Report by the Inter-Ministerial Working Group on Combating Trafficking in Human Beings for the year 2014

Ljubljana, June 2015
# Contents

**Introduction**  
3

## I. Legislation and policies  
4

## II. Prevention  
6  
Raising awareness of the wider public  
6  
Raising awareness of high-risk target groups  
7  
Raising awareness and training of expert public  
10

## III. Detection, investigation and prosecution of criminal acts related to trafficking in human beings  
11  
Police activities  
11  
Activities of the State Prosecutor's Office  
14  
Activities of the Labour Inspectorate of the Republic of Slovenia  
15

## IV. Assistance to and protection of victims  
17  
'Providing Assistance to Victims of Trafficking in Human Beings' Project  
17  
Reintegration of victims of trafficking in human beings  
19  
PATS Project  
19

## V. International activities and partnerships  
20  
International activities  
20  
Partnerships and surveys  
22

**In place of a conclusion**  
23
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) has prepared a report on its work in 2014.

Members of the IWG are representatives of competent ministries and government offices, and non-governmental and humanitarian organisations the activities of which are focused on combating trafficking in human beings. In 2014, the national coordinator convened four meetings of the group, i.e. on 30 January, 5 March, 18 June and 9 December. The work of individual ministries was coordinated on the basis of confirmed decisions from the minutes which were sent to members of the working group. In addition to regular meetings of the IWG, a number of coordinating and operational meetings were held on the topic in question, depending on the need and the format of participants.

Cooperation between individual ministries competent for the field of trafficking in human beings was good, especially at the level of concrete examples, when direct exchange of experience and harmonisation of positions was involved. Certain ministries were somewhat lesser represented in the work of the IWG, and their responsiveness corresponded to this.

The field of prevention and combating trafficking in human beings is increasingly demanding a comprehensive and coordinated approach within relevant institutions in the country, a high degree of cooperation with non-governmental and humanitarian organisations, particularly in the field of assistance to and care for victims of trafficking, and readiness and openness as part of international and project cooperation, both among the EU member states and the neighbouring countries in the Western Balkan region and international organisations which are actively dealing with this topic.

All three dimensions, i.e. cooperation between relevant institutions, cooperation with civil society and international cooperation, were adequately implemented. Although inter-ministerial cooperation needs to be significantly improved with a higher degree of pro-activity, international cooperation needs to be mentioned in a positive sense. The latter was reflected through the implementation of international projects as well as an active role and presence in international events.

The content of the report does not significantly differ from the content of the reports from previous years. In Slovenia, trafficking in human beings is still most frequently recognised for the purposes of sexual exploitation or exploitation through prostitution. The presence of organised groups of beggars was detected, but these were mostly persons who were transiting through Slovenia. No victims of forced labour were detected, while a larger number of exploited workers was detected, who were treated in pre-trial investigations and criminal proceedings as victims to other criminal acts which are prosecuted ex officio, referred to in Chapter 22 of the Criminal Code (KZ-1) (criminal offences against employment relationship and social security). One must not generalise when looking for reasons, and it is also hard to impose responsibility on an individual institution. It is largely about the ability of perpetrators to abuse of the system, which enables involvement of potential victims through the establishment of numerous companies. After all, these are acts which have epilogue in other EU countries and not in Slovenia. One of the new forms of trafficking in human beings which was recognised in Slovenia also in the report year are forced marriages of underage girls, usually in the Roma community.
I. Legislation and policies

No legislative acts which would directly impact the field of prevention and combating trafficking in human beings were adopted or amended in the report year.

– On the basis of the evaluation mechanism of the Group of Experts on Action against Trafficking in Human Beings (GRETA) under the Council of Europe Convention on Action against Trafficking in Human Beings, the Committee of the Parties to the Convention adopted on 7 February 2014 the report for Slovenia and presented recommendations (26 in total), whose implementation is envisaged by February 2016. The Government of the Republic of Slovenia was acquainted with the report and the recommendations. With the purpose of bringing the recommendations to the implementation level, the IWG included them in the introduction of the new action plan for the 2015–2016 period and accordingly adjusted certain activities. The recommendations relate to systemic strengthening of coordination and reporting, training, collection of data and surveys, international cooperation, awareness raising, recognition and assistance to victims, including the regulation of status, payment of compensation, criminal, substantive and procedural law.

– National Assembly deputy Maja Dimitrovski addressed on 28 January 2014 a deputy initiative to the Government of the Republic of Slovenia, calling on the Government to "in accordance with the recommendations of GRETA, establish an independent role of the national rapporteur or ensure that this role is played by the national coordinator for combating trafficking in human beings, which is currently incorporated in one of the bodies affiliated to the ministry, and to ensure its appropriate incorporation in state bodies". The Ministry of the Interior prepared an answer to the deputy's initiative on behalf of the Government, in which it expressed the awareness and readiness to solve this issue, and committed to do this in the first half of 2014. This commitment was not realised because of the ousting of the then Government and the early elections, and was instead transferred into an indefinite time frame.

– The common European policy in combating trafficking in human beings is the fundamental guideline in the adoption of legislative and strategic measures in this field in Slovenia. Directive 2011/36/EU as a new document was thus fully transposed into the Slovenian legislation and the notification procedure started in August 2014. The coordination and exchange of information in the field of combating trafficking in human beings was implemented at the EU level as part of meetings of the informal network of national rapporteurs or equivalent mechanisms, which are being called twice a year by the EU coordinator in cooperation with the presiding member state. Two such meetings were held in the report year, between 6 and 7 May and between 20 and 21 October.

In accordance with Article 23 of the aforementioned Directive, a report had to be also submitted to the European Commission in 2014. The report covered a three-year period and contained the statistics of the registered cases of criminal proceedings and proceedings with victims of trafficking.

– The Commission for Petitions, Human Rights and Equal Opportunities of the National Assembly was acquainted on its first regular session on 16 October 2014 with the Report on the work of the IWG in 2013. The report was presented by the national coordinator for combating trafficking in human beings.

– The Intergovernmental Working Group for the Preparation of Possible Measures for the Implementation of Migration Policy of the Republic of Slovenia, which was established with decision of the Government of the Republic of Slovenia number 21400-4/2009 of 9 July 2009, was also active in the report year. The working group, a member of which was also the national coordinator for combating trafficking in human beings, held a meeting in December 2014 and discussed the effectiveness of the measures with which the Government tasked relevant ministries, namely to prepare changes and amendments to sectoral legislation and eliminate abuses of the system in the acquisition of work permits without the control of the labour market.
and, consequently permits for first residence, abuse of marriages of convenience, acquisition of social transfers and the issue of posted workers. Connected with the issue of the latter is the abuse of the system of the establishment of single-member companies, whose fictitious founders or procurators are actually the abused workers. There is the possibility that these migrant workers may end up as victims in the spiral of trafficking in human beings.

– Activities in the drafting of amendments to the Companies Act from the aspect of prevention of abuses by companies. The Labour Inspectorate of the Republic of Slovenia actively participated in 2014 also in the drafting of amendments to the Companies Act, a part of which was prepared on the basis of proposals from the Intergovernmental Working Group for the Preparation of Possible Measures for the Implementation of Migration Policy of the Republic of Slovenia. The Inspectorate pointed out particularly the absence of restrictions for establishing companies and entrepreneurs and acquisition of the status of a partner for a certain period for violators of labour legislation, especially in relation to payment for work. The said violation was the most frequently detected violation in the field of labour relationships in the last six months, with payment for work being one of the basic obligations of an employer in relation to a worker. The proposal to restrict the establishment of companies and acquisition of the status of a partner, as given by the Inspectorate, was adopted and included in the wording of the draft amendments to the act.

– Drafting of a new regulation in the field of employment and work of foreigners. In 2014 the Labour Inspectorate of the Republic of Slovenia participated in the drafting of a new bill that will regulate employment, self-employment and work of foreigners. Together with the Aliens Act, the draft Employment, Self-employment and Work of Aliens Act implements Directive 2011/98/EU on a single application procedure for a single permit for third-country nationals to reside and work in the territory of a Member State and on a common set of rights for third-country workers legally residing in a Member State. In the process of drafting of the regulation, the Labour Inspectorate of the Republic of Slovenia provided its remarks regarding the institutes where it had detected most of the irregularities in the period of the application of the currently valid law. Remarks were related primarily to the excessively wide regulation of the possibility of work by representatives or owners of companies who are foreign citizens, inadequate regulation regarding seasonal work on the basis of work contracts, regarding the regulation of accommodation of foreigners and regarding the conflict between the Employment and Work of Aliens Act and the Prevention of Undeclared Work and Employment Act in the part which regulates the term of undeclared employment in relation to work of foreigners. Several minor editorial remarks were also prepared. The drafter of the regulation took into account most of the remarks from the Inspectorate and reasonably incorporated them in the new draft act.
II. Prevention

Raising awareness of the wider public

Raising awareness of the wider public about the issue of trafficking in human beings was, according to the agreement and guidelines from the national coordinator, mainly coordinated by the Government Communication Office (UKOM). In this field, all the tasks defined in the IWG Action Plan and summarised below were performed.

- 18. October 18 – EU Anti-Trafficking Day

  The Government Communication Office (UKOM) financed and provided technical support for the panel Are we asking victims of human trafficking for services?, which took place on 15 October 2014 in Ljubljana. Persons participating at the panel were: Sandi Čurin, national coordinator for combating trafficking in human beings from the Ministry of the Interior, Danijela Frangež of the Faculty of Criminal Justice and Security of the University of Maribor, Mojca Pajnik of the Faculty of Social Sciences and the Peace Institute, Goran Lukič of the Association of Free Trade Unions of Slovenia and Rene Suša of Humanitas, an association for human rights and supportive action, and the Buna fair trade association.

  The panel debated possible measures for reducing the demand for services provided by victims of trafficking in human beings. Various players can influence on a reduction of the demand, from employers and companies to users of sexual services, and from various agencies, transport operators and workers in tourism industry to consumers of products of forced labour or child labour. A summary of the results of a survey on trafficking in human beings in Slovenia with the purpose of exploitation of labour force, trafficking of children, forced begging and carrying out criminal acts, was also presented. In addition to media representatives, there were 55 participants at the panel.

  UKOM financed the lease of a venue for a free concert organised by the Association Ključ for combating human trafficking on 17 October in the Kino Šiška Centre for Urban Culture on EU Anti-Trafficking Day. The concert was intended for raising awareness of the wider public, especially young people. It was attended by 800 visitors. A total of 70 performers performed at the concert, and content from the field of trafficking in human beings was screened during the performances. The event was a part of a larger project, which was mostly financed by the Ljubljana City Municipality – Office for Youth.

  Slovenian Caritas carried out in the summer and autumn an awareness-raising campaign called "Be attentive. Be careful." with the campaign "Stop prostitution. You are not alone" being an important part of it. As part of the campaign, which took place between 15 September and 18 October (EU Anti-Trafficking Day) and in which Slovenian musician Neisha participated with her song “Gloria” and the eponymous video, the organisation raised the awareness of the wider Slovenian public about the incidence of (forced) prostitution and possibilities for finding a way out of it offered by Slovenian Caritas as part of its programmes.

- Website

  In 2014, UKOM provided for updating the content on the website which presents issues of combating trafficking in human beings in Slovenian and English. The website provides information about the activities of the IWG, basic documents the IWG prepares, international documents in this field, surveys and studies, while it is also possible to submit anonymous e-reports and contact non-governmental organisations which provide assistance to victims. The statistics show that in 2014, 2,809 visitors visited the Slovenian version of the site and 524 visited the English version.

  The Facebook page “Slovenian Caritas against trafficking in human beings” was launched in May, raising people’s awareness about trafficking in human beings and informing
them about the activities as part of the project "Be attentive. Be careful." The page has been "liked" by 897 people.

– The Centre for the Legal Protection of Human Rights also implements awareness-raising activities in the field of trafficking in human beings, mostly by means of web reporting. On its website www.pravni-center.si, the interested public can find information about the issue of trafficking in human beings and self-protection measures against this phenomenon. The centre also informs the public through the social network Facebook with news and content related to the work of non-governmental organisations in Slovenia.

• Media

– According to the available data, the Slovenian print, electronic and online media published over 85 reports related to trafficking in human beings. More than a half of all reports was related to the significance of 18 October and activities performed by non-governmental organisations Slovenian Caritas, DrogArt, the Association Ključ and the IWG and reports by the Association of Free Trade Unions of Slovenia and the European Commission. What is encouraging is the fact that the media, in addition to reports on these activities, also published a number of more in-depth features about various forms of trafficking in human beings in Slovenia and around the world. Reports were usually accompanied with photographs or video clips made at the opening of a "real" shop where human beings were sold and intensive radio advertising of the "You are not alone." campaign. The media also covered the procedures of detection and prosecution of criminal acts related to trafficking in human beings and, the recommendations from GRETA to Slovenia, activities of non-governmental organisations and statements made by Pope Francis on the topic given in various occasions.

– The Association Ključ for combating human trafficking participated in more than 60 media reports in 2014. Reports by Slovenian Caritas were also published in numerous media. In cooperation with editors of the magazine Vzgoja, articles by experts were published as part of preparations for a thematic issue on trafficking in human beings, and booklets and preventive activities were presented on Radio Slovenija 1 and Radio Ognjišče. In July 2014, a one-hour show was broadcast on Radio Ognjišče that featured a talk with representatives of Slovenian Caritas, the national coordinator, a police representative and the head of the Asylum Centre. As part of the project "Be attentive. Be careful." the music video “Gloria” by Slovenian musician Neisha and the radio advertisement "Stop prostitution. You are not alone." were broadcast. The following radio stations also reported on preventive activities, the assistance to victims of trafficking project and individual campaigns: Radio 1, Val 202, Radio Ognjišče, Radio Kranj, Radio Hit, Radio Kum, Štajerski Val, Radio Celje, Radio Robin, Radio Capris, Moj radio, Radio Tomi, Radio Ekspres, Radio Antena, Koroški Radio, Radio Maxi, Radio Zeleni val, Radio Gorenc. Television stations Pop TV, TV SLO and Planet TV also reported about the projects.

Raising the awareness of high-risk target groups

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

• Co-financing of non-governmental organisation projects

On the basis of a public tender for co-funding of information and communication and educational activities of non-governmental organisations, UKOM co-funded four NGO projects in the total amount of EUR 20,000 in 2014. Two projects were intended for raising awareness of adolescents on the dangers of trafficking in human beings, on 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 a more efficient exercising and protection of their rights, protection against exploitation, caution against possible
intertwining of exploitation with forced labour and trafficking in human beings, and recognition of possible victims that are in need of additional support and protection. The purpose of the fourth project was to reduce the demand for services provided by victims of trafficking in human beings by raising awareness of users of these services and the general public.

– The first project, called “Be attentive. Be careful.” was carried out by Slovenian Caritas. The project was intended for students of the last three years of primary school and children who belong to the vulnerable group for trafficking in human beings. A total of 21 primary schools participated in the project, in which 31 one-hour and 14 two-hour workshops were organised for a total of 1,024 children from all Slovenian regions; 12 workshops were organised in local communities, in which a total of 323 participated. Two two-hour workshops were also organised for 60 children coming from a less supportive environment, which makes them particularly vulnerable. Many other activities were carried out in addition to workshops. A prize competition was organised, at which a total of 61 products of various kinds competed, some of them standing out in terms of their message and completeness. Mentors who conducted preventive workshops were provided with adequate material. Children and mentors who participated in the prize competition were given a total of 70 USB flash drives. A series of three posters called “Say NO to trafficking in human beings.” Was issued and sent to all primary and secondary schools, student residence halls, social work centres, youth and crisis centres, work service offices, safe houses and juvenile homes, residential special schools and group care facilities, prisons, police stations, trade unions, the Aliens Centre, the Asylum Centre etc. A total of 500 copies of the board game “In the labyrinth of trafficking in human beings” were issued and sent to all participating schools, residential special schools, student residence halls and group care facilities. A radio advertisement and the advertising banner “stopProstituciji nisiSama” (Stop prostitution. You are not alone.) were prepared in cooperation with musician Neisha and 16 radio stations were invited to join the campaign, including the most popular Radio 1 and Val 202. The video “Trafficking in human beings”, which warns about the issue of child begging, was also prepared. The video was presented to the public together with a statement for the press upon the Children’s Week and EU Anti-Trafficking Day. The organisation also participated in the publication and preparation of articles in the magazines Vzgoja, Cerkev danes and Žarek dobrote and on the radio station Radio Ognjišče.

– The second project, called “Telesnica – how to recognise trafficking in human beings and avoid it?”, was carried out by the Association Ključ – centre for fight against trafficking in human beings. The project featured 35 workshops for secondary school students in the areas of Ljubljana (9 workshops), Koper (8 workshops), Novo mesto (6 workshops), Ravne na Koroškem (7 workshops) and Jesenice (5 workshops). A total of 846 students participated in the workshops, where they were distributed material dealing with prevention of trafficking in human beings. After the workshops the students were encouraged to take a look at the Telesnica website, which was done by 1,152 users and were invited to ‘like’ the Facebook page, where the number of likes increased by 247 (from 1,348 to 1,595). The students were encouraged to make art (photographs, drawings, writings, poems, comics etc.), which would be later included in a calendar. A total of 13 various pieces of art were submitted, and two products made by a student who is a user of the association were also used for the calendar. Copies of the calendar were distributed among the schools which participated in the project. The Association Ključ also donated two copies of the youth novel “Loverboy” to all primary and secondary schools in Slovenia in a bid to raise awareness among young readers about trafficking in human beings.

– The third project, called “Combating trafficking in human beings – expansion of information is a weapon against exploitation”, was carried out by Slovenian Philanthropy, the association for the promotion of volunteering. As part of the project, migrant workers, other workers and the wider public were informed about trafficking in human beings, about potential dangers of trafficking in human beings, about recognising trafficking in human beings, about possible intertwining of exploitation with forced labour and trafficking in human beings and about mechanism which can help workers prevent exploitation. The informative campaign was carried out in 12 places around Slovenia and 100 posters were put up and 2,000 fliers distributed in cooperation with numerous other organisations. A total of 41 migrant workers were
included in further treatment. The association also emphasised the cooperation with the German and Austrian embassies and the Slovenian-German chamber of commerce and many other stakeholders which make effort for effective support for and protection of rights of foreign workers (trade unions, social work centres, NGOs, regional units of the Employment Service, regional associations of the Red Cross, …).

– The fourth project, called “A human should not be for sale” was carried out by the Association Drogart. As part of the project, 3 persons were put in a packaging as “products” and displayed in Mercator shopping malls in Ljubljana, Maribor, Kranj and Koper. They also made a guest appearance at a panel held upon EU Anti-Trafficking Day, the 5th Days of Social Economy and the Student Arena. It has been estimated that the “packaged products” were noticed by at least 2,000 people.

A “real” shop where human beings were sold was open in Ljubljana on 17 and 18 October, to which passers-by were invited by “living products”: a forced prostitute, a forced beggar, a migrant worker and an underage bartered bride. Available to the visitors of the shop were additional information about the topic, informative material, a video screening, films, photographs etc., and the visitors were also invited to symbolically sign a petition for closure of the shop. The shop was visited by around 500, and around 300 signatures were collected.

A press conference was also held in the “shop”, which further contributed to the extensive media coverage of this provocative and creative project and coincided with EU Anti-Trafficking Day on 18 October. The press conference featured Tanja Rudolf Čenčič of the Association Drogart, Katjuša Popovič of the Association Ključ, Anida Sarajlić of the Ministry of Education, Science and Sport, Franci Zlatar of Slovenian Philanthropy and Sandi Ćurin as the national coordinator for combating trafficking in human beings. The project operator also presented the project to the expert marketing public.

– Along with the described projects, which were co-financed by the Government of the Republic of Slovenia, the Centre for the Legal Protection of Human Rights started in December 2014 with the implementation of an independent awareness-raising project entitled “Open your eyes – pupils against THB”, which is co-financed by the US Embassy in Slovenia. The main goal of the project is to educate students in the last three years of primary school and students of secondary schools on the phenomenon on trafficking in human beings, its dangers and protective measures, and include all regions in Slovenia. In addition to young people, the wider public was also actively informed about the phenomenon through the internet, social networks and the media. The goal is to involve around 2,000 primary and secondary school students in the project, a majority of which will be implemented in 2015. An educational module was prepared as part of the project in the form of a Power Point presentation, which includes an adjusted test of the knowledge gained in the form of a playful questionnaire. Volunteers were also included in the project, who actively participate in the organisation of workshops and other activities. A brochure dedicated to raising awareness about the issue of trafficking in human beings and providing basic information about the project and the phenomenon itself was also produced. The brochure was available in the electronic form at the website www.pravni-center.si in the Projects section. A tab was created on the website of the Centre for the Legal Protection of Human Rights which describes all current activities related to the project and provides basic information about combating trafficking in human beings.

Other activities

As part of the aforementioned projects, Slovenian Caritas prepared several pieces of preventive material intended for various target groups of population. As part of the project called “Providing assistance to victims of trafficking in human beings – Crisis accommodation”, a total of 15,000 copies of the “Say no” booklet were issued. Booklets were sent to 1,040 address, including all primary schools, special primary schools, secondary schools, student residence halls, social work centres, work service offices, youth and crisis centres, safe houses and maternity homes, juvenile homes and group care facilities, prisons, police stations, members of the IWG, Association of Free Trade Unions of Slovenia, the Aliens Centre, the Asylum Centre,
the Military Vicariate, youth and non-governmental organisations etc. The booklet whose graphic design resembles money is attractive and interesting. It symbolically warns about the fact that trafficking in human beings is dictated by market rules and that every individual is a peace of the puzzle which can significantly contribute to breaking the vicious circle of trafficking in human beings. The booklet warns about the known fact that human life is getting increasingly devalued. Victims of trafficking in human beings are being abused for small money, while traffickers are making large profits. The fate of an individual and their dignity are priceless. The booklet warns that the values on which Europe is supposed to be based are too often being trampled on and abused. Victims of trafficking in human beings usually come to the so-called more developed, richer countries in hope for a better life. They dream about the stars as the symbol of the EU, but they usually land on hard ground, end in humiliating relationships and conditions that destroy their hopes and self-respect. The booklet defines trafficking in human beings, and notes that the demand for services provided by victims in target countries is constant and even on an increase. It also addresses individuals who are not (yet) migrants and victims of trafficking in human beings to become more sensible, to prevent trafficking in human beings with their behaviour and to respect every human being. The last, but not the least part of the booklet encourages every individual to commit to respect, justice and peace. Trust among people and respect are the main building blocks in combating trafficking in human beings. A total of 28 preventive workshops for secondary school students were also held as part of the project, which were attended by a total of 618 students. The workshops covered secondary school students in five regions (Savinjska, South-eastern Slovenia, Podravska, Osrednjeslovenska and Zasavska).

Raising awareness and training of expert public

– The criminal police and the police constantly educates and trains criminal investigators and police officers on trafficking in human beings at local level, who are first to encounter the problem in their work. The greatest attention is being paid to recognising the forms of trafficking in human beings, detecting criminal offences, and identifying and recognising the indicators of potential victims of trafficking and perpetrators, and further specific criminal procedures of treatment of such criminal offences.

The Criminal Police Administration of the General Police Administration (UKP GPU) carried out in 2014 in cooperation with the Uniformed Police Administration of the General Police Administration (UUP GPU) training of police officers in the police stations for compensatory measures on the issue of detection and investigation of criminal acts related to trafficking in human beings. The training was attended by 106 police officers.

In November 2014, in cooperation with the national coordinator for combating trafficking in human beings, district courts in Ljubljana and Koper, Specialised Office of the State Prosecutor of the Republic of Slovenia, Aliens Centre, Asylum Centre and non-governmental organisations, the UKP GPU conducted a two-day training on the issue of trafficking in human beings intended for criminal police officers - investigators.

– At its regular annual consular consultations, the Ministry of Foreign Affairs informed and raised awareness of the Slovenian consular staff about the forms of trafficking in human beings and recognising suspicion of trafficking in human beings . In 2014, the ministry also started informing diplomats before their departure for work abroad about the forms of trafficking in human beings and how they can prevent it when hiring workforce for household work during their work abroad.

– The Association Ključ organised in 2014 independently or in cooperation with other partners a number of lectures, training sessions and round table debates intended for expert public. A total of 980 expert workers from various structures (social affairs, education, police, judiciary, prosecution) were involved in these discussions.

– As part of the project “Providing assistance to victims of trafficking in human beings”, Slovenian Caritas had four meetings in 2014 with the purpose of planning activities and
evaluation the implementation of programmes. A total of **22 volunteers and 36 volunteer interpreters** expressed readiness to participate, which secured interpreting into **25 languages** for the needs of assistance to victims of trafficking in human beings. All procedures for the recruitment and education of new reliable volunteers for the programme also started in 2014. Interviews were conducted with persons who had previously completed a questionnaire to show they had skill, personal integrity and interest to contribute to enhancing the programme for assistance to victims of trafficking in human beings. A total of 21 persons responded to the invitation. A total of 8 persons attended further training on migrations and trafficking in human beings for volunteers. The first part took place on 18 September 2014 at the seat of Slovenian Caritas and took three hours. The second part of the training took place on 8 December 2014, and also took three hours. It was attended by 10 persons. The training was conducted by the head of the project “Providing assistance to victims of trafficking in human beings – Crisis accommodation”.
III. Detection, investigation and prosecution of criminal offences related to trafficking in human beings

Police activities

In 2014, the police discovered and dealt with several forms of trafficking in human beings. They established that a majority of the cases were recognised as a form of prostitution exploitation and other sexual abuse. Also worth mentioning is one case of forced marriage as one of the forms of trafficking in women in relation to servitude.

Considering the described forms of trafficking in human beings, it cannot be claimed that Slovenia is the country of origin of these victims. A case of a Slovenian citizen who was recruited in Slovenia as a victim of trafficking in human beings to later be exploited in prostitution on the territory of another EU member states was detected in 2014.

It can be confirmed that Slovenia is a target country for:
- citizens of third countries from East and Southeast Europe (Ukraine, Serbia), who are exploited in Slovenia for the purpose of prostitution in night clubs and private apartments;
- girls from the EU (Slovakia, the Czech Republic, Hungary), who mostly do not have temporary residence in Slovenia, who are not employed and who do not have adequate social and health insurance. These persons deal with prostitution in Slovenia (in apartments and hotels);
- persons from the EU (Slovakia, Bulgaria and Romania) – who deal with organised forced begging on the territory of Slovenia.

Slovenia is a transit country for:
- persons from the EU (Slovakia, Bulgaria and Romania) – in case of forced labour -begging and forced criminal activity. The Slovenian police have been detecting occasional presence of criminal gangs, which deal with trafficking in human beings for forced begging. These criminal gangs or perpetrator usually travel from the country of origin (Bulgaria, Romania, Slovakia) through Slovenia to other EU member states (Italy, Austria, France etc.), while stopping in Slovenia on their way only for a short time (rest areas on the motorway network and cities and towns along the way).

- 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. In accordance with the third paragraph of Article 7 of the Protection of Public Order Act, offering sexual services at a public place in an intrusive manner, which needs to bothers someone or cause discomfort or indignation of people, remained a punishable act. Thus the offence is not sexual intercourse for money but rather the intrusive offering of sexual services at a public place. This form of prostitution is not detected in Slovenia.

The Slovenian police detected similar trends in prostitution like in the previous years. Due to the lack of reliable data on the number of people involved in offering and performing prostitution, trading in prostitution, the demand for the services and the use of payable sexual intercourses, the actual situation is not known. Estimates regarding the number of prostitutes stated by media commentators, non-governmental organisations and researchers are between 1,500 and 4,000. Thus it is perhaps better to apply the relative criterion regarding the prevalence of prostitution according to which 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. A majority of them are persons with permanent residence in Slovenia. Foreigners, citizens of third
countries, also deal with prostitution in Slovenia, primarily those who have work permits for dancers, entertainers, ancillary work ad stage artists, who are employed in night clubs and have been issued temporary residence permits in Slovenia for employment or work. Data or estimates as to how many men and minors are engaged in prostitution are not available.

It is characteristic for prostitution in Slovenia that it is mainly unnoticeable, as it is performed in closed spaces, usually in hired or own apartments, hotel rooms, etc. Street prostitution or prostitution in the open has not been detected. Middle and higher levels of prostitution are prevalent in Slovenia. Generally, prostitutes with 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, ancillary workers and stage performers employed in night clubs.

In 2014, the police dealt with criminal acts related to exploitation of victims of trafficking in human beings or prostitutions in night clubs, which were concluded in 2015. In monitoring the issue and implementing activities in night clubs in relation to exploitation of prostitution or trafficking in human beings, the police conducted supervision over the work of night clubs in cooperation with the relevant inspection services on the entire territory of Slovenia. It was established that the trend from the previous years, that the employees in night clubs or "alleged victims" are not recognised as victims of trafficking in human beings in police procedures, continues, which is in line with expectations. However, this still does not mean that the criteria of identification of a victim are not fulfilled.

Advertising of prostitutes from Hungary, Slovakia, the Czech Republic and Serbia was noticeable. Persons who advertise prostitution (criminal gangs) publish photographs of prostitutes, locations where they offer their services, contact numbers and the price of services. It is clear from such websites that the said activity is being performed in apartments, hotel rooms, private premises, and there is also a web forum where users comment on services, prostitutes, night clubs, hotel services etc. On the basis of the findings, these prostitutes could become victims of trafficking in human beings or injured parties in criminal acts of exploitation through prostitution.

In relation to exploitation through prostitution as one of the forms of exploitation of victims of trafficking in human beings, the police have established that the trend of performing of prostitution in rented apartments in major cities in Slovenia continues. It has been established that criminal gangs and individuals recruit adequate girls abroad for this purpose.

- **Trafficking in human beings and begging as forms of forced labour**

The police detected in 2014 several organised groups of beggars from Slovakia and Romania. No victims of trafficking in human beings or persons who would be forced into begging were recognised in these groups, or persons who would recognise themselves as victims of trafficking in human beings. It was established that there were organised groups of beggars who travelled through major Slovenian cities (Maribor, Celje, Ljubljana) and this activity represents their way of life. In police procedures, "beggars" usually do not cooperate with the police and do not recognise themselves as victims of trafficking in human beings, which is why it is practically impossible to identify possible victims among this population by using standard methods of investigation of criminal acts. On the basis of information from foreign security authorities and the established indicators that beggars as victims of trafficking in human beings could be forced into such an activity – forced labour, the General Police Administration provided written instructions to all police units regarding the forms of forced labour, and plans for implementation of further activities regarding organised groups of beggars related to identification or recognition victims of trafficking in human beings among the said population.

The trend from the previous years continued in 2014, with citizens of Slovakia and Romania, who performed the activity of begging mostly in Ljubljana and Maribor, being the most
frequently detected and processed beggars along with Slovenian citizens. During the implementation of their own activity in 2014 the police did not recognise among beggars any victims or perpetrators of the criminal act of trafficking in human beings under Article 113 of the Criminal Code (KZ-1).

- Trafficking in human beings and forced marriages

The police detect cases of so-called forced or arranged marriages in the Roma ethnic communities. The form of trafficking in human beings with the purpose of exploitation of servitude and forced labour is being detected. A case was thus detected and processed of a forced marriage between an underage girl, a citizen of a third country, and a Slovenian citizen (member of the Roma ethnic community). The second case was an attempt of a forced marriage between an underage Roma girl with a member of the Roma ethnic community in Slovenia. Here the police detect the *modus operandi* of exploitation of victims of trafficking in human beings with the purpose of servitude and forced labour.

In both cases, an important role was played by the families of the Roma girls, who married them into other Roma families in return for payment. The Roma see and understand this practice as a part of their tradition. Since the police has established in cooperation with other state bodies that there are indicators of criminal acts in such cases, the Roma do not cooperate with competent authorities when it comes to clarifying the circumstances.

- Police statistical indicators for 2014

Due to suspicion of a committed criminal act of trafficking in human beings under Article 113 of KZ-1 (official consolidated text 2), the police filed 3 criminal complaints against statistically detected 8 persons. What needs to be emphasised here is that some of the statistically detected perpetrators were processed in different criminal complaints. These cases relate to three men (a citizen of Bulgaria and a citizen of Slovenia) and one woman, a citizen of Slovenia. In addition to the mentioned criminal complaint, the police filed an additional six reports to the Specialised Office of the State Prosecutor of the Republic of Slovenia.

Due to suspicion of a committed criminal act of exploitation through prostitution under Article 175 of KZ-1 (official consolidated text 2), four persons (14) were processed in 4 criminal complaints, while neither of them was processed for the criminal act of enslavement under Article 112 of KZ-1 (official consolidated text 2).

**Table 1:** Processed cases of perpetration of the criminal act of trafficking in human beings under Article 113 of the Criminal Code (KZ-1B)

<table>
<thead>
<tr>
<th>Suspects</th>
<th>Legal entities</th>
<th>Men</th>
<th>Women</th>
<th>Citizenship</th>
</tr>
</thead>
<tbody>
<tr>
<td>Trafficking in human beings (Article 113 of KZ-1B)</td>
<td></td>
<td>6 (3)</td>
<td></td>
<td>Bulgaria (1), Slovenia (2)</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>2 (1)</td>
<td>Slovenia (1)</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>6 (3)</td>
<td>2 (1)</td>
<td>8 (4)</td>
</tr>
</tbody>
</table>

**Table 2:** Processed cases of perpetration of the criminal act of trafficking in human beings under Article 113 of the Criminal Code (KZ-1B), 2010–2014

<table>
<thead>
<tr>
<th></th>
<th>2010</th>
<th>2011</th>
<th>2012</th>
<th>2013</th>
<th>2014</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number of suspects</td>
<td>5</td>
<td>16</td>
<td>13</td>
<td>15</td>
<td>8</td>
</tr>
<tr>
<td>--------------------</td>
<td>----</td>
<td>----</td>
<td>----</td>
<td>----</td>
<td>---</td>
</tr>
<tr>
<td>Number of convictions</td>
<td>4</td>
<td>6*</td>
<td>8</td>
<td>2</td>
<td>0</td>
</tr>
</tbody>
</table>

* Judgements in which the court changed legal classification of trafficking in human beings into exploitation through prostitution.

Activities of the State Prosecutor’s Office

When an analysis is made of individual cases processed in 2014, it can be concluded that the intensity and the success rate of processing of the criminal act of trafficking in human beings at the Specialised Office of the State Prosecutor of the Republic of Slovenia, which is competent for conducting criminal proceedings against perpetrators of this criminal act, is on an increase. A total of 4 criminal complaints against 9 individuals and 7 reports against 11 individuals were filed to Specialised Office of the State Prosecutor of the Republic of Slovenia, with the prosecution services considering 4 of the reports as criminal complaints.

The detected in the previous reporting periods continues, namely perpetrators are perfecting the implementing forms of their acts, moving towards the limits of permissible behaviour of mediators and employers and thus making extremely difficult to prove that a criminal act has been committed.

- Description of some cases from 2014

  - In one case of criminal complaint, the perpetrators of the criminal act, who were close acquaintances of the victim, invited the latter to come with them to Austria, where they allegedly had some business to perform. It turned out that this was a lie, and they started threatening the victim and then they took her to Germany against her will. Along the way one of the perpetrators took away the SIM card and the identity card from the victim. A third person was travelling with them in the car, who was physically abused in order to intimidate the victim. The perpetrators then put the victim in a night club, where she had to perform prostitution, while she was further intimidated by the two friends – acquaintances and the third person from the car. After four days the victim, when she established contact with the locals over the internet, managed to escape with help from the owner of the night club. In this case the implementing forms of the behaviour of the perpetrators were especially pronounced.

  - In April of 2013, 3 defendants from Macedonia bought a girl who was not even 18 years old then for EUR 6,000 to marry one of them. The girl was taken to Slovenia and she had lived with the husband's extended family since January 2014. Her passport was taken away from her, she was prohibited from leaving the apartment, she was prohibited from using a computer and her contacts with her family were heavily limited. In the family of the defendants she had to perform all household tasks and work in the field, and she was also a victim of family violence, which meant that she was put in a completely subordinate and dependent position; she was terrified, intimidated, beaten up, constantly under supervision, in an unfamiliar environment in a foreign country, without social contacts and without the possibility to establish unsupervised contact with her own family; she was without personal documents, underage and thus without her own means of subsistence. Detention was proposed against one of the defendants in the request for investigation. The court did not follow the proposal and only issued a restraining order, and after the investigation was completed an indictment was filed against all three defendants over the criminal act of trafficking in human beings under the second and first paragraphs of Article 113 of the Criminal Code pertaining to the second and first paragraphs of Article 20 of the Criminal Code, which became final. The case is in the phase of the main hearing.

  - In the report period there are still 3 accused persons in detention, against whom an indictment was filed in December 2013 over the criminal act of trafficking in human beings...
under Article 113 of the Criminal Code (KZ-1) and the criminal act of exploitation through prostitution under Article 175 of KZ-1. The district court replaced 19 December and 24 December 2014 the detention for two of the accused with house arrest, while the higher court reversed this decision upon an appeal from the state prosecutor, which means that all thee of the accused are still in detention.

- **Cases processed in previous years**

  The criminal act of trafficking in human beings is usually an organised criminal activity performed by a larger number of people in a longer time period, which is why it is difficult, complicated and it takes a long time to detect and prove this kind of criminal act. These are also the reasons for the long duration of criminal proceedings, even if the accused are in detention, and they are much longer if detention is not ordered against the perpetrators. The criminal act of trafficking in human beings in international crime, and perpetrators are usually connected only by the exceptional profitability of such a criminal act, while the nature of the act also demands from individual perpetrators to act in different places, including in different countries, which is also a frequent cause for the long duration of proceedings and often result in criminal procedures against individual perpetrators being concluded at different times due to exclusion of proceedings.

  - In 2014, criminal investigations over the criminal act of trafficking in human beings under the third and first paragraph of Article 113 of the Criminal Code (KZ-1) and over the criminal act of trafficking in human beings under the first and third paragraph of Article 113 of the KZ-1 pertaining to point 3 of the first paragraph of Article 4 and point 14 of the first paragraph of Article 25 of the Liability of Legal Persons for Criminal Offences Act (Official Gazette of the Republic of Slovenia, No 59/99-57/2012) were concluded against 5 individuals. In the indictment which was filed against all of them, the accused are being indicted of acting in a criminal gang for a longer period of time and acquiring substantial material gain of at least EUR 2,000,000. The indictment is final.

  - After the indictment was filed in 2014, the court extended the temporary seizure of assets under Article 502 of the Criminal Procedure Act, which was ordered in 2013 against one of the then suspects, now accused, in the amount of EUR 1,500,000 EUR, namely on real estate and assets invested in investment funds. On the basis of the Forfeiture of Assets of Illicit Origin Act, the court also temporarily seized assets in the amount of EUR 1,000,000 from the assets invested in investment funds, a time deposit and funds on a current account; it also temporarily seized one apartment house, three apartments and two passenger vehicles, all in the ownership of the same accused person or individuals and legal entities connected to him.

  - In the report year, criminal investigation was carried out against a female defendant 2002 over the criminal act of enslavement under the first paragraph of Article 387 of the Criminal Code (KZ) (the act was committed in 2002, two accomplices were already convicted by a final judgement in 2011). An indictment was filed against the defendant and orders for detention and issuing of a European warrant for arrest and surrender was proposed. The court issued an arrest warrant based on the proposal.

Table 4: **Criminal proceedings and sanctions**

<table>
<thead>
<tr>
<th></th>
<th>2014</th>
</tr>
</thead>
<tbody>
<tr>
<td>Criminalisation of trafficking in human beings</td>
<td></td>
</tr>
<tr>
<td>Number of persons in criminal proceedings</td>
<td>9</td>
</tr>
<tr>
<td>Number of investigations launched</td>
<td>2 (against 6 persons).</td>
</tr>
<tr>
<td>Number of bills of indictment filed</td>
<td>5</td>
</tr>
</tbody>
</table>
### Sanctions and measures

| Number of convictions for the criminal act of trafficking in human beings | 0 |

### Activities of the Labour Inspectorate of the Republic of Slovenia

At the beginning of 2014, the Labour Inspectorate of the Republic of Slovenia signed with the police an agreement on mutual cooperation, which regulates the aspects of mutual cooperation between the Inspectorate and the police in the field of violations of workers’ rights from labour relationships and occupational health. On the basis of the agreement, the Inspectorate and the police cooperate by informing each other and exchanging data, by holding meetings, by providing expert assistance, by conducting joint training sessions and with other forms of cooperation.

Joint supervision with the police is carried out on a proposal from either side and also as part of the regional coordination of inspectors, which was established on the basis of the Inspection Act. Supervisions were mostly carried out in the hospitality sector, bakeries, commerce and construction. The Inspectorate primarily supervised the implementation of the labour legislation in relation to undeclared employment, employment and work of foreigners, providing of work of workers to another employer, as well as the legislation in the field of occupational safety and health.

In 2014, the Inspectorate issued a total of 98 criminal complaints or reports on suspicion of a criminal act. Among these, 78 criminal complaints or reports on suspicion of a criminal act related to suspicion of a criminal act against an employment relationship or social security. In 2014, inspectors issued no criminal complaints or reports on suspicion of a criminal act of trafficking in human beings (Article 113 of the Criminal Code (KZ)).

As part of its field of work, the Inspectorate also supervises the implementation of legislative provisions in the field of employment and work of foreigners. The number of detected violations in this field is decreasing, with the inspectors establishing in 2014 a total of 32 violations 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 foreigners, and related tasks of the state to regulate and protect the labour market.

#### Table 5: Number of violations of the Employment and Work of Aliens Act in the 2007–2014 period

<table>
<thead>
<tr>
<th>Year</th>
<th>2007</th>
<th>2008</th>
<th>2009</th>
<th>2010</th>
<th>2011</th>
<th>2012</th>
<th>2013</th>
<th>2014</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of detected violations</td>
<td>339</td>
<td>229</td>
<td>260</td>
<td>163</td>
<td>83</td>
<td>74</td>
<td>51</td>
<td>32</td>
</tr>
</tbody>
</table>

Most of the violations of the Employment and Work of Aliens Act detected in 2014 related to the return of work permit (10 violations) and to work permit itself (9 violations). Inspectors also detected 4 violations regarding the obligations related to accommodation of foreigners, 3 violations regarding the performance of services without work permit and 2 violations regarding the start of performance of services.

---

1. With the entry into force of the new Prevention of Undeclared Work and Unemployment Act (Official Gazette of the Republic of Slovenia, No 32/14) on 18 August 2014, supervision over undeclared employment was assumed by the Financial Administration of the Republic of Slovenia.
Individual violations were also established in relation to reporting of performance of services by posted workers, reporting of the start of work by foreigners and in relation to the definition of performance of work by foreigners in Slovenia. Work of foreigners is also regulated by the Prevention of Undeclared Work and Unemployment Act, which defines as undeclared work the cases in which an employer employs a foreigner in violation of the regulations on employment of foreigners or illegally employs a citizen of a third country. The Inspectorate established in 2014 a total of 47 violations in relation to an employer employing a foreigner in violation of the regulations on employment of foreigners.
IV. Assistance and protection

‘Providing Assistance to Victims of Trafficking in Human Beings’ Project

- The ‘Crisis Accommodation’ Programme
The Ministry of Labour, Family, Social Affairs and Equal Opportunities issued in November 2013 a call for applications for the project “Providing assistance to victims of trafficking in human beings – Crisis accommodation” for the 2014–2015 period. As part of the project, recognised victims (both adults and children) who need to be immediately removed from their environment are being provided with comprehensive, 30-day care. Slovenian Caritas was elected to implement the project.

A total of 5 persons, including 4 women, were put in crisis accommodation in 2014. These persons came from Macedonia, Bulgaria, Serbia Slovakia and Hungary. They were exploited in trafficking with human beings with the purpose of forced marriage (sale), forced prostitution and forced labour. All persons came to the crisis accommodation in a poor psychophysical state (anxiety, regressive behaviour, severe injuries as a consequence of violence or poor treatment by the so-called owner, poor dental condition – urgent repairs, referral to dental surgery), without basic toiletries, without proper clothing relative to the time of the year. Two were later included in the project “Providing assistance to victims of trafficking in human beings – Crisis accommodation”. Three person wanted to return to their homeland, which was enabled to them. Thus, in 2014, 21 nursing days were conducted in the crisis accommodation. In the period between 1 January 2014 and 31 December 2014, the Ministry of Labour, Family, Social Affairs and Equal Opportunities earmarked EUR 45,000.00 for the crisis accommodation project, which covered 80% of the salary for one employed person and accommodation costs. The actual costs that were compensated to the project holder amounted to a total of EUR 20,632.27. Persons put in the crisis accommodation were provided with accommodation, food, first psycho-social aid, emergency medical care, counselling, information about their rights in accordance with the law, interpreting, advocacy, social occupation, socialisation, escort, protection and safety, assistance in return to their homeland and material aid. Persons in the crisis accommodation are monitored by expert workers and trained volunteers (presence, counselling and help) 24 hours a day.

- The ‘Safe Accommodation’ programme
The project “Providing assistance to victims of trafficking in human beings – Accommodation in a safe place”, which was contracted for a period of to years by the Ministry of the Interior, was implemented in 2014 by the Association Ključ. The funding for the project covers 80% of salary of one person (operator) and costs of accommodation and care for victims. A total of EUR 40,000 was earmarked for the project in 2014, of which EUR 34,222.33 was actually spent. Three female adults were accommodated in the safe space of the Association Ključ in 2014, who were citizens of Ukraine, Bulgaria and Macedonia. An additional 40 persons were included in at least one of the other forms of indirect assistance provided by the Association Ključ. Forms of assistance are described in detail in the annual report on the content and finances of the project.

In addition to this primary activity, the Association Ključ also implements the programme “Comprehensive care for victims of trafficking in human beings”, which includes crisis accommodation and reintegration. The latter is financed by the Ljubljana City Municipality – Department for Health and Social Security, the Foundation for Funding of Disability and Humanitarian Organisations and the Association Ključ with own contributions and by donors and sponsors.

The programme of safe accommodation and reintegration was also implemented in 2014 by Slovenian Caritas by means of its own funds. One female person from Ukraine, a victim of
forced prostitution, was accommodated in the safe place. The person accommodated in the safe place was provided with accommodation, food, weekly allowance, monthly city bus ticket, permanent psycho-social assistance, health care services through the outpatient clinic for persons without health insurance, the clinic for infectious diseases and febrile illnesses and a private dental care clinic, counselling, information about her rights in accordance with the law, assistance in acquisition of documentation, interpreting, advocacy, social occupation, a Slovenian language course, an individual computer course, a course for tourist guide, assistance in active job seeking and safe entry to the labour market, socialisation, escort and protection and safety.

Table 6: Victims of trafficking in human beings

<table>
<thead>
<tr>
<th>Identification of victims</th>
<th>Women</th>
<th>Men</th>
<th>Children</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of victims identified in 2014</td>
<td></td>
<td></td>
<td></td>
<td>5</td>
</tr>
<tr>
<td>Forms of exploitation of the identified victims:</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- sexual abuse</td>
<td>4</td>
<td>4</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- forced labour or services</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- slavery or similar condition, begging</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- servitude</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- removal of organs</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number of victims:</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- trafficking in human beings at the national level</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- trafficking in human beings at the international level</td>
<td></td>
<td></td>
<td></td>
<td>5</td>
</tr>
</tbody>
</table>

| Assistance for victims |       |     |          |       |
| Number of victims of trafficking in human beings who received any kind of assistance | 4+1+1* | 1   |          | 7     |
| Number of victims of trafficking in human beings who refused the assistance offered |       |     |          |       |
| Total number of places in asylums for victims of trafficking in human beings** |       |     |          |       |
| Number of victims of trafficking in human beings who were accommodated in asylums | 4+1+1* | 1   |          | 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' | 4     | 1   |          | 5     |

| Residence permit |       |     |          |       |
| Number of victims of trafficking in human beings who were issued a residence permit: |       |     |          |       |
| - due to personal circumstances |       |     |          |       |
| - due to cooperation with the authorised authorities in the investigation or criminal proceedings | 2+1* |     |          | 3     |

<p>| Compensation and legal means |       |     |          |       |
| Number of victims of trafficking in human beings who received compensation |       |     |          |       |
| Compensation granted: |       |     |          |       |
| - minimum amount granted to victims (in EUR) |       |     |          |       |
| - maximum amount granted to victims (in EUR) |       |     |          |       |</p>
<table>
<thead>
<tr>
<th>Repatriation and return of victims</th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of victims of trafficking in human beings returned to Slovenia</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number of victims of trafficking in human beings who were returned from Slovenia to other countries</td>
<td>2</td>
<td>1</td>
<td>3</td>
</tr>
</tbody>
</table>

* Two persons – victims of trafficking were identified and accommodated in the safe place already in 2013.

** 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 7: Number of victims by the country of origin

<table>
<thead>
<tr>
<th>Number of victims by country of origin</th>
<th>2014</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Men (age)</td>
</tr>
<tr>
<td>Bulgaria</td>
<td>1 (37)</td>
</tr>
<tr>
<td>Serbia</td>
<td>1 (44)</td>
</tr>
<tr>
<td>Ukraine</td>
<td>1*(37), 1*(31)</td>
</tr>
<tr>
<td>Macedonia</td>
<td>1 (18)</td>
</tr>
<tr>
<td>Hungary</td>
<td>1 (20)</td>
</tr>
<tr>
<td>Slovakia</td>
<td>1 (46)</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>1</strong></td>
</tr>
</tbody>
</table>

* Two persons – victims of trafficking were identified and accommodated in the safe place already in 2013.

(Re)integrating victims of trafficking in human beings

The Association Ključ also implements as part of the project “Comprehensive care” (financed by the Ljubljana City Municipality) (re)integration of victims of trafficking in human beings. Nine persons were included in (re)integration in 2014.

Slovenian caritas also dealt with reintegration as part of safe accommodation, in the case of accommodation of a Ukrainian citizen, a victim of forced prostitution. Safe accommodation and integration was financed with the organisation’s own funds.

PATS Project

The PATS programme – “Recognition, assistance and protection of victims of trafficking in human beings, sexual violence and gender-based violence in the admittance of applicants for international protection in the Republic of Slovenia” is intended for informing applicants for international protection about the phenomenon of trafficking in human beings. The programme is co-financed from the European Refugee Fund (ERF) and from the budget of the Ministry of the Interior of the Republic of Slovenia.

In 2013, the Ministry of the Interior of the Republic of Slovenia signed for the implementation of the project a contract with the Institute for African Studies (contract signed in 2013 for the period between June 2013 and June 2014). A total of 65 informative interviews were conducted by the operator in this period. 52 informative interviews were conducted between January 2014 and June 2014.

After the contract expired, the Ministry of the Interior of the Republic of Slovenia again signed 29 August 2014 a contract for the implementation of the project with the Institute for African Studies. 39 informative interviews were conducted from the signing of the contract to the end of 2014.

A total of 91 informative interviews were conducted in 2014 with applicants from 20 countries. Most of the interviews were conducted in May, September, October and December (12 each), mostly with applicants from Afghanistan, Syria and Ukraine. Informative interviews were conducted with 38 female persons, while there were 53 minors without escort. EUR 4,463.13 was paid to the operator for the implementation of the project in 2104, of which EUR 3,347.34 went from the EU funds, and EUR 1,115.79 from the Ministry of the Interior.
V. International activities and partnerships

International activities

The national coordinator actively participated in various international events in 2014, usually upon invitation from the organisers.

– As part of the informal network of national rapporteurs or equivalent mechanisms (NREM) at the EU level, two meetings were held in the report year, between 6 and 7 May and between 20 and 21 October. Activities in individual member states were reported on at both meetings, and the national rapporteurs also met with representatives of non-governmental organisations, who held a meeting as part of the “platform of civil organisations” upon an invitation from the European Commission.

– A conference of the Alliance against Trafficking in Persons, co-organised by the OSCE with Switzerland as the presiding country and by the Council of Europe with Austria as the presiding country, was held in Vienna on 16 and 17 February. The title of the conference was “Not for sale”. The conference emphasised and encouraged cooperation and implementation of international standards and political commitments in combating trafficking in human beings.

– The European Commission and the Ministry of Security of Bosnia and Herzegovina co-organised in Sarajevo on 13 and 14 May a two-day workshop on trafficking in human beings (children) – examples of joint cooperation. The national coordinator presented the project Joint Investigation Teams to Fight Trafficking in Human Beings (JIT THB) as one of the main platforms for cross-border cooperation.

– The Ambassador of France hosted on 16 May a working breakfast, at which the national coordinator was invited. The debate was focused on the activities and efforts of Slovenia in the field of combating trafficking in human beings. The Ambassador expressed the interest and wish for further cooperation.

– The national coordinator presented his article on trafficking in human beings as a member of the delegation which presented the Periodic report on the state of human rights in Slovenia on 4 November in Geneva. The topic was already covered in the introductory speech by the head of the delegation, Justice Minister Goran Klemenčič, as an answer to the questions submitted in advance by Belgium, the Czech Republic, Mexico, Norway and the United Kingdom. In the speech, the head of the delegation emphasised the effort the national coordinator dedicates to the issue. He confirmed that the national coordinator reports annually to the Government and the National Assembly of the Republic of Slovenia about the comprehensiveness of measures in the field of prevention and combating trafficking in human beings and assistance to victims. Measures in the field of prevention, assistance and aid to victims and prevention of forced labour and exploitation were presented. The head of the delegation stressed that the institute of the national coordinator should be strengthened – also in the financial sense. The Government is still looking for possible solutions for strengthening the position of the national coordinator in accordance with the recommendations of the Single Supervisory Mechanism of GRETA under the Council of Europe Convention on Action against Trafficking in Human Beings. In the interactive dialogue, statements were given by 72 delegations, of which 20 delegations discussed the issue of trafficking in human beings in Slovenia. Recommendations from the field of trafficking in human beings relate to:
  o enhanced efforts for professional training for investigators, prosecutors and judges about the implementation of legislation in the field of trafficking in human beings (119);
  o providing additional protection to victims, which is based on human rights, and informing them on the possibility of a recovery and reflection period (120);
  o enhanced effort in combating the issue and expanding international cooperation in this field (121);
  o providing compensation to victims of trafficking and their rehabilitation (122);
- In cooperation with the national coordinator, the Ministry of Foreign Affairs creates the
country’s position to international policies in the field of trafficking in human beings. It regularly
participated in negotiations for the adoption of documents in this field as part of the UN General
Assembly, the UN Human Rights Council, the UN Office on Drugs and Crime, the Council of
Europe and the OSCE. Slovenia participated in the interactive dialogue with the United Nations
Special Rapporteur on Trafficking in Persons, especially women and children, upon the
presentation of the report on the 10th anniversary of the work of special rapporteurs for this field
at the 26th session of the UN Human Rights Council in Geneva in June.

- At the meeting of the Committee of the Parties to the Council of Europe Convention on
Action against Trafficking in Human Beings on 7 February at the headquarters of the Council of
Europe in Strasbourg, the Group of Experts on Action against Trafficking in Human Beings
(GRETA) presented its report on the implementation of the Convention in Slovenia. In addition
to the national coordinator, the ambassador to the mission to the Council of
Europe also participated in the preparation and presentation of the report.

- The Ministry of Foreign Affairs contributed USD 10,000 to the UN Voluntary Trust Fund
for Victims of Trafficking in Persons in January 2014.

- **Network of national coordinators of Southeast Europe**

Meetings as part of the network of national coordinators for combating trafficking in human
beings of Southeast Europe, whose initiative was accepted within the format of the Brdo
Process, were based on exchange of experience and good practice and creation of coordinated
policies for combating trafficking in human beings. Both substantial and administrative-technical
support is provided by the International Centre for Migration Policy Development (ICMPD),
which is the secretariat of the initiative. The network of national coordinators is based on the
similar principle of meetings of national coordinators as part of the EU member states (NREM).
Meetings usually take place once or twice a year, upon agreement and as part of the
organisation of an individual host country. One of such meetings was attended by the EU
coordinator for combating trafficking in human beings, who labelled the initiative as an example
of good practice. **Slovenia presented** the work of the network of national coordinators **also as part of EU institutions**. The initiative was received very positively, with the EU coordinator
recognising the opportunity and in consultation with the initiator (Slovenia) invited all
coordinators in the region which are not EU member states to the next meeting in Brussels on 9
and 10 June 2015. This clearly showed the interest as well as the effort by Slovenia to connect
the countries in the region with EU institutions and a contribution to the implementation of the
European strategy for combating trafficking in human beings, which is primarily based on joint
cooperation of the countries of the Western Balkan region.

- **Project of Joint Investigation Teams to fight Trafficking in Human Beings (JIT THB WB)**

The implementing phase of the project "The Introduction of the Requirements for Establishing
Joint Investigation Teams to fight Trafficking in Human Beings in Southeast Europe (JIT THB
WB)" took place in 2014.
In 2011, Slovenia and the Ministry of the Interior on its behalf successfully applied for a tender of the European Commission with the project "The Introduction of the Requirements for Establishing Joint Investigation Teams to fight Trafficking in Human Beings in Southeast Europe (JIT THB)". The project concluded in May 2013 a ministerial conference of the Brdo Process, where interest was expressed for the project to be continued and upgraded.

It was established with a careful analysis of feedback that such knowledge about the requirements for the establishment of JIT is desired by a wider circle of prosecutors and police officers who are dealing with the issue directly on the ground. This was followed by the application for a new project – of the same content but this time focused on workshops in individual countries for wider target public.

The EC confirmed the second project in August 2013 and it is currently in the concluding phase. All workshops were conducted in each individual country of the region, and a concluding conference is being prepared in Slovenia between 21 and 22 May. Around 250 prosecutors and police officers were educated and trained in this topic with practical examples. The results of the project encouraged changes in individual pieces of national legislation with the purpose of harmonising the legal bases for the establishment of Joint Investigation Teams (JIT). Concrete results are also recognisable directly on the ground, as currently there are certain examples of operational JITs in the field of trafficking in human beings among individual Western Balkan countries and EU member states.

**Partnerships and surveys**

- In the monitoring and dealing with the issue of trafficking in human beings, cooperation has been established between law enforcement authorities and non-governmental organisations which are active in the field of combating trafficking in human beings. The non-governmental organisations Slovenian Caritas and the Association Ključ – centre for the fight against trafficking in human beings, should be mentioned here. Both the police and the state prosecution signed a cooperation agreement with the organisations in 2004. The agreement relates to exchange of data, cooperation in concrete cases, accommodation of victims of trafficking in human beings in a safe space and education and training. On this basis, the Association Ključ has been actively cooperating with the police and notifying the police on detected signs or suspicions of criminal acts of trafficking in human beings, and also on identified victims of criminal acts. If necessary, representatives of the Association Ključ are included in, or cooperate with the police in the processing of individual cases of criminal acts of trafficking in human beings, and in education of police officers and criminal investigators. This form of cooperation is also enhanced with the contract on the provision of care for victims of trafficking in human beings – safe accommodation, which was contracted by the Ministry of the Interior, and whose contractor in 2014 is the Association Ključ in cooperation with the Association for non-violent communication and the association SOS-telephone for children and women victims of violence.

- The Ministry of Foreign Affairs productively participates in the IWG and consistently warns about the issue of possible trafficking in human beings which is detected by the Slovenian diplomatic and consular network in contact with clients who are applying for first residence permit in Slovenia. The cooperation between the Criminal Police Administration of the General Police Administration and the Ministry of Foreign Affairs, the Directorate for International Law and Protection of Citizens, is being implemented on this basis.

- The Association Ključ cooperates with twelve non-governmental organisations from Southeast Europe as part of the project VICTOR, whose operator is the non-governmental organisation "The smile of the child" from Greece.

- Slovenian Caritas, which is a member of the COATNET network in Caritas International, applies a similar form of cooperation and networking. It also participates in the European-
Mediterranean project against trafficking in human beings which is financed by Secours Catholique-Caritas from France and which includes thirteen national Caritas organisations.

The Government Communication Office (UKOM) financed a survey entitled “Analysis of trafficking in human beings with the purpose of exploitation of labour force, trafficking in children, forced begging and carrying out criminal acts”. When contracting the survey, for which EUR 5,000 was earmarked, UKOM referred to the recommendations of GRETA, particularly recommendations Nos 6 and 8. Authors Aleš Bučar Ručman and Danijela Frangež of the Faculty of Criminal Justice and Security of the University of Maribor conducted as part of the survey 20 in-depth interviews with employers in industries which employ foreign workers, with migrant workers, trade unions and trade union representatives, informal groups which provide assistance to exploited workers, non-governmental organisations which work directly with victims of trafficking in human beings, police officers, criminal investigators, officials of the Specialised Office of the State Prosecutor of the Republic of Slovenia and officials of the Ministry of Foreign Affairs and the Ministry of Labour, Family, Social Affairs and Equal Opportunities. In addition to the extensive survey report, the authors also prepared recommendations for planning of preventive activities intended for raising awareness of consumers and users of services provided by victims of trafficking in human beings.
In place of a conclusion

It was already said in the introduction that the report for 2014 does not significantly differ from the reports from previous years in terms of its content. What was established is particularly a decline in detected and investigated cases of trafficking in human beings as well as the number of judgments, which were not recorded in the report year. Despite the statistics reflecting the extent of the issue in the country, discrepancies can be significant due to the relatively low number of processed cases (between 10 and 20 a year on average). It happens in practice that individual cases of operational work of the police take several months due to the complexity and extensiveness of investigations, because of which cases are concluded in the next calendar period. The same applies for judgments, which usually reflect the work from previous years and are not an actual indicator of work for a concrete reporting period.

For the said reasons, the work of law enforcement authorities can be assessed as successful, with the possibility of intensification of activities towards detecting and investigating new trends in trafficking in human beings, despite the presented statistical indicators.

The field of assistance of victims of trafficking in human beings is also well organised and in accordance with the implementation of the contract between the operators of the programme of assistance to victims in crisis and safe accommodation and the relevant ministries, which provide funding and supervision over the implementation of the programme. Despite the well organised form of cooperation, an increased volume of work can be detected in the field of accommodation of victims, providing safety to victims and further attempts for their reintegration in the society. There are still shortcomings in the system of the provision of comprehensive care of children victims of trafficking in human beings.

Training key players in the prevention and combating trafficking in human beings is the fundamental guideline for professional progress and efficiency. In the planned trainings of judicial bodies it would be useful to upgrade the existing basic content with expert debates which would encourage interactivity of participants themselves. Training activities should have a permanent character in all working fields of the state administration, where content and nature of work meet with the issue of trafficking in human beings. Despite this being defined in every action plan, there are shortcomings in the implementation. The latter is true particularly within organisations and departments where trafficking in human beings is not a priority.

Training belongs to a wider context of the field of prevention, which was dealt with in various field in 2014. Numerous preventive programmes both for the target public and the wider public were constantly implemented, and the issue of trafficking in human beings was well covered in the media.

Despite the numerous recommendations from international organisations and evaluation mechanisms about enhancing the role of the national coordinator for combating trafficking in human beings, this role remains systemically undetermined.