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Abstract

The report for 2013 summarises activities to prevent and combat trafficking in human beings and assist its victims. It also contains findings in the field of legislation, partnership cooperation and international activities. Most of the described activities were planned 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 policy of preventing and combating trafficking in human beings, the European documents and guidelines that affected the activities in Slovenia also in 2013 should be highlighted. The first evaluation cycle of the Council of Europe’s Group of Experts on Action against Trafficking in Human Being (GRETA) was concluded, based on which the Report on Slovenia was drawn up with 26 recommendations. The transposition of Directive 36/2011/EU, which expresses the actual need to improve the regulation of this field, was in its concluding phase.

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 continued in 2013.

Attention was drawn again to the problems regarding coordination and a uniform approach by the state administration in issuing work permits and temporary residence permits to third-country nationals who are identified as possible victims of trafficking. So far, this mostly includes night club dancers and construction workers.

The prevention of trafficking in human beings 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. Unfortunately, this link has been eliminated from the website of the Ministry of the Interior. High-risk target groups (adolescents and workers-migrants) were informed about the dangers of trafficking in human beings through various government projects, which were implemented by NGOs. Prevention also included the training of experts who encounter this issue in their work. For the most part, such training was conducted, although not always with sufficient consideration. Awareness-raising and training was carried out in the police, prosecutor’s office, judiciary, labour inspectorate and in the consular field, by NGOs and humanitarian organisations.

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 criminal proceedings against 15 suspected perpetrators investigated by the Slovenian police and in criminal proceedings against nine persons investigated 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 recorded period, as criminal proceedings normally take several years if suspects are not remanded in custody. There were two convictions in 2013: a educational measure for a minor perpetrator and an aggregate sentence of two years and eight months for the criminal offences of trafficking in human beings and exploitation through prostitution with a secondary penalty in the amount of 8,275 Euro.

This set of activities also includes the activities of the Labour Inspectorate of the Republic of Slovenia, which dealt with violations that are only indirectly linked to trafficking in human beings, since they fall within the field of employment and 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, whose the implementation is under the responsibility of NGOs and humanitarian organisations. The number of
identified victims of trafficking in human beings was 41. Four victims were included in the programme of crisis accommodation and were accommodated under the programme of Caritas Slovenia entitled Providing assistance to victims of trafficking in human being while two victims were accommodated with the Society Ključ. As regards the programme of safe, long-term accommodation, one victim was accommodated with Caritas Slovenia and two victims were accommodated with the Society Ključ. According to the NGOs and humanitarian organisations, nine persons – victims of trafficking were included in the reintegration programme, which is still not co-financed by the state.

**International and regional cooperation** was still essential for the exchange of information, experience and good practice. In 2013, the first project aimed at more efficient action in the investigation of trafficking in human beings in the region of Southeast Europe was concluded with the introduction of joint investigation teams – JIT THB. The Ministry of the Interior of the Republic of Slovenia obtained European funds for this project, which is managed by the national coordinator and also includes as a member a representative of the Inter-Ministerial Working Group from the police. As the contents of this project were upgraded in 2013, the project will provide the training of prosecutors and police officers at the local level for the next two years, also by drawing European funds in a 95 % share. Another initiative of the national coordinator was to establish a network of national coordinators for Southeast Europe, who met twice. Finally, partnership cooperation and participation in international events represented an important factor in the exchange of experience, good practice and country’s commitments under international treaties.
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 THB) prepared a report on the work in 2013.

Members of the IWG THB are representatives of line ministries and government offices as well as NGOs and humanitarian organisations, whose activities are focused on combating trafficking in human beings. In 2013, the national coordinator convened four meetings of the IWG THB, i.e. on 24 January, 8 March, 23 May and 4 October. Decisions recorded in the minutes of the meetings directed the operation of different line ministries in this field and were made available to IWG THB members after each meeting. In the reporting period, a number of implementation meetings in restricted composition of IWG THB members were convened depending on the contents and purpose. Cooperation between individual authorities and with NGOs with a view to preventing and combating trafficking in human beings was relatively good. Normally, a great deal of such targeted cooperation takes place between state authorities. As a case in point, the police regularly shares their views and information on problems regarding third-country nationals with the Ministry of Foreign Affairs. The legal basis for cooperation with civil society organisations lies in agreements on individual projects that are initiated by line ministries, and in various agreements such as the agreement between the police, Ministry of the Interior, Office of the State Prosecutor General and the NGO Ključ, which was signed in 2004.

Since trafficking in human beings requires a comprehensive approach to the prevention and prosecution of perpetrators and assistance to victims, combating this phenomenon was 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, IWG THB report for 2013 has been designed so as to show the implementation of the planned activities by thematic chapters and reflect 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 and other activities required to alert organisations to trafficking in human beings.
I. Legislation and politics


The issue of restricting the employment of persons upon suspicion that they could be victims of trafficking in human beings in the case of night club dancers from Ukraine and the Dominican Republic as alleged victims had already been underlined in the previous IWG THB reports. However, despite the initiative of the IWG THB, forwarded to the competent ministry, there was no response in terms of drawing up a decree restricting such employment in 2013 either.

According to the Ministry of Foreign Affairs, the biggest problem is a conflict of interests between and consequently different positions of state authorities participating in the procedures of deciding on first residence permits. Such decisions are formally decided upon by administrative units, which have no direct contact with the country and circumstances where the victims come from and, in particular, rely too much on a formal decision-making logic and do not use content leverage, which, although provided in the legislation in force, depends on the ingenuity and determination of officials in preventing this negative phenomenon. In these procedures, according to the Ministry of Foreign Affairs, administrative units as a decision-making body are objectively responsible for each case of trafficking in human beings; namely, in practice they too frequently fail to fulfil their duties and make a decision based on formal certificates, without taking into consideration the opinion of Slovenian diplomatic consular missions. From the viewpoint of administrative units, the key document necessary for a positive decision in the procedure of issuing the first residence permit is a work permit, which is issued by the competent employment service. Substantive examination and professional supervision of the work done by employment services is carried out by the Ministry of Labour, Family, Social Affairs and Equal Opportunities, mostly guided by the principles of free movement of goods and services. In this way, the security aspect and international implications of this type of organised crime are neglected. As a result of this, several hundreds of work permits are issued on a yearly basis to individuals who – judging from the consequences and warnings of the professional public – become victims of trafficking in human beings. In this area, there is considerable room for improvement of the Slovenian practice of preventing trafficking in human beings in 2014 and onwards.

In the reporting year, the Inter-Ministerial Working Group to Prepare Possible Measures for Enforcing the Migration Policy of the Republic of Slovenia was active again and participated in drafting a text on the problem of abuse of procedures in acquiring residence permits in the Republic of Slovenia. The Labour Inspectorate, as one of the authorities participating in the group, called the attention to the need to restrict the setting up of companies and entrepreneurs and the acquisition of a company partner status for a certain period to entities that are in severe breach of employment legislation related to remuneration for work. Over the last five years, the above violation has been the most frequently established breach of employment relationships, while being one of the fundamental obligations of the employer towards the worker. Regarding the work and employment of foreigners, the inspectorate also pointed out the issue of foreign citizens who set up companies in the Republic of Slovenia with registered office at the address of their temporary residence, after which they act as subcontractors, performing work under the supervision and according to the instructions of the main contractor with all elements of an employment relationship. This phenomenon indicates the abuse of work permits to carry out a managerial function or the abuse of the purpose of the fourth paragraph of Article 6 of the Employment and Work of Aliens Act.

1 “An alien with an employment permit or a permit for work in the Republic of Slovenia is only allowed to perform the work for which he/she was issued a work permit, except in the case of a representative who may perform any work within the activity for which the employer is registered.”
Regarding legislation, it should be mentioned that medical assistance for victims of trafficking in human beings who are in the care of NGOs and humanitarian organisations and who have no health insurance is still insufficiently regulated. While emergency medical services are ensured, somehow meeting the internationally binding standards, this is merely a minimum, which in most cases 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. Despite the commitment defined in previous action plans, this task is still not systemically regulated, although so far the victims who do not have adequate health insurance are still provided with medical service. In such cases the justified costs are covered by the Ministry of Health.

The policy of the fight against trafficking in human beings in the EU is dealt with by different Council working groups while the basic guidelines are given and activities are steered by the EU Anti-Trafficking Coordinator. The European Commission and the Anti-Trafficking Coordinator thus convened two meetings for "National Rapporteurs or Equivalent Mechanisms": on 13 – 14 March and on 2 – 3 October 2013. The meetings were primarily intended for information exchange on significant developments in individual countries, drawing particular attention to the procedure of transposition 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. As the deadline for transposition was 6 April 2013, the number of countries meeting this obligation gradually increased – first there were six of them, in October the number was 18 and at the end of the year it was 20.

In Slovenia, the transposition of the directive into national legislation was the responsibility of the Ministry of Justice, which was also the leading actor in the adoption of the document. In 2013 the directive was formally transposed into the national legislation, despite our awareness of certain deficiencies. Assistance to and support for victims of trafficking in human beings, as well as the prevention of this phenomenon, are thus only partially regulated. Furthermore, the institutional placement of the national rapporteur – coordinator, with regard to their mission and tasks, is not regulated.

The reporting year was also characterised by the concluding phase of the evaluation mechanism of the Group of Experts on Action against Trafficking in Human Being (GRETA), and by the Council of Europe Convention on Action against Trafficking in Human Beings. Draft Report on Slovenia was received in July 2013 and followed by comments by individual ministries that had been previously harmonised and approved by the Government of the Republic of Slovenia. GRETA took into account the comments and drew up a final report, which was sent to us in November 2013, together with the recommendations. The report was finally adopted and published on 17 January 2014. The report and the 26 recommendations underline the need to improve the systemic regulation of the prevention of and fight against trafficking in human beings and the need for a more consistent implementation of the convention provisions. The report was officially presented in early February 2014 at the meeting of the Committee of the Parties to the Convention at the Council of Europe headquarters in Strasbourg.
II. Prevention

Raising awareness of the general public

Raising awareness of the general 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 THB Action Plan summarised below were performed.

- 18 October – European Anti-Trafficking Day

The Government Communication Office helped to organise a panel discussion entitled You are the EU: for a more efficient fight against and prevention of trafficking in human beings on 15 October 2013 in Ljubljana. The discussion was attended by: Tamara Vonta, State Secretary in the Office of the Prime Minister, Vlasta Nusdorfer, Human Rights Ombudsman, Polona Kovač, the Society Ključ, Marko Tanasić, Slovenian Association of Free Trade Unions, Franci Zlatar, Slovenian Philanthropy, Imre Jerebic, Caritas Slovenia, Savica Pureber, Office of the State Prosecutor General, Tomaž Peršolja, Criminal Police Directorate of the General Police Directorate at the Ministry of the Interior, and Sandi Čurin, National Coordinator for the Fight against Trafficking in Human beings.

The speakers were in agreement that efficient prevention of and fight against trafficking in human beings relies on the definition of such trafficking and coordinated action and mutual communication between all the actors. The problem that is now being perceived is that victims of trafficking (especially migrant workers) are frequently not identified as such, which makes them even more vulnerable. As a result, such violations are very hard to prosecute. There was also a presentation of the Directive of the European Parliament and of the Council on preventing and combating trafficking in human beings, which places more emphasis on the prevention and detection of trafficking in human beings, prescribes higher penalties for the offenders and higher standards of victim protection. The panel discussion was attended by over 95 participants, including students of the Faculty of Criminal Justice and Security.

18 October – European Anti-Trafficking Day was also marked by Caritas Slovenia with a two-day prevention seminar entitled Caritas against trafficking in human beings: no boundaries, no chain, held in Ljubljana on 17 and 18 October 2013, and by the Society Ključ with a panel discussion entitled Hand in hand - trafficking in human beings and corruption, held on 17 October 2013, also in Ljubljana.

The seminar of Caritas Slovenia was attended by representatives of Italy, Austria, Croatia, Bosnia and Herzegovina, Albania, Slovakia and Slovenia. The sixty six participants, representatives of schools, the health care providers, welfare institutions, the asylum home, the safe houses, NGOs, Caritas volunteers and others gained a good insight into the cruelty of the trafficking in human beings phenomenon. Foreign and Slovenian participants presented the legislative framework of combating trafficking in human beings, preventive activities, cooperation between organisations, assistance to victims in providing care and reintegration, and preventive action to reduce the number of victims and demand for services resulting from trafficking in human beings. The international seminar was favourably received and presented by the media (Slovenian Press Agency, Radio-television Slovenia, etc.), as it opened up new aspects and pointed to gaps in the activities of combating trafficking in human beings.

- Website

In 2013, the Government Communication Office regularly updated the website with information on combating trafficking in human beings in the Slovenian and English language. The website features information on the activities of the IWG THB and the fundamental documents that the group has been preparing, as well as international documents in this field, research and studies; the website is also
open to anonymous e-reporting and is linked to NGOs which provide victims with assistance. The statistics show that in 2013, almost 2,800 visitors visited the Slovenian version of the site and approximately 300 visited the English version. It has to be repeated however that the link from the website of the Ministry of the Interior has been removed.

- **Media**

According to the available data, Slovenian print, electronic and online media published over 90 articles related to trafficking in human beings; it was noticeable that such articles were also published by numerous media that had not paid any attention to the subject before. A large number of articles described the problems of brutal labour exploitation and forced labour, and the position of foreign workers seconded to work in other EU Member States, using the expression slavery (modern, contemporary). Furthermore, the media covered the procedures for detecting and prosecuting criminal offences related to trafficking in human beings, the celebration of 18 October as European Anti-Trafficking Day, and other activities of the IWG THB and NGOs operating in this field. It is encouraging that the issue was also featured in the programme of TV Slovenia called *Infodrom*, whose objective is to inform children.

**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 NGO projects**

On the basis of a public tender for co-financing information, communication and educational activities of NGOs on European issues in 2013, the Office co-financed three NGO projects in total amount of 21,000 EUR. 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 and protecting themselves against exploitation and to point out the relationship between forced labour and trafficking and draw attention to the identification of possible victims in need of additional support and protection.

The first project called **Pupils against shadows – let us stop trafficking in human beings** was carried out by the Legal Centre for the Protection of Human Rights from Piran. Within the project they trained nine volunteers (law students who assisted in implementing the workshops), carried out 71 workshops in 17 primary schools over Slovenia, involving 2,500 pupils of the last triad, and launched an online play (played by over 100 persons). The workshops took place during 45 minutes based on an education module, after which the pupils wrote a test in the form of a playful questionnaire. The legal centre ensured that the project was presented on the website and in social communities as well as made a presentation of different promotion materials (brochures, posters, T-shirts). In addition, a round table was organised, attended by the Human Rights Ombudsman Vlasta Nusdorfer and the National Coordinator Sandi Čurin. The media were informed of all the activities and at the end a press conference was organised, ensuring good media support for the project. According to the organiser's assessment, the project reached, in addition to the 2,500 pupils, at least 10,000 persons on the web and in the media.

The second project called **Telesnica – how to recognise trafficking in human beings and to avoid it?** was carried out by the **Society Ključ – Centre for Fight against Trafficking in Human Beings**. The project comprised of 36 workshops, involving 990 secondary school pupils from different regions of Slovenia. Traps that individuals may find themselves in, and their recognition, were presented in the
form of an 'online shop', where people of different nationalities, ages and genders could be bought. This demonstrated to young people, using individual cases, what trafficking in human beings involved; it was pointed out that this takes place in Slovenia as well and that everyone can become a victim of such trafficking. The workshops were conceived in such a way as to enable young people to pose questions and participate, acquiring important information through a lively debate. The participants were invited to look at the website Telesnica (which was done by 280 pupils) and to 'like' the Facebook page, where the number of 'likes' increased by 75 'likes'. Business cards were also distributed to pupils and they were invited to keep them and use them if they should ever need assistance.

The third project, entitled Fight against Trafficking in Human Beings – Spreading Information is a weapon against exploitation, was carried out by the Slovene Philanthropy, Association for Promotion of Voluntary Work, informing migrant workers, other workers and the general public about trafficking in human beings and its potential dangers, about how to recognise it, about a potential link between exploitation through forced labour and trafficking in human beings and about levers that can help workers prevent exploitation. In the framework of the project, five free public events were carried out and the project was presented at the 4th congress of the Slovenian Humanitarian Organisations. Directly, over 300 workers, both migrant and Slovenian, were informed, while over 1,500 persons were informed indirectly by flyers and posters, among other also heads of employment service units in Slovenia, their advisers and other employees, as well as numerous organisations, local NGOs and immigration societies. Migrant workers were also made aware and informed of the issue through the organisation of cultural and sports events, as well as with a new method called 'theatre of the oppressed'. In the preparation of one theatre performance, true stories of migrant workers were collected and one was acted out. The performance is interactive and the facilitator directs the audience by inviting them to intervene in a scene with proposed solutions, which are tested on the spot. The general public was invited to participate in the performances; in this way, solidarity was generated among the Slovenian workers and migrant workers and attention was drawn to the exploitation, regardless of its victims.

- Other activities

The activities of Caritas Slovenia included lectures and other forms of awareness-raising of the target public. On several occasions in 2013, working groups of professional workers and volunteers prepared prevention workshops on trafficking in human beings for high school pupils and pupils in lower vocational training - 22 such workshops were carried out in spring and 17 in autumn and winter. The workshops, which were attended by 1,138 pupils, were organised in Dolenjska, Štajerska and Gorenjska region. Relevant materials (leaflets) were also distributed at the workshops.

The programme of the Radio Television Slovenia Obzorja duha (Horizons of the Mind) on 10. 3. 2013 presented the efforts of Caritas Slovenia in assisting migrants and victims of trafficking in human beings, while the same topic was featured on Radio Ognjišče (Fireplace Radio) on 22. 6. 2013. In addition, articles were published in the September issue of the magazine Vzgoja (Upbringing), while the awareness of this phenomenon was raised among the approximately 6,000 young visitors of the festival Stična mladih (Stična of the Youth) 2013. The representatives of Caritas Slovenia replied to questions on trafficking in human beings in Slovenia, assistance to the victims of such traffic, the users of services, cooperation with the police, and talked about the vocation of each individual to eliminate trafficking in human beings in the Christmas issue of the weekly Družina (Family).

Within the scope of its own activities, the Society Ključ participated in approximately 65 media broadcasts: in TV and radio programmes, in newspapers and in electronic media.

On 19 December 2013 the society organised a public event and a press conference on the publication of a monograph Overlooked - Trafficking in Human Beings and Corruption, co-financed by the
Municipality of Ljubljana, Department of Health and Social Care. The topic of trafficking in human beings was also addressed by the Society Ključ through the presentation of the book Prodano življenje (A Sold Life) and individual lectures for students at the Faculty of Arts and Faculty of Education in Ljubljana. Beside the monograph, prevention materials were issued in the form of bank cards, as well as a publication on the workshops conducted in 2013 and other materials.

**Raising awareness and training of expert public**

– The criminal investigation police constantly educates and trains criminal investigators and police officers at the local level who are the first ones to come into contact with trafficking in human beings in their work. The prime focus is on identifying the forms of trafficking, detecting criminal offences and perpetrators, and also recognising potential victims of trafficking in human beings and perpetrators. The emphasis is also on further special criminal procedures for dealing with such criminal offences.

– In cooperation with the Uniform Police Directorate at the General Police Directorate, training was conducted for 121 border police officers, 30 police officers and professional-technical personnel of the Aliens Centre and 40 police officers of the Airport Police Station of the Police Directorate Kranj, with an emphasis on establishing indicators and on the identification of victims and perpetrators connected with trafficking in human beings.

– In November 2012, the Criminal Police Directorate in cooperation with the National Anti-Trafficking Coordinator, Specialised Office of the State Prosecutor of the Republic of Slovenia, Aliens Centre, Asylum Centre and NGOs, conducted a two-day training session on the problem of trafficking in human beings for criminal investigators and police inspectors covering border issues.

– On 6 November 2013, the Ministry of Justice organised, as part of the judicial curriculum, a professional seminar attended by over 40 criminal judges. The one-day training focused on trafficking in human beings and was conducted by experts of the Office of the State Prosecutor General of the Republic of Slovenia, the Police, the NGO Ključ and the National Anti-Trafficking Coordinator.

– Upon the invitation of the organiser of the conference “Putting Rantsev into Practice”, which was held from 16 to 18 April 2014 in Amsterdam, the training was attended by the representatives of the Slovenian Police, state prosecutor’s offices and the Labour Inspectorate of the Republic of Slovenia. The organiser defined the event as a working conference aimed at developing and strengthening multidisciplinary (international) operational cooperation against trafficking in human beings. The conference was prepared by the Ministry of Security and Justice of the Netherlands in close cooperation with the Polish and Cypriot ministries of the interior and the city of Amsterdam. The contents of the training was related to the judgment published by the European Court of Human Rights in 2010 in the case of Rantsev v. Cyprus and Russia. With this judgment, the Court brought trafficking in human beings within the scope of Article 4 of the European Convention on Human Rights, which prohibits slavery, servitude and forced labour. The judgment was groundbreaking, because the Court formulated a number of obligations on the state parties relating to actions against trafficking in human beings that go beyond investigation and prosecution to include prevention of trafficking and protection of victims. In other words, state parties need to put into practice a comprehensive approach to fight phenomenon. States also have an obligation to cooperate effectively with the relevant authorities in other states in investigating trafficking in human beings, in order to ensure a comprehensive international approach in countries of origin, transit and destination.

In order for a comprehensive approach to fight trafficking in human beings to be effective, multidisciplinary cooperation is essential. Different organisations can come into contact with different elements or stages of the trafficking process. In order to solve the trafficking “puzzle”, these organisations need to combine their information so that a complete picture arises. They can then take
joint or complementary measures to investigate trafficking in human beings cases and prosecute traffickers on the one hand and to protect the victims and prevent more cases from occurring on the other hand.

The conference discussed the suggestions of the member states that had been sent in reply to the call for input. Based on the ideas received, a programme was put together that was relevant to all member states. Since this was a working conference, the emphasis was on workshops. These enabled active participation in the discussion of the existing theoretical cases and the exchange of experience and ideas. There were also two rounds of (cross border) multidisciplinary workshops. The main focus of the conference was on the multidisciplinary aspects of operational cooperation, particularly on investigation and prosecution, although prevention and protection were also discussed.

– In order to ensure correct handling and raise the awareness of consular officials, who are mostly the first ones to contact potential victims of trafficking in human beings, the Ministry of Foreign Affairs devotes a part of regular annual consular consultations to trafficking in human beings and to the identification of possible victims. The ministry monitors the occurrence of suspected trafficking through the performance of consular activities at the Slovenian missions in Priština, Belgrade, Sarajevo, Skopje, Tirana, Podgorica, Moscow and Kiev. Statistically, several ten individuals are identified on a monthly basis.

– In early 2013, the experts of Caritas Slovenia participated in revising the protocol on the reception of individuals in crisis accommodation, the rules of crisis and safe accommodation and some declarations (on the use of an interpreter, being informed of video-recording, etc). The forms and rules that the victims come into contact immediately on reception were translated into 16 languages. 22 Volunteers and 37 interpreters showed their willingness to volunteer with Caritas Slovenia.

– On 26. 2. 2013, Caritas Slovenia organised internal training for interpreters and volunteers of the working group Care for Victims of Trafficking in Human Beings entitled Trafficking in Human Beings – Modern-Day Poverty. The training focused on the leading principles in dealing with victims of trafficking in human beings: professionalism, ethical conduct and empathy. Belgian experience in such trafficking as informal economy was presented and compared with the situation in Slovenia. It was attended by 14 persons.

In preparation of international training Caritas against Trafficking in Human Beings, they visited Caritas Udine on 14. 5. 2013 in order to exchange experience and good practice with those involved in the project of assistance to victims of trafficking in human beings and visit the safe house. On 29. 5. 2013 they visited Caritas Klagenfurt, also with a view to sharing experience and knowledge and learning about the burning issues regarding trafficking in human beings in Austria. Discussions were also held on the presentations of both Caritas organisations that were planned to be delivered at the international training course in Ljubljana.

From 3. to 8. 11. 2013, Caritas Slovenia attended RENATE training on the issue of project financing of programmes of awareness-raising of and assistance to victims of trafficking in human beings, which was held in Čičmany, Slovakia.

– The representatives of the Society Ključ had been invited as lecturers or co-organisers to participate in the regional conference of social workers of the Celje region working in the field of domestic violence, school counsellors and NGO representatives, which was attended by 60 participants. They delivered lectures for school staff of various primary and secondary school (a total of 120 participants), lectures on trafficking in human beings at the Social Work centres Vič and Škofja Loka, took part in the conference E-Abuse of Children, Dimensions of the Phenomenon and Efficient Action, and organised a one-day conference for secondary school counsellors of the Ljubljana municipality financed by the Office of Youth of the Ljubljana Municipality.
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 crime are constantly changing and adapting, which requires law enforcement authorities to carefully monitor the problem and actively cooperate in its identification and prosecution.

Criminal proceedings against perpetrators generally take several years if they are not remanded in custody. This is due to the increased number of perpetrators avoiding proceedings by going abroad or even committing the criminal offence abroad together with collaborators in Slovenia. As regards victims, they often leave our country as the time passes or put their personal life in order so that any criminal proceedings mean that they are victimised again.

Police activities

In detecting criminal offences of trafficking in human beings under Article 113 of the Penal Code of the Republic of Slovenia, and criminal offences related to trafficking in human beings – Enslavement under Article 112 and Exploitation through Prostitution under Article 175, the police recorded trends similar to those in the preceding years. The Republic of Slovenia is predominantly a country of transit and destination for trafficking in human beings.

Slovenia is recognised as a transit country for:
– female third-country nationals, notably from Southeast Europe, the Western Balkans and East Europe (the former Soviet Union), who normally travel to other EU countries (Italy, France and, Germany...);
– EU citizens (from Slovakia, Bulgaria and Romania), in relation to organised begging as a form of forced labour.

Slovenia is recognised as a destination country for:
– female third-country nationals from East Europe and South America (girls from 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;
– female EU citizens (Slovakia, Hungary and Romania) and from South America (Brazil) who do not need visas to enter the EU and usually do not have a regulated temporary residence, neither are they employed or have any social and health insurance. They are involved in prostitution in apartments and hotels;
– EU citizens (from Slovakia, Bulgaria and Romania), notably in relation to organised begging as a form of forced labour.

• Trafficking in human beings and exploitation through prostitution

Owing to a lack of reliable data on the number of people involved in organising and carrying out prostitution, in mediation in and demand for prostitution, and in engaging in sex against payment, the estimation is only approximate. The number of prostitutes in Slovenia, as reported by the media, the NGOs and researchers, is around 3,000. Most of them are persons with permanent residence in Slovenia. In addition, prostitution is also done by foreign citizens, third-country nationals, notably those who have work permits to work as dancers, animators, auxiliary workers and stage artists and are employed in night clubs, and have been issued with a temporary residence permit for employment or work.

It is characteristic of prostitution in Slovenia that it is mainly unnoticeable, as it is performed in closed spaces, usually in hired or owned flats, hotel rooms, etc. Street prostitution has not been detected.
Middle and higher levels of prostitution are prevalent in Slovenia. The police monitor advertising of prostitution in electronic and printed media. In 2013, advertising services in customers' private vehicles was detected as a new feature.

In trying to establish the relation between prostitution and trafficking in human beings, the police have been monitoring the employment of female foreigners in nightclubs, mainly from South America (the Dominican Republic), Ukraine, Bulgaria, Romania and other countries. In 2013, several criminal offences of trafficking in human beings pursuant to Article 113 of the Penal Code and criminal offences of exploitation through prostitution pursuant to Article 175 of the Penal Code were detected and investigated. By collecting information and investigations in pre-trial proceedings, the police established that some nightclub owners or other perpetrators of criminal offences of exploiting prostitution and other forms of sexual exploitation accept, accommodate or otherwise use such persons, abusing the work permit system. Furthermore, the police established that the past trend is continuing, i.e. that the alleged victims do not recognise themselves as victims of trafficking in human beings in police procedures in cooperation with NGOs. Perpetrators do not control them by physical force or by restricting their movement, but rather by using subtle methods of pushing them into financial dependence (financial sanctioning for breaking house rules and rules at work, fictitious minimum wage, repayment of debt incurred by the acquisition of a work permit and transport to Slovenia, etc.). This is how they push their victims into prostitution.

It needs to be emphasised again that the alleged victims of trafficking in human beings, in police procedures and in interviews with NGO representatives, do not recognise themselves as victims of trafficking in human beings. They come from poor social and economic backgrounds, and living and working in Slovenia, albeit in the previously described manner, makes their life easier, as they maintain their relatives in the country of origin with the money they earn. Such victims of trafficking in human beings only rarely cooperate in pre-trial and criminal proceedings, which affects the success of further criminal proceedings.

- **Trafficking in human beings and begging**

Also in 2013, the police carried out activities all over the country to detect organised groups of beggars, seeking to establish elements of the criminal offence of trafficking in human beings under Article 113 of the Penal Code. It was thus established that the persons that most often engage in organised begging in the Republic of Slovenia come from Romania and Slovakia and are mostly the members of the Hungarian minority. They typically beg in front of shopping centres and in urban centres. They drive to the scene in vehicles of medium price range with licence plates of the United Kingdom, France and Italy (beside Slovakia and Romania) and normally park the vehicles in the vicinity. According to the police, at least three organised groups of Romanian and two organised groups of Slovakian beggars are active in Slovenia. In begging they typically seek to arouse the sympathy of people or demonstrate their disability with various equipment. In the case of Romanian citizens, the police have detected begging in front ATM machines and occasional stealing of money.

As regards begging as one of the purposes of trafficking in human beings, the police detected and investigated three such criminal offences under Article 113 of the Penal Code. In one case a minor female citizen of the Czech Republic was forced into begging as an alleged victim of trafficking in human beings.

Occasionally, criminal groups dealing with trafficking in human beings related to forced begging in transit through Slovenia are detected. In such cases the, perpetrators normally travel through Slovenia from the country of origin (Bulgaria, Romania, Slovakia) to other EU countries (Italy, Austria, France). Passing through Slovenia, they only stay for a short period in motorway rest areas, motorway crossings and in cities.
• **Statistical indicators of the Police for 2013**

In 2013, the police investigated **34 persons** for suspicion of criminal offences related to **trafficking in human beings**. **15 persons** were investigated for suspicion of the criminal offence of **trafficking in human beings** under Article 113 of the Penal Code, comprising 10 males, three females and two legal entities. The suspects who were most often investigated were citizens of Slovenia (10) aged between 34 and 43, while there was also one minor suspect. The two investigated female suspects were Romanian citizens.

24 suspects were investigated for suspicion of the criminal offence of exploitation through prostitution under Article 175 of the Penal Code. As in 2012, the police did not deal with any suspects of the criminal offence of enslavement under Article 112 of the Penal Code in 2013.

**Table 1: Suspects suspected of committing the criminal offence under Article 113 of the Penal Code**

<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 the Penal Code</td>
<td>2</td>
<td>10</td>
<td>2</td>
<td>Slovenian</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Romanian</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>1</td>
<td>unknown</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>2</td>
<td>10</td>
<td>3</td>
<td><strong>15</strong></td>
</tr>
</tbody>
</table>

**Activities of the State Prosecutor's Office**

There were no major differences in 2013 as compared with the previous reporting period. It was detected that the perpetrators have perfected their crimes, which are becoming increasingly concealed and close to admissible conduct of mediators and employers. It was further established that this is a very profitable and low-risk criminal activity, as in the reporting year the prosecutor's office dealt with some repeat offenders.

For the first time it happened that in dealing with this criminal offence the court, on the proposal of the state prosecutor, ordered temporary securing of the property benefit under Article 502 of the Criminal Procedure Act in the amount of 1,500,000 Euro on the perpetrator's real property and funds invested in investment funds. Pursuant to the Forfeiture of Assets of Illegal Origin Act, the court also secured property amounting to 1,000,000 Euro on funds invested in investment funds, a deposit account and funds on a current account, while temporarily securing a house, three apartments and two vehicles, all owned by one suspect and legal entities and natural persons related to him.

1) In 2013, the Specialised Office of the State Prosecutor General of the Republic of Slovenia, which pursuant to the State Prosecutor Act is competent to conduct criminal procedures against perpetrators of the criminal offence of trafficking in human beings under Article 113 of the Penal Code, received three criminal complaints against six natural persons and one legal entity for the criminal offence of trafficking in human beings under Article 113 of the Penal Code. Individual cases are described below.

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In the criminal case against **four natural persons (three males, including one minor, and one female)** and **one legal entity**, investigation was requested against the adults and the legal entity. The statements of the heard witnesses led to reasonable suspicion that **another female** had been involved in the criminal offence, and extension of investigation was requested against that person. Three suspects had been detained at the time of the filing of criminal complaint, and their detention
was extended upon the filing of a charge. Following the preliminary proceedings, the court pronounced, on the proposal by the state prosecutor, an educational measure towards the minor involving the supervision of a social care authority with instructions to attend school regularly and learn a profession or take up employment that suits his skills.

– In the case against one suspect, the state prosecutor pursuant to Article 159 of the Criminal Procedure Act, temporarily postponed the arrest with a view to discovering a major criminal activity and has not yet decided on the case in 2013.

– In the case of a criminal complaint against one person, there was reasonable suspicion of trafficking in human beings under the first and second paragraph of Article 113 of the Penal Code and of exploitation through prostitution under the first paragraph of Article 175 of the Penal Code, which gave rise to a reasonable suspicion of money laundering under Article 245 of the Penal Code. The state prosecutor made an assessment that the details of the criminal complaint were sufficient to file a direct charge and therefore filed a motion with the court not to conduct an investigation into the case; for the same event, proceedings have been finally concluded against the accessory.

2) In the reporting year, the District State Prosecutor’s Office of Maribor received a supplement to the criminal complaint from 2012 for the criminal offence of trafficking in human beings under Article 113 of the Penal Code against three persons, which included three more persons (one male and two females) and a supplement to the criminal complaint against one unknown offender with details of three detected offenders (two males and one female). An investigation has already been instituted against them.

- Investigated cases from the previous years:

– In 2013, the Specialised Office of the State Prosecutor General of the Republic of Slovenia took over the criminal case where the district state prosecutor’s office with local jurisdiction in 2012 had requested an investigation of four natural persons and one legal entity. The first suspect obtained girls from Ukraine, arranged their transport to Slovenia and told them about the operation of the pub – night club, where prostitution took place. The second suspect organised their accommodation in close vicinity of the pub and supervised them, while the two employees of the pub aided and abetted the crime by supervising the girls – one of them drove them from the pub to the apartment while the other (a female) told them about the rules of the pub’s operation and offered the girls to customers. The customers paid different sums of money for sexual services and the money was distributed between the first and the second suspect, while the girls were told how much work they had to do, and if they did not do what had been fixed for them, their salary was reduced. The girls coming from economically poor countries received only a small part of the salary and prostituted themselves voluntarily. The latter had no say in regard to arranging the activities and had to be available for sex with men all the time, having no choice regarding the men and not knowing to the last minute where the sex would take place, which not only represents economic exploitation but also violates human dignity. The first suspect was charged with trafficking in human beings under the first paragraph of Article 113 of the Penal Code and of exploitation through prostitution under the second paragraph of Article 175 of the Penal Code, whereas the other there suspects were only charged with the criminal offence of exploitation through prostitution. Three suspects admitted guilt for the criminal offences; the first suspect received a prison sentence of one year and four months for the criminal offence of trafficking in human beings and a prison sentence of one year and five months for the criminal offence of exploitation through prostitution, resulting in an aggregate prison sentence of two years and eight months, and a secondary sanction of 250 daily amounts (33.10 Euro per day, amounting to 8,275 Euro).

– In the reporting year, an investigation was finally instituted into trafficking in human beings under the third and first paragraph of Article 113 of the Penal Code (the perpetrators committed the
crime as members of a criminal group) and exploitation through prostitution under the second and first paragraph of Article 175 of the Penal Code against five natural persons and one legal entity. The case involves an extremely well organised criminal group with clearly defined roles, where the girls circulated between pubs all over Slovenia according to the perpetrators’ plan. The extreme resilience and good organisation of the perpetrators are also demonstrated by the fact that house arrest was ordered against four of them (because of the risk to reoffend under point three of the first paragraph of Article 201 of the Criminal Procedure Act) and that during this measure three of the suspects continued with the activity. For this reason, the prosecutor proposed house arrest to be changed to detention, which was not granted by the higher court.

– In the case against four natural persons and one legal entity for the criminal offence of trafficking in human beings under Article 113 of the Penal Code and the criminal offence of exploitation through prostitution under Article 175 of the Penal Code an investigation had been finally instituted in 2012. In 2013 it was extended, along with the establishment of a specialised investigation group.

– The prosecution proposed a direct charge against three defendants, against whom a criminal complaint had been filed in 2012; with two defendants the offense involved trafficking in human beings under Article 113 of the Penal Code and with one defendant the case involved exploitation through prostitution.

– A charge was also filed against a female defendant – accomplice of the criminal offence of enslavement under Article 387 of the Penal Code in relation to Article 25 of the Penal Code that had been committed in 2002 (six accomplices have already been finally convicted). On the proposal of the state prosecutor’s office, the court referred the case to the competent authorities in Ukraine.

Table 2: Criminal procedures and sanctions

<table>
<thead>
<tr>
<th>Traffic in human beings</th>
<th>2013</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of persons investigated in criminal procedures</td>
<td>9 (6 males, 3 females, 1 legal entity)</td>
</tr>
<tr>
<td>Number of instituted investigations</td>
<td>6</td>
</tr>
<tr>
<td>Number of bills of indictment</td>
<td>3</td>
</tr>
</tbody>
</table>

Sanctions and measures

| Number of convictions for the criminal offence of trafficking in human beings | 2                                                                 |
| 1. Prison sentence and secondary sanction | two years and eight months, 8,275 Euro                              |
| 2. Educational measure to a minor | 1                                                                  |

Activities of the Labour Inspectorate of the Republic of Slovenia

In 2012, the Labour Inspectorate concluded an agreement with the Police on joint control of alleged foreign workforce exploitation and suspicion of the criminal offence of trafficking in human beings for forced labour. To this purpose, mutual contacts have been established at the regional level as well. Joint control is carried out on the request of one or the other side and in the framework of regional coordination of inspectors (regional inspection coordination bodies have been set up pursuant to the Inspection Act in order to coordinate the work of several inspections.
Most frequently, control is carried out in hospitality industry, bakeries, shops, construction industry, agricultural and transport activities. The Labour Inspectorate of the Republic of Slovenia mostly controls the implementation of labour legislation related to undeclared employment, the employment and work of foreigners, the provision of workers to another employer, as well as the implementation of legislation governing work safety and health at work. According to inspectors, the cooperation with police representatives has been good.

The Labour Inspectorate of the Republic of Slovenia also enforces the regulations on the employment and work of foreigners. In 2013, **51 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 foreigners and the related tasks of the Republic of Slovenia in regulating and protecting the labour market.

The majority of violations were related to the adequacy of work permits (**11 violations**) and to performing work contrary to the issued work permit (**9 violations**). Some violations were also established regarding the registration of the commencement of service provision (**8 violations**).

A part of the established violations was also related to the obligation of persons liable to supervisory authorities, which mostly involved keeping a copy of the personal work permit at the place of the foreigner’s work (**4 violations**), and to the cooperation of the employer in the procedure with all required documentation and with keeping one copy of the work permit at the registered office or the working site (**5 violations**).

The established violations were also related to the training of foreign deployed workers (**3 violations**), the provision of services with deployed workers (**2 violations**), the registration of the commencement of a foreigner’s work (**5 violations**) and the returning of the work permit.

Regarding the work of foreigners, the Prevention of Undeclared Work and Employment Act defines the notion of undeclared employment in cases where an employer employs a worker contrary to the regulations on the employment of foreigners or illegally employs a citizens of a third country. The inspectorate established **66 violations** in 2013 where employers employed foreigners in contravention of the regulations on the employment of foreigner and **18 violations** of unlawful employment of third-country nationals.

Finally, **one violation** was established involving a case where the employer did not pay to a third-country national all potential due obligations for the performed work amounting to at least the minimum wage for each month of performed work, as if the third-country national had been legally employed, and at the same time did not settle all the costs of transferring the unsettled payments to the country where the third-country national returned or was returned.

*Table 3: Issued work permits for the profession of artist and construction worker*

<table>
<thead>
<tr>
<th>Profession</th>
<th>2008</th>
<th>2009</th>
<th>2010</th>
<th>2011 (of this 386 new)</th>
<th>2012</th>
<th>2013</th>
</tr>
</thead>
<tbody>
<tr>
<td>Professions from entertainment and artistic programme</td>
<td>937</td>
<td>678</td>
<td>674</td>
<td>691</td>
<td>271</td>
<td>114</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>
<td>3,207</td>
</tr>
<tr>
<td>Total</td>
<td>47,505</td>
<td>30,232</td>
<td>13,297</td>
<td>4,650</td>
<td>3,389</td>
<td>3,321</td>
</tr>
</tbody>
</table>
IV. Assistance and protection

Assistance for, and protection of, victims in trafficking in human beings are generally implemented by NGOs 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 and 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 the co-financing of actual programmes of assistance for victims.

In Slovenia, an agreement on such cooperation was concluded between the NGO Society Ključ and the Ministry of the Interior, the Police and the Office of the State Prosecutor General in 2004. Cooperation with and co-financing of individual projects/programmes of assistance for victims is described below.

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

In 2013, Caritas Slovenia and the Society Ključ carried out projects of assistance for the victims of trafficking in human beings. The projects implemented by Caritas Slovenia were Providing Assistance to Victims of Trafficking in Human beings – Crisis Accommodation, financed by the Ministry of Labour, Family, Social Affairs and Equal Opportunities, and Assistance to Victims of Trafficking in Human beings – Safe Accommodation, financed by the Ministry of the Interior. Both programmes were jointly evaluated at 85,000 Euro. The Society Ključ implemented the project Comprehensive Assistance for Victims of Trafficking in Human Beings, which comprised three parts: crisis accommodation, accommodation in a safe place and reintegration. The project was co-financed by the Municipality of Ljubljana – Department of Health and Social Care, Foundation for Funding Disability and Humanitarian Organisations, the Society Ključ with their own contributions, as well as by donors and sponsors. The value of the project was 55,890.14 Euro.

In 2013, the police dealt with 37 persons as possible, alleged or recognised victims of trafficking in human beings. Out of this number, one person was male and 36 persons were female. Persons that were most often processed were Romanian female citizens aged between 24 and 33.

- The ‘Crisis Accommodation’ Programme

In 2013, four persons, three females and one male, were accommodated in the crisis accommodation, following the identification procedure carried out together with the police. Three persons came from Romania and one allegedly came from Sri Lanka. All the women were the victims of forced prostitution and were enabled to return to their home country on their request, while at the same time Caritas Slovenia entered into contact with a similar organisation in Romania in order to provide further assistance and reintegration. The man was recognised as a possible victim of trafficking in human beings travelling to the country of exploitation at the international border crossing point of the Ljubljana Jože Pučnik Airport and requested international protection during the crisis accommodation. In 2013, crisis accommodation offered 33 days of care.

Beside the accommodation, all victims were provided with food, first psychosocial assistance, emergency medical service, counselling, instruction about their legal rights, advocacy, social environment, companionship, escort, safety, assistance in repatriation and material assistance. During the crisis accommodation, the victims were monitored 24-hour a day by expert staff and qualified volunteers.

In May and June 2013, expert staff and qualified volunteers of Caritas Slovenia, together with interpreters for Bulgarian and Romanian language, participated in interviewing, informing and
awareness raising of alleged victims of trafficking in human beings in pre-trial police procedures. 11 such interviews were carried out at police stations and ten persons were recognised as victims of trafficking in human beings. All of them were informed in writing in their mother tongue about the types of assistance and rights they are entitled to as victims of trafficking in human beings, and provided with contact details for further communication.

In light of the extensive police investigations, Caritas Slovenia was simultaneously ready to receive an increased number of users of crisis accommodation.

The Society Ključ provided a five-day crisis accommodation for two persons, Macedonian citizens, a mother and a child. The adult citizen of Macedonia was a victim of a forced marriage in Slovenia and refused to cooperate with the law enforcement authorities. On her request, the Society Ključ enabled a safe return and accommodation in a safe place of a similar NGO in Macedonia.

- **The ‘Safe Accommodation’ Programme**

In 2013, three persons were accommodated in a safe place of both organisations, two female citizens of Ukraine, victims of forced prostitution, and one female citizen of the Philippines, a victim of labour exploitation. Both organisations carried out 395 days of care for victims.

Caritas Slovenia provided persons accommodated in safe places with accommodation, food, weekly allowance, a monthly bus pass, constant psychosocial assistance, medical services in an outpatient clinic for persons without health insurance, in the Clinic for Infectious Diseases and Febrile Illnesses and in a private dental clinic, counselling, information on their legal rights, assistance with arranging documentation and acquiring a temporary residence status and the related rights, interpretation, advocacy, social environment and employment as voluntary staff, holiday at the seaside, Slovenian language classes, individual computer courses, assistance in active job search and a safe entry to the labour market, companionship, escort, organised recreational activities, psychotherapy, therapy with horses and security.

Expert work with clients consisted of individual interviews, psychosocial assistance, psychosocial support, the preparation and evaluation of individual social plans, facilitating and assisting with quality free time activities, organisation of voluntarism, organisation of and escort to medical services, other escorts in arranging documentation, inclusion in the community with voluntary work, assistance in and promotion of a safe entry to the labour market, and expanding a healthy social network.

Caritas Slovenia draws up an individual social plan for each person accommodated in a safe place, giving them the key to the accommodation, provides weekly allowance, a monthly bus pass, a telephone and access to the internet. Upon the accommodation, each person is informed of their rights and at the same time signs an agreement on the rules of the programme of safe accommodation in their mother tongue. In Caritas Slovenia, they are also informed about the ethical principles of the organisation.
Table 4: Victims of Trafficking in Human Beings

<table>
<thead>
<tr>
<th>Victim identification</th>
<th>Women</th>
<th>Men</th>
<th>Children</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of identified victims</td>
<td>$36 + 4$</td>
<td>$1$</td>
<td>$37 + 4$</td>
<td>$37 + 4$</td>
</tr>
<tr>
<td>Way of exploitation of identified victims:</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>– sexual abuse</td>
<td>$36 + 4$</td>
<td>$1$</td>
<td>$37 + 4$</td>
<td>$37 + 4$</td>
</tr>
<tr>
<td>– forced labour or services</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>– slavery or slavery-like conditions</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>– servitude</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>– organ harvesting</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>– begging, other</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number of persons for whom authorised bodies have reasons to suspect that they are victims of:</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>$36$</td>
<td>$1$</td>
<td>$37 + 4$</td>
<td>$37 + 4$</td>
</tr>
</tbody>
</table>

| Assistance to victims | | | | |
| Number of THB victims who received any kind of assistance | $36$ | $1$ | $37 + 4$ | $37 + 4$ |
| Number of THB victims who refused assistance offered | | | | |
| Number of shelters for THB victims in Slovenia | $3$ | $3$ | $3$ | $3$ |
| Total number of places in shelters for THB victims** | $20$ | $20$ | $20$ | $20$ |
| Number of THB victims accommodated in shelters | $3 + 1$ | $1$ | | $5$ |

| Recovery and reflection period | | | | |
| Number of victims (including those for whom there are reasonable grounds to assume that they are victims) who were granted a recovery and reflection period | $4 + 4$ | $1$ | $5 + 4$ | $5 + 4$ |

| Residence permit | | | | |
| Number of THB victims who were issued residence permits: | | | | |
| – on the ground of personal circumstances | | | | |
| – on the ground of their cooperation with authorities in the investigation or criminal proceedings | $1^*$ | $1^*$ | | $1^*$ |

| Compensation and legal remedies | | | | |
| Number of THB victims who received compensation | | | | |
| Compensation awarded: | | | | |
| – minimum amount awarded to victims (in Euro) | | | | |
| – maximum amount awarded to victims (in Euro) | | | | |

| Return into country of origin and return to Slovenia | | | | |
| Number of THB victims returned to Slovenia | | | | |
| Number of THB victims returned from Slovenia to other countries | $3$ | | $3$ | $3$ |
Table 5: Number of victims by country of origin

<table>
<thead>
<tr>
<th>Number of victims</th>
<th>2013</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Men (age)</td>
</tr>
<tr>
<td>Romania</td>
<td>1 (18 do 23 let)</td>
</tr>
<tr>
<td>Romania</td>
<td>17 (24 to 33 ys)</td>
</tr>
<tr>
<td>Dominican Republic</td>
<td>2 (24 to 33 ys)</td>
</tr>
<tr>
<td>Ukraine</td>
<td>2 (2 ys, 22 ys)</td>
</tr>
<tr>
<td>Macedonia</td>
<td>2 (2 ys, 22 ys)</td>
</tr>
<tr>
<td>Philippines</td>
<td>1 (34 to 43 ys)</td>
</tr>
<tr>
<td>TOTAL</td>
<td>37 + 4 + 1*</td>
</tr>
</tbody>
</table>

* One person – THB victim identified and accommodated at a safe place in 2012.

** All the locations are suitable for men and women victims. Men and women are housed separately. The accommodation location is selected depending on their number and special requirements. Minors can also be accommodated and are provided comprehensive assistance which they need; however, this area is not yet legally regulated.

In addition to the above statistical data on THB victims dealt with by the police and the humanitarian organisation Caritas Slovenia, it is also worth mentioning the data of the NGO Society Kļuč, which in 2013 ran a programme of comprehensive care for THB victims with all three basic types of assistance: crisis accommodation, safe place accommodation and (re)integration. The programme was co-funded by the Ljubljana municipality, Health and Social Assistance Department, Foundation for Financing Organisations for the Disabled and Humanitarian Organisations, Society Kļuč with own contribution as well as donors and sponsors. There were two persons (of whom one child) in crisis accommodation and another two persons accommodated at a safe place.

(Re)integration of THB victims

In 2013, Caritas Slovenia had one person in the programme of Assistance to THB victims and Reintegration, which provides accommodation and food, advice and assistance in as regards legal rights, legal advice, interpreting, assistance in arranging documents, advocacy and accompanying, Slovenian language course, assistance in finding employment, voluntary work employment, organised recreation, access to literature in mother tongue. There were 72 days of care. The Society Kļuč included eight persons in the reintegration programme, one from Ukraine, Philippines, Serbia, Croatia, and four from Slovenia. Three of the Slovenian nationals were minors. In addition to teaching Slovenian, in case of foreigners, literacy and integration in other forms of education, learning assistance, work therapy and integration in the labour market, the Society Kļuč made coaching and security training part of their reintegration programme in 2013.

PATS project

PATS programme is devoted to informing international protection seekers about trafficking in human beings. The programme is partly financed from the European funds (ERF) and partly from the budget of the Ministry of the Interior, which signed a contract with the Institute for African to implement the programme on 18 June 2013 Studies.

From the signing of the contract to the end of 2013 there were 15 informative interviews with international protection seekers from different countries. Most were carried out in August (five), with
applicants from Syria, Russia, Bangladesh and Cuba. The interviews were carried out with ten women (three were single, seven came to Slovenia with their families), and five unaccompanied minors.

The programme is awarded 15,000 Euro, which covers 100 % of its eligible costs.
V. Partnership and international cooperation

The Ministry of Foreign Affairs monitors THB issues and co-shapes an international policy in this area within the IWG THB together with the national coordinator and other major international organisations. It follows THB trends through its diplomatic and consular network and informs competent Slovenia's authorities of suspected THB cases encountered in procedures with visa and residence permit applicants.

In 2013, the THB trend in Slovenia did not change when compared to the past years. According to the Ministry of Foreign Affairs, the most vulnerable targets of an organised abuse of criminal associations in Slovenia are manual workers coming from the Western Balkans and night club dancers recruited from Ukraine.

Brdo Process

- Network of national coordinators of Southeast Europe – NATC JVE

The 2010 ministerial Brdo Process conference, which is organised annually by the Ministry of the Interior, brought about an initiative to establish a network of national coordinators of Southeast Europe. The network has been active, with national coordinators meeting twice a year. The International Centre for Migration Policy (ICMPD) performs the role of network secretariat. The 2013 meetings were held between 10 and 12 March in Sofia and between 19 and 20 September in Sarajevo. The meeting in Sarajevo, which was co-organised by the Slovenian coordinator, was also attended by EU coordinator Myria Vassiliadu and Petya Nestorova, Executive Secretary of the Council of Europe Convention on Action against Trafficking in Human Beings. The "NATC JVE" network is growing in importance due to an increasing number of international players and organisations taking interest in this form of cooperation.

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

Following a successful completion of the two-year project "Introduction of the requirements to establish joint investigations teams to combat trafficking in human beings in Southeast Europe – JIT THB" in July 2013, the project team of the Ministry of the Interior launched a follow-up project. A two-year contract for its implementation was signed in August 2013. The project aims to upgrade activities in individual countries of the region at a local level. 95% funding is provided by the European Commission and the project is due to be completed in August 2015.

The follow-up JIT THB WB project builds on the results of the previous project and focuses on prosecution authorities and the police dealing with THB cases at a local level. Geographically, it includes the countries of the Balkan route, which is one of the major THB transit routes. Besides, many THB victims come from the Balkans.

The partner country in the project is Bulgaria, other junior partners are Croatia, Bosnia and Herzegovina, Montenegro, Albania and Serbia. Slovenia's Office of the State Prosecutors General, Europol and Eurojust also take part in the project. The website created for the first JIT THB project was upgraded and is regularly updated.

The purpose of the project is to promote the use of joint investigation teams to investigate and prosecute THB cases. Since police officers and prosecutors are often unaware of the tools available to them, they should first gain an insight into the concept of JITs to be able to use them. The project is in line with the major EU strategic documents concerning internal security, and adheres to the EU 2011–2013 policy cycle for serious and organised crime and the EU strategy towards the eradication of trafficking in human beings.
A kick-off conference was held in October 2013 in Bulgaria for national contact points, the participants in the first JIT THB project. They were briefed on their role in the follow-up project and on workshop topics. Three-day interactive workshops are due to take place in all participating countries. One of the seven workshops was already conducted in 2013 in Slovenia (10–12 December). The objectives of the project are the following: enhanced cooperation between experts, use of key information on JITs and THB, better awareness of the possibilities offered by JITs, and better understanding between the experts and competent institutions. A special manual is due to be designed for experts and provided to all participants in their languages. About 250 participants will take part in the workshops within the project.

Other international activities

– The Ministry of Foreign Affairs harmonized their activities with the national coordinator and participated in negotiations for the adoption of anti-trafficking resolutions discussed by the United Nations General Assembly, the United Nations Human Rights Council, the UN Office on Drugs and Crime (UNODC) and the Organisation for Security and Co-operation in Europe (OSCE). In November 2013, Slovenia chaired the 5th meeting of the Working Group on Trafficking in Persons held by the Parties to the UN Convention on Transnational Organised Crime.

Between 14 and 18 December 2013 the Ministry of Foreign Affairs organised and financed a pilot training project for high-level Afghan officials. Afghanistan, which has been facing mass population displacement, lacks a reliable public register of citizens’ data required for issuing IDs, and has an underdeveloped system of recording cross-border movements. This makes anti-trafficking measures less effective.

– A representative of the National Assembly attended an international conference on sharing best practices in harmonised data collection on trafficking in human beings which was held in Bratislava (March 2013). The event was organised by the Slovak interior ministry and the ICMPD in cooperation with the European Commission. The practices shown are a good starting point for further considerations with regard to on-going year-round data monitoring and assistance in detecting and uncovering human trafficking.

– A representative of the criminal police attended the presentation of the Euro Traf Guide project concerned with the preparation of common instructions and procedures for identification of trafficked victims. Under the auspices of the French ministry of foreign affairs the project brought together the following partner states and institutions: Bulgaria, Greece, Romania, Spain, the Netherlands, and the Council of Europe, ICMPD, UNODC and ILO SAP–FL. The project was financially supported by the European Commission. The objective of the project is to develop a practical tool for the identification of victims trafficked for labour exploitation, forced begging, criminal activities and sexual exploitation. The criminal police held the view that the presentation was very good and the materials very useful. The materials will be adapted to better serve the Slovenian needs on anti-trafficking training, in particular the aspect of victim identification.

– In 2013 Caritas Slovenia cooperated with NGOs concerned with anti-trafficking and other Slovenian NGOs helping people in distress. Caritas Slovenia was actively engaged at the international level as member of COATNET (Christian Organizations Against Trafficking in Human Beings), Caritas Europa and Caritas Internationals, as well as other Caritas organisations not affiliated with the above associations. Caritas Slovenia took part in training and seminars organised for Caritas organisations at the European level, provided assistance in reintegration of victims in their country, and was involved in several other projects. Caritas Slovenia’s partners are also Catholic religious orders across the world whose mission is to promote awareness of global
trafficking issues through information, victim assistance and social activity. Collaboration with the IOM which operates in countries of origin, is also very much alive.

Between 30 September and 1 October 2013 two representatives of Caritas Slovenia attended the seminar Assistance for Trafficked Victims and the closing of the conference on Common Challenges of the Euro-Mediterranean Region in Combating Human Trafficking. The event was organised by Caritas Kosovo and Caritas Albania, the Ministry of the Interior of Kosovo and a group of partner organisations. Caritas Slovenia was extended a special invitation owing to its engagement in a two-year project together with Caritas Italia and Caritas Spain. The conference was attended also by national anti-trafficking coordinators, representatives of prosecution authorities, law enforcement and NGOs.

Caritas Slovenia attended the meeting Citizens’ Dialogues and Cultures: For a More Social and Supportive Europe! held between 14 and 16 Nov 2013 in Marseilles, France. The event was organised in the context of the European Year of Citizen 2013 under the auspices of the European Commission and in coordination with Secours Catholique - Caritas France. The event addressed poverty and social exclusion, and discussed the role of non-profit organisations fighting poverty in France and across Europe as well as perceptions of the general public. One part of the programme was dedicated to assistance for trafficked victims and human trafficking in general.

A representative of Caritas Slovenia attended the second meeting of the Platform against Human Trafficking held on 9 and 10 December in Brussels under the auspices of the European Commission.

A legal expert from Caritas Slovenia participated in the regional workshop for lawyers acting as counsellors to trafficked victims. The workshop took place in Belgrade, Serbia, on 10 and 11 December and was organised by the Council of Europe.

— The following information is a description of international events attended by the national coordinator in 2013 based on invitation. The costs of attendance were covered by the organisers.

Within the context of National Rapporteurs or Equivalent Mechanisms of the EU (NREM) the European Commission and the country holding the EU presidency organised two meetings led by the EU Coordinator, Myria Vassailiadu. The events were held in Brussels, i.e. on 13 and 14 March and in 2 and 3 October 2013. The topics featuring on the agenda were related to the assessment of the scale of human trafficking based on statistical parameters, the progress made in the transposing of Directive 2011/36 EU, the role and work of national rapporteurs/ coordinators, etc.

Between 4 and 7 March 2013, a closing meeting was held in Budva to wrap off the CB LAB project aimed at sharing best practices for the identification of human trafficking related to labour exploitation and ideas on how to address these challenges. All relevant regional experts and players took part in the event organised by ICMPD. Slovenia joined the project in 2012 and included it in the action plan of the Inter-ministerial Working Group on Combating Trafficking in Human Beings. This project is vital to systemic and effective addressing of trafficking for labour exploitation because all countries in the region have been facing the same problems of underdeveloped institutional approaches for the detection and identification of forced labour or labour exploitation.

At the request of the European Commission and the national coordinator of the Republic of Serbia a special advisory session was organised in Belgrade between 18 and 23 March 2013 aimed at the preparation of a national anti-trafficking strategy. Following a series of public discussions on this topic, a strategy was eventually designed.

Between 17 and 18 September, Podgorica hosted a seminar on the exploitation of trafficked victims for sexual abuse during the tourist season. The seminar was organised by the European Commission
in partnership with the Government of Montenegro and the Montenegrin Office of National Coordinator for Fight against Trafficking in Human Beings. Participants were mostly prosecution and law enforcement experts from SE Europe. Lectures were delivered by representatives of EU MS (France, Spain, Belgium and Slovenia).

On 17 September 2013, at the Council of Europe in Strasbourg, the national coordinator attended a regular GRETA meeting of points of contact as appointed in accordance with the Council of Europe Convention on Action against Trafficking in Human Beings. The meeting was meant to bring participants up to speed with GRETA activities and monitoring and to focus on further steps in the second cycle.

The annual consultation of state prosecutors and justices from BiH was held in Neum, Bosnia and Herzegovina, between 9 and 11 of October 2013. The national coordinator was invited to present the JIT THB WB project. A workshop which is to be held in Bosnia and Herzegovina will also involve state prosecutors and their superiors who attended the Neum event. The national coordinator’s role was to provide the information on the seminars to be held in the coming year.

On 5 December, a regional conference sponsored by organisation Save the Children was held in Belgrade. The title of the conference was Child Trafficking in the Balkan area. The Slovenian coordinator presented some aspects of the new EU directive related to the issues of trafficked children.

– Slovenia made a contribution of 10,000 Euro to the UN fund for trafficked victims.

– The Trafficking in Persons (TIP) Report published by the US State Department in 2013 ranked Slovenia as Tier 1 country which means that it fully complied with the standards set.
Closing remarks

The 2013 report is a comprehensive portrayal of the issues related to human trafficking in the Republic of Slovenia. This was a period of stagnation at the systemic level which was marked by efforts to find better solutions for compliance with European and international standards. In addition to systemic vagueness, weaknesses may still be identified in the field of awareness-raising campaigns and training opportunities for those who are involved in the processes of detecting trafficking and identifying victims.

Nevertheless, this was a period of relative success in terms of objectives as specified in the 2012-2013 action plan. The existing systems of crime prevention, investigation and prosecution and assistance to trafficked victims provide sustainable solutions. All previous reports had pointed out that such set-ups must not slow down or even hinder the progress achieved.

European and global trends reveal that there is a need to introduce more effective measures at systemic and operational levels. Both the law enforcement and civil society organisations have reported new forms of trafficking in human beings, showing in particular the tendency towards increasing exploitation of trafficked victims. Slovenia now has a well run practice of prosecuting criminal offences of trafficking in human beings, which has been further consolidated by courts issuing accusatory judgements. In practice, crisis and safe house accommodation provided within the framework of assistance for victims of trafficking are adequately regulated and financed by the competent line ministries. One systemic deficiency is that children who are victims of trafficking are still not provided with a comprehensive range of support services.

In the end it needs to be mentioned that the EU and international institutions alike expect an upgrading of systemic action to address human trafficking. To some extent each country may shape its own coordination mechanism, yet on the other hand there are obligations set forth by EU documents, in particular Directive 2011/36/EU which points out the need for autonomous national rapporteurs or equivalent mechanisms. The same requirement is contained in the Convention of the Council of Europe on Action against Trafficking in Human Beings and in the First Report on Slovenia drawn up by GRETA experts in charge of evaluating the implementation of Convention’s provisions.