly to keeping the personal work permit at the place of a foreigner’s work (**15 violations**), and to the cooperation of the employer in the procedure with all required documentation and keeping one work permit at the registered office or site (**10 violations**). Several established violations referred to the adequacy of work permits (**10 violations**) and performing work contrary to the work permit (**7 violations**). Fewer violations were established regarding the commencement of service provision (**5 violations**) and accommodation of aliens (**3 violations**).

Regarding the employment and work of aliens, the inspectorate supervises the implementation of the Prevention of Undeclared Work and Employment Act. A total of **82 violations** were established in 2012 because employers employed aliens in contravention of the regulations on the employment of aliens, and **8 violations** due to the unlawful employment of third country citizens.
Table 3: Work permits issued for seasonal employment

<table>
<thead>
<tr>
<th></th>
<th>2008</th>
<th>2009</th>
<th>2010</th>
<th>2011</th>
<th>2012</th>
</tr>
</thead>
<tbody>
<tr>
<td>Construction</td>
<td>9,332</td>
<td>1,615</td>
<td>74</td>
<td>–</td>
<td>–</td>
</tr>
<tr>
<td>Agriculture and forestry</td>
<td>1,416</td>
<td>1,255</td>
<td>75</td>
<td>1,121</td>
<td>822</td>
</tr>
<tr>
<td>Catering and tourism</td>
<td>152</td>
<td>77</td>
<td>0</td>
<td>–</td>
<td>–</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>10,900</td>
<td>2,947</td>
<td>149</td>
<td>1,121</td>
<td>822</td>
</tr>
</tbody>
</table>

Table 4: Work permits issued for artists and construction workers

<table>
<thead>
<tr>
<th></th>
<th>2008</th>
<th>2009</th>
<th>2010</th>
<th>2011</th>
<th>2012</th>
</tr>
</thead>
<tbody>
<tr>
<td>Professions from entertainment and artistic programme</td>
<td>937</td>
<td>678</td>
<td>674</td>
<td>691, of which 386 new</td>
<td>271</td>
</tr>
<tr>
<td>Construction worker</td>
<td>46,568</td>
<td>29,554</td>
<td>12,623</td>
<td>3,959</td>
<td>3,118</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>47,505</td>
<td>30,232</td>
<td>13,297</td>
<td>4,650</td>
<td>3,389</td>
</tr>
</tbody>
</table>

In 2012, 20,519 work permits were issued. At the end of 2012, 32,734 work permits were valid, i.e. 5 per cent fewer than the year before. In 2012, 3,118 work permits were issued for construction workers, which is 22 per cent lower than in 2011. All this implies that the trend of reduction in the employment of aliens is continuing due to the reduction in economic activity in Slovenia. Attention should also be paid to the reduction in work permits issued for professions in entertainment and the arts from 691 in 2011 to 271 in 2012.

IV. Assistance and protection

Assistance for, and protection of, victims in trafficking in human beings are generally implemented by non-governmental and humanitarian organisations. This practice has been established in Europe and worldwide; thus, civil society is actively included in the comprehensive action against trafficking in human beings. Also in this field, active cooperation between the state or government organisations with competent civil societies is required. The cooperation is outlined in agreements and contracts defining procedures for mutual notification and joint activities, and co-financing actual programmes of assistance for victims.

In Slovenia, an agreement on such cooperation was concluded between a non-governmental organisation, Society Ključ, and the Ministry of the Interior, police and the Office of the State Prosecutor General in 2004. On this basis, Society Ključ and police have been actively cooperating and notifying each other on signs or suspicions of trafficking in human beings, and also on victims of criminal offences. If necessary, representatives of Society Ključ are included in, or cooperate with, the police interviews with the victims of trafficking, and in the education of police officers and criminal investigators. The cooperation and co-financing of the actual projects/programmes of assistance for victims is described below.
‘Providing Assistance for Victims of Trafficking in Human Beings’ Project

In 2012, the police identified a total of eight (8) victims of trafficking in human beings pursuant to Article 113 of KZ-1B, two (2) male Slovakian citizens and six (6) women (four (4) Ukrainian citizens, one (1) Serbian citizen and one (1) citizen of the Dominican Republic. For the criminal offence of exploitation through prostitution pursuant to Article 175 of KZ-1B, six (6) female victims were identified, i.e. two (2) Slovenian citizens, three (3) Ukrainian citizens and one (1) citizen of the Czech Republic. All victims were included in the procedures of care of non-governmental and humanitarian organisations, which is evident from the description of individual programmes of assistance for victims below.

- The ‘Crisis Accommodation’ Programme

In 2012, the Ministry of Labour, Family and Social Affairs published a public tender to select a contractor for the ‘Providing Assistance for Victims of Trafficking in Human Beings – Crisis Accommodation in 2012 (from 1 June 2012 to 31 December 2012) and 2013’ project, valued at EUR 26,250 for the first year (2012) and EUR 45,000 for the second year (2013). Caritas Slovenia was selected. The project encompasses providing assistance for victims of trafficking in human beings in their physical, psychological and social recovery, when the victim is given the first and essential retreat from the circumstances that endanger them.

In 2012, within the ‘Crisis Accommodation’ project, Caritas Slovenia dealt with eight (8) persons (a total of twenty nursing days), who were provided accommodation, first psycho-social assistance, food, material aid and help in repatriation. A 24-hour hotline (031 470 151) was provided for them by qualified expert workers and volunteers. The premises of the crisis accommodation were regularly maintained and prepared to accept several victims.

As the institution performing the project, Caritas Slovenia provided assistance for eight victims of trafficking in human beings from 1 June 2012 to 31 December 2013.

- On 26 July 2012, crisis accommodation was provided for a Slovenian citizen who had undergone sexual abuse/prostitution. The assistance encompassed basic care and psycho-social assistance (individual consultations with a female expert worker and volunteers). After five days of accommodation in the crisis premises, the victim was accepted safe accommodation.

- On 10 August 2012, the accommodation of two Slovakian citizens, victims of forced begging, was anticipated. However, the victims wished to be repatriated, which did was effected that same night. The service provider provided them with some things for the journey (food, clothes and some cash).

- Between 17 October 2012 and 21 November 2012, Caritas Slovenia was preparing at an accelerated pace for the possibility of accommodating a larger number of women, possible victims of trafficking in human beings, of whom they had been notified by the police, who had identified fifty-two (52) alleged victims of trafficking from Ukraine and the Dominican Republic during the investigation of a criminal offence related to a legal entity. Caritas Slovenia provided a suitable location for a large number of people. At the end of the action, these persons generally did not recognise themselves as victims of trafficking, and so the service provider prepared another location. Five (5) females (two citizens of the Dominican Republic, two Ukrainian citizens and one citizen of the Czech Republic) who were willing to cooperate with the law enforcement authorities were accepted into crisis accommodation. All were provided with psycho-social assistance, accommodation, food, clothes, an interpreter,
information on their rights, advocacy and 24-hour monitoring by an expert worker and volunteers. A total of 15 nursing days were provided.

- The ‘Safe Accommodation’ Programme

On the basis of a public tender in October 2011, the Ministry of the Interior financed the ‘Providing Assistance for Victims of Trafficking in Human Beings – Safe Accommodation for 2012 and 2013’ Project, worth EUR 40,000 per annum. Prior to that, at the beginning of 2012, an annex to the contract from 2010/11 was concluded with the programme provider, Society Ključ, which extended the financing of the project until 29 February 2012 and raised its value by EUR 10,000. This had to be done for the contract to be implemented uninterruptedly and undisturbed until the conclusion of the procedure to select a new provider by public tender.

The newly selected programme provider, Caritas Slovenia, started the programme on 1 March 2012. In 2012, four (4) females were accommodated in a safe place: two from Ukraine, one from the Dominican republic and one from Slovenia. They were all being exploited through forced prostitution. Thus, in 2012, 395 nursing days were conducted in the safe accommodation.

Persons in the safe place were provided with accommodation, food, a weekly allowance and monthly bus pass; constant psycho-social assistance; medical services in an outpatient clinic for persons without health insurance and private clinics; counselling, information on their legal rights; assistance with arranging documentation and acquiring status and pertaining rights; interpretation, advocacy, social engagement and employment as voluntary worker, Slovenian language classes, companionship, escort, organised recreational activities and security.

The expert work with clients was related to individual interviews, psycho-social assistance, the preparation and evaluation of individual social plans, team work, conducting seminars, facilitating and assisting with quality free time activities, organisation of voluntarism, organisation of, and escort to, receive medical services, other escorts regarding the arrangement of documentation, inclusion in the community with voluntary work by clients and extending a healthy social network. An individual social plan was drawn up for each person in safe accommodation, and an agreement was made on the rules of the programme, drafted in the clients’ own language and signed by the client.

In 2012, Society Ključ offered at least one form of assistance to victims, including counselling, to 22 persons: two Ukrainian citizens, one citizen of the Philippines, and one citizen of the Dominican Republic; the other persons were Slovenian citizens, twelve of whom were minors. Two persons, both foreign citizens, were accommodated in the safe place.

Table 5: Victims of trafficking in human beings

<table>
<thead>
<tr>
<th>Identification of victims</th>
<th>2012</th>
<th>Wome n</th>
<th>Men</th>
<th>Childr en</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of victims identified in the year</td>
<td>13 + 1*</td>
<td>2</td>
<td></td>
<td>15 + 1*</td>
<td></td>
</tr>
<tr>
<td>Forms of exploitation of victims:</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- sexual abuse</td>
<td>13</td>
<td></td>
<td></td>
<td></td>
<td>13</td>
</tr>
<tr>
<td>- forced labour or services</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- slavery or similar condition</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- servitude</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- removal of organs</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Service</td>
<td>Number of persons regarding whom the authorised authorities have reasonable grounds to believe they are victims of:</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>---------</td>
<td>---------------------------------------------------------------------------------------------------------------</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>other, begging</td>
<td>2</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

| - trafficking in human beings at the national level | 2 | 2 |
| - trafficking in human beings at the international level | 11 | 2 | 13 |

**Assistance for victims**

| Number of victims of trafficking in human beings who received any kind of assistance | 13 | 2 | 15 |
| Number of victims of trafficking in human beings who refused the assistance offered | 52 | |
| Number of asylums for victims of trafficking in human beings in Slovenia | 3 | 3 | 3 |
| Total number of places in asylums for victims of trafficking in human beings** | 20 | 20 | 20 |
| Number of victims of trafficking in human beings accommodated in asylums | 7 | 7 |

**Period of recovery and reflection**

| Number of victims (including those believed on reasonable grounds to be victims) who received approval for a ‘period of recovery and reflection’ | 7 | 7 |

**Residence permit**

| Number of victims of trafficking in human beings who were issued a residence permit | |
| - due to personal circumstances | 2 | 2 |

**Compensation and legal means**

| Number of victims of trafficking in human beings who received compensation | |
| Compensation granted: | |
| - minimum amount granted to the victims (in EUR): | |
| - maximum amount granted to the victims (in EUR): | |

**Repatriation and return of victims**

| Number of victims of trafficking in human beings returned to Slovenia | |
| Number of victims of trafficking in human beings returned from Slovenia to other countries | 2 | 2 |
* One person/victim of trafficking was identified and accommodated in a safe place in 2011.

** All locations are suitable for male and female victims of trafficking in human beings. Women and men are accommodated separately. The accommodation location is selected on the basis of their characteristics and number. Minors may also be accommodated and provided with the comprehensive assistance they urgently need; the legal and formal fields, however, have not been yet harmonised.

Table 6: Number of victims by country of origin

<table>
<thead>
<tr>
<th>Number of victims originating from</th>
<th>2012</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Men (age)</td>
</tr>
<tr>
<td>The Czech Republic</td>
<td>1 (33)</td>
</tr>
<tr>
<td>The Republic of Slovakia</td>
<td>2 (50, 25)</td>
</tr>
<tr>
<td>Slovenia</td>
<td></td>
</tr>
<tr>
<td>Ukraine</td>
<td>7 (30, 35, 25)</td>
</tr>
<tr>
<td>The Dominican Republic</td>
<td>2 (38, 40)</td>
</tr>
<tr>
<td>Serbia</td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>15</strong></td>
</tr>
</tbody>
</table>

**PATS Project**

On 1 December 2011, the Ministry of the Interior, on the basis of contract No. C1711-10-460258, concluded with the contractor the Jesuit Refugee Association of Slovenia, continued the implementation of the programme 'Introduction of Mechanisms for the Recognition, Assistance and Protection of Victims of Trafficking in Human Beings and/or Sexual Violence in Procedures for Granting International Protection in Slovenia – PATS'.

The purpose of the PATS programme is prevention aimed at raising the awareness of high-risk groups of applicants for international protection in the Republic of Slovenia regarding the issue of trafficking in human beings. The target group comprises newly arrived applicants for international protection, particularly unaccompanied minors and single women. Informative interviews were performed in a language the user can understand, for which an appropriate interpreter was employed. On the basis of the contract, constant readiness for an informative interview was ensured.

From 1 December 2011 to 18 November 2012, the provider performed **43 informative interviews** with female and male applicants from 14 countries, 26 of which were conducted with unaccompanied minors and 17 with single women. There were no peculiarities in 39 cases, an alleged victim of violence was involved in two cases, and a victim of trafficking in human beings was involved in one case.

In the aforementioned period, EUR **3,324.78** were disbursed on the PATS Project implementation, EUR 1,267.00 for the work of providers and EUR 2,057.78 for the work of translators.
(Re)integrating victims of trafficking in human beings

In 2012, one person was included in the ‘Assistance for Victims of Trafficking in Human Beings and Reintegration’ Programme, performed by Caritas Slovenia. The programme ensures accommodation, food, counselling and arrangements regarding legal rights, legal counselling, assistance with the arrangement of documentation, escort and advocacy, Slovenian language classes, assistance with seeking employment, employment in voluntary work, organised recreational activities and access to literature in the mother tongue.

In 2012, four persons (three already included in assistance) were included in the (re)integration programme of Society Ključ. One of these persons is a minor, a 15-year-old Slovenian citizen, who was a victim of forced prostitution. The persons were included in work integration and education processes, and other processes to return them quickly to normal life.
V. Participation in regional and international organisations

The Ministry of Foreign Affairs regularly participated in negotiations on the relevant resolutions on combating trafficking in human beings discussed and adopted by the UN General Assembly, the UN Human Rights Council, the UN Office on Drugs and Crime, and the Organisation for Security and Cooperation in Europe (OSCE). Slovenia actively participated in the interactive dialogue with the United Nations special rapporteur on trafficking in persons at the presentation of her last report to the UN Human Rights Council. Slovenia was also vice-chair at the sixth session of the Conference of the Parties to the United Nations Convention against Transnational Organised Crime in October 2012 in Vienna and led the discussion on trafficking in human beings.

In its annual report on combating trafficking in human beings, the US State Department placed Slovenia in the first group of countries achieving the highest standards in combating trafficking in human beings in terms of fulfilling the criteria for 2012. In this context, the national coordinator had regular contact with the US Embassy in Slovenia and coordinated the reported contents.

On 9 and 10 May 2012, Slovenia hosted a working visit organised by the British Embassy of the delegation of the All-Party Parliamentary Group for Human Trafficking, under the leadership of its chairman, Peter Bone, M.P., at the House of Commons. The delegation also comprised Baroness Elizabeth Butler-Sloss, co-chair of the group and a member of the House of Lords, Anthony Steen, special consultant to the group, and Fiona Mactaggart M.P., a member of the group.

On 10 May 2012, the British delegation met the delegation of the Committee on the Interior, delegation of the Committee on Justice, Public Administration and Local Self-Government, and a joint delegation of the Commission for Petitions, Human Rights and Equal Opportunities, and of the Committee on EU Affairs.

Members of the delegation supported further active participation with the National Assembly regarding combating trafficking in human beings. The British delegation also met representatives of the IWG, led by the national coordinator, and representatives of some non-governmental organisations; it was acquainted with the extent of trafficking in human beings in Slovenia.

Between 10 and 13 December 2012, the first round of evaluation after the Council of Europe Convention on Action against Trafficking in Human Beings was performed by a group of experts, the so-called GRETA. The visit was organised by the national coordinator to combat trafficking in human beings and executed in accordance with a prepared schedule. Discussions were conducted with representatives of state authorities and civil society who encounter the problem of trafficking in human beings in their work. GRETA are expected to prepare a detailed report on their findings by mid-July 2013.

Initiatives of the Brdo Process

- Network of national coordinators of Southeast Europe

The conclusions of the conference in Brdo 2010, regularly organised by the Ministry of the Interior, show the initiative to establish a network of national coordinators from the countries of Southeast Europe. The network is active and the national coordinators meet twice annually. The role of the secretariat is performed by the ICMPD. Between 3 and 5 October 2013, the third consecutive meeting of the informal network of national coordinators was held in Ljubljana, the implementation of which was financed by the Ministry of Foreign Affairs as a form of the bilateral technical assistance. At the meeting, a common declaration was adopted and later presented at
the international conference on European Anti-Trafficking Day on 18 October in Brussels. It was published on the European Commission website and summarised in various EU documents.

- **Project of joint investigation teams for THB (JIT THB)**

The Ministry of the Interior applied to the European Commission tender with the project ‘Introduction of Requirements to Establish Joint Investigation Teams to Combat Trafficking in Human Beings in Southeast Europe – JIT THB’, which continued in 2012. It cost EUR 459,294.000, 80 per cent of which was financed by the European Commission.

The project is based on introducing requirements to establish joint investigation teams and more effectively combat trafficking in human beings, and focused on introducing the so-called strategic activities which will provide the necessary logistical basis for further implementation. The partner country in the project is Bulgaria, and the countries of utilisation are countries in Southeast Europe (Croatia, Bosnia and Herzegovina, Serbia, Montenegro, Macedonia, Albania, Romania and Moldova). The Office of the State Prosecutor General of the Republic of Slovenia, Europol and Eurojust are also participating in the project.

Workshops constitute the core of the project and are intended to encourage experts to use joint investigation teams, which might enhance their investigations and contribute to the development of international cooperation on criminal matters. In 2012, two three-day workshops were carried out in Belgrade in July, and in Brdo pri Kranju in December. They focused on the conclusion of the project, i.e. on implementing the imaginary introduction of joint investigation teams, whereby the participants had to prepare a suitable strategy, course of action and the required documentation for each case.

In addition to the workshops, an intermediate ministerial conference took place in Brdo pri Kranju as part of the project. It was intended for an interim review and reports on activities and progress related to the project. In addition to ministers of the interior, the conference was attended by state prosecutors general and representatives of the state prosecutors’ offices of the participating countries.

**Other international activities**

In 2012, the national coordinator actively participated in various international projects on the basis of invitations and initiatives:

On 17 and 18 April, the European Commission and the Ministry of Security of Bosnia and Herzegovina organised a regional conference in Sarajevo at which the Slovenian practice of government cooperation with non-governmental organisation was presented.

At the request of the European Commission and the national coordinator of Bosnia and Herzegovina, expert counselling on preparing a national strategy to combat trafficking in human beings was held in Sarajevo between 4 and 8 June.

On 13 and 14 June, the JIT – THB Project was introduced at an educational seminar for state prosecutors and judges in EU Member States at the Academy of European Law, ERA, in Trier.

The International Centre for Migration Policy Development (ICMPD) is the holder of the European project of trafficking in human beings in connection with labour exploitation. Active participation of Slovenia in this project is defined in the Action Plan. One of these events was held in Sarajevo from 21 to 23 September.

Between 8 and 10 October, state prosecutors and police officers were presented with the fundamental issues in trafficking in human beings in Sarajevo as part of the bilateral technical assistance to Bosnia and Herzegovina. In addition to the national coordinator, the presentation was performed by representatives of the General Police Directorate.
Between 15 and 19 October, the final meeting of the PC–TO Committee for the preparation of a new European convention on trafficking in human organs was held at the Council of Europe in Strasbourg.

On 8 and 9 November, the French Embassy and the Romanian government organised an international conference in Bucharest, attended by the national coordinator and a representative of the Primorska Legal Centre non-governmental organisation.

On 4 and 5 December, the Council of Europe and the Bulgarian Committee for combating trafficking in human beings co-organised a conference, to which national coordinators from all European countries were invited.

The participation costs at the aforementioned events were covered by the organisers. Due to austerity measures and scheduling problems, participation at the OSCE conference in Vienna on 11 and 12 October, the meeting of the informal network of EU national coordinators in Brussels on 17 October, and at the conference upon European Anti-Trafficking Day in Brussels on 18 October was not possible.

The IWG also monitored fields related to trafficking in human beings, such as child pornography on the Internet, illegal immigration, violence against women and children, and labour exploitation. They do not fall within the definition of trafficking in human beings in terms of content, but are indirectly related. In this context, numerous features and responses to questionnaires from various international organisations were prepared regarding the implementation of international convention provisions, the content of which is related to this field, e.g. amendment to the International Labour Organisation report in the section on trafficking in human beings, and regarding the fulfilment of recommendations of the Universal Period Review (UPP), as well as responses to the United Nations special rapporteur on sex tourism whose victims are children, and violence against women, and responses related to Directive 2004/81/EU.
Conclusion

As in the previous year, 2012 has also shown a reinforcement of the established policy of combating trafficking in human beings in the Republic of Slovenia. The comprehensiveness of measures in all key fields of prevention, prosecution of perpetrators and assistance for victims with partner and international cooperation is the basic principle of the operation of individual line ministries, as well of the whole of the Inter-ministerial Working Group.

Undoubtedly, prevention is of key importance in limiting the phenomenon of trafficking in human beings. The distribution of preventive activities into three main groups – the wider public, high-risk groups and experts – facilitates focused achievement of the goals, whereby the final goals must be considered, such as reducing the demand for services deriving from trafficking in human beings, better qualifications of expert staff encountering the problem, and raising the awareness of potential victims, mainly of the young and foreigners. In spite of the consistent fulfilment of tasks in the Action Plan 2012–2013, this field still has some shortcomings and unutilised opportunities:

- providing information to the wider public to encourage them to refuse products and services which may be assumed to have been made or offered by victims of trafficking in human beings,
- including corporations and smaller companies as potential employers of victims of trafficking in human beings in the awareness-raising process,
- systematically including educational institutions in preventive activities.

The criminal offence of trafficking in human beings and related criminal offences are becoming increasingly common in the working environment of police officers and state prosecutors. This is supported by statistical indicators, which are not negligible, and reflected in judgements of acquittal: eight judgements in 2012 were more than the statistics show so far. Nevertheless, awareness and recognition of the problem among judges rather lags behind that of state prosecutors and police officers. Continuous professional training is still an unachieved goal.

In practice, assistance for victims of trafficking in human beings is an established process implemented by non-governmental and humanitarian organisations and financed by the competent ministries. The average number of persons accommodated in safe housing has been rising – in 2012, a total of four victims were accommodated. We also established that the legal basis regulating this matter was insufficient, which was an additional reason to seek more suitable and comprehensive solutions.

In recent years, stagnation in the establishment of policies to combat trafficking in human beings has been detected, which is also reflected in the delay in the regulatory framework. In the past two years, EU institutions, mainly the European Commission, have contributed to defining more accurately the guidelines for more efficiently managing the suppressing this phenomenon. We should also mention the establishment of the institution of a coordinator to combat trafficking in human beings at the European Commission, the adoption of Directive 36/2011/EU on preventing and combating trafficking in human beings and protecting its victims, as well as the adoption of the EU Strategy on the Eradication of Trafficking in Human Beings 2012–2016. All this is a suitable basis for considering the need for a framework act to regulate this field and for improving the systematic placement of so-called national coordinators or related mechanisms. The IWG firmly believes that, at this point, a step forward should be taken.