ACTION PLAN FOR COMBATING TRAFFICKING IN HUMAN BEINGS FOR THE 2019-2020 PERIOD
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INTRODUCTION

Trafficking in human beings is a grave violation of human freedom and dignity, as well as a serious criminal offence. It is based on payment or other compensation and it involves the use of physical or other violence, deceit, and fraud, in order to achieve consent or control over the victim. According to the International Labour Organisation, there are 40.3 million victims of human trafficking in the world. In view of the above, human trafficking is estimated to be the second most profitable activity of transnational organised crime, immediately after drug trafficking.

In Slovenia, human trafficking is still most frequently recognised for the purposes of sexual exploitation or exploitation of prostitution, whereas other forms of exploitation are more rarely identified. There are also some organised groups of beggars, but these are mostly persons who are transiting through Slovenia. In 2017, 66 trafficked persons were identified in Slovenia and all cases involved human trafficking for sexual abuse and sexual exploitation. A recent phenomenon that may, in some cases, be related to human trafficking is the forced marriage of minor girls in the Roma and other communities. In early 2018, we also dealt for the first time with a new form of human trafficking, namely for the purpose of committing crimes.

The issue of human trafficking is multi-faceted and requires integrated, effective and coordinated action not only by the governmental but also by non-governmental organisations (hereinafter: NGOs). Since 2004, action plans have been drawn up by the Inter-ministerial Working Group for Combating Trafficking in Human Beings (hereinafter: IWG) to prevent and appropriately address trafficking in human beings in the Republic of Slovenia (hereinafter: Slovenia). Following the proposal of the National Coordinator for Combating Trafficking in Human Beings (hereinafter: National Anti-Trafficking Coordinator) and in accordance with Decision of the Government of the Republic of Slovenia No. 1201-7/2012/4 of 5 July 2012, the IWG has drawn up and harmonised among ministries the ninth action plan for combating trafficking in human beings, to be implemented in the 2019 – 2020 period (hereinafter: Action Plan).

The Action Plan provides the basis for implementing the core activities that have been developed during one and a half decades of operation, with a view to preventing and combating human trafficking. The established and financially evaluated activities are pursued on a permanent basis, ensuring the continuous involvement of non-governmental and humanitarian organisations in the prevention of trafficking, as well as in providing assistance to the victims of trafficking.

The plan is divided into five chapters: Prevention, Detection, Investigation and Prosecution of Human Trafficking Offences, Victim Identification, Protection and Assistance, International Cooperation; Support Activities. The following chapters define individual tasks or a set of tasks, provide a brief explanation thereof, identify authorities responsible for actions and organisations participating in the execution of tasks, outline the funding, if required, and specify time frames for the completion of tasks.

The table at the end of the Action Plan clearly shows financing bodies of individual activities, the budget heading and the amount of funding provided.

The Action Plan for the next two-year period pays particular attention to activities aimed at implementing the recommendations that were adopted at Slovenia’s behest by the monitoring mechanism under the Council of Europe Convention on Action against Trafficking in Human Beings, i.e. GRETA, in the context of the second evaluation cycle. The recommendations, together with the report on the situation in Slovenia, were adopted at the meeting of the Committee of the Parties to the Convention held on 24 November 2017 in Strasbourg. The time limit for their implementation is two years.
GRETA RECOMMENDATIONS

I. List of GRETA’s recommendations requiring immediate action: Institutional framework

- GRETA urges the Slovenian authorities to strengthen the co-ordination of anti-trafficking action by reviewing the placement of the National Anti-Trafficking Coordinator and increasing the human and budgetary resources to enable the carrying out of the range of tasks related to national anti-trafficking action, reflecting the requirements of a co-ordinated and effective human rights-based approach to combating human trafficking (paragraph 22).

Measures to protect and promote the rights of victims, guaranteeing gender equality

a) Identification of victims of human trafficking

- While welcoming the adoption of the Manual on the Identification, Assistance and Protection of Victims of Trafficking in Human Beings, GRETA urges the Slovenian authorities to:
  - ensure that the procedures in the Manual are effectively implemented in practice, including by periodically training all relevant professionals;
  - ensure that the use of indicators, guidance and criteria for the identification of victims of trafficking by frontline staff is harmonised and monitored;
  - encourage law enforcement officials (including border police), social workers, labour inspectors and other relevant actors to pursue a more proactive approach and increase their outreach work to identify potential victims of trafficking, in particular as regards forms of exploitation other than sexual (such as labour exploitation, forced marriages, forced begging);
  - pay increased attention to detecting victims of trafficking among asylum seekers and foreign workers;
  - improve mechanisms and procedures for identifying as victims those who are trafficked within the country (paragraph 97).

b) Assistance to victims

- While welcoming the extension of the crisis accommodation programme from five to 30 days, GRETA once again urges the Slovenian authorities to ensure that access to assistance for victims of human trafficking is not made conditional on their co-operation in the investigation and criminal proceedings, and is based on their individual needs (paragraph 107);
- GRETA urges the Slovenian authorities to make efforts to improve the identification of, and assistance to, child victims of trafficking, in particular by:
  - ensuring that relevant actors take a proactive approach and increase their outreach work with target groups to identify child victims of human trafficking by paying particular attention to unaccompanied foreign children, Roma children and children involved in begging;
  - providing further training to stakeholders (police, service providers, NGOs, centres for social work) as well as guidance for the identification of child victims of human trafficking and different forms of exploitation;
  - providing specialised support and services beyond the recovery and reflection period which are adapted to the needs of child victims of trafficking, including appropriate accommodation, access to education and vocational training, and ensuring long-term monitoring of their reintegration;
  - taking steps to address the problem of unaccompanied children disappearing by providing suitable safe accommodation and trained supervisors (paragraph 116).

c) Recovery and reflection period

- GRETA urges the Slovenian authorities to:
- review the legislation in order to ensure that all foreign persons for whom there are reasonable grounds to believe that they are victims of trafficking, including EU citizens, are provided with a recovery and reflection period, the purpose of which is stated as it is in Article 13 of the Convention; ensure that all presumed foreign victims of trafficking are systematically informed of the possibility to benefit from such period and are effectively granted it (paragraph 126).

d) Compensation and legal remedies

• GRETA once again urges the Slovenian authorities to adopt measures to facilitate and guarantee access to compensation for victims of trafficking, and in particular to:
  - ensure that victims of trafficking are systematically informed in a language that they can understand of the right to seek compensation and the procedures to be followed; enable victims of trafficking to exercise their right to compensation by ensuring their effective access to legal aid;
  - include victim compensation into training programmes for prosecutors and judges; include all victims of trafficking in the scope of the Compensation to Crime Victims Act (ZOZKD), irrespective of their nationality and of whether force or violation of sexual integrity has been used (paragraph 138);

Substantive criminal law

a) Criminalisation of the criminal offence of human trafficking

• GRETA urges the Slovenian authorities to bring the interpretation of the abuse of a position of vulnerability in full conformity with the Convention (paragraph 150).

b) Non-punishment of victims of human trafficking

• GRETA urges the Slovenian authorities to take additional measures to ensure compliance with the principle of non-punishment of victims of THB for their involvement in unlawful activities, to the extent that they were compelled to do so, as contained in Article 26 of the Convention. Such measures should include the adoption of a specific legal provision and/or the development of guidance for police officers and prosecutors on the scope of the non-punishment provision (paragraph 164).

Investigation, prosecution and procedural law

• GRETA urges the Slovenian authorities to extend the application of the procedural protection measures currently reserved to children under the age of 15 years to cover all child victims and witnesses of THB up to the age of 18, taking into account the best interests of the child and in order to bring such measures in full conformity with the Convention (paragraph 178).

II. Further conclusions of GRETA

• GRETA invites the Slovenian authorities to establish an independent National Rapporteur or the possibility of designating as a National Rapporteur a separate organisational entity or another independent mechanism for monitoring the anti-trafficking activities of State institutions (paragraph 23).

• GRETA invites the Slovenian authorities to introduce an independent evaluation of the National Action Plan’s implementation as a tool for assessing the impact of the activities and for planning future policies and measures to combat THB (paragraph 27).

• GRETA considers that the Slovenian authorities should continue to provide regular training about THB and the rights of victims of trafficking to all relevant professionals, including prosecutors, judges, lawyers, labour inspectors, financial administration inspectors, trade unions, social workers, asylum officials and staff working in centres for migrants and asylum seekers. The training should aim at strengthening victim identification and protection, increasing the number of prosecutions and convictions, and guaranteeing compensation to victims (paragraph 36).
• For the purpose of preparing, monitoring and evaluating anti-trafficking policies, GRETA considers that the Slovenian authorities should develop and maintain a comprehensive and coherent statistical system on trafficking in human beings by compiling reliable statistical data on measures to protect and promote the rights of victims as well as on the investigation, prosecution and adjudication of human trafficking cases. Statistics regarding victims should be collected from all main actors and allow disaggregation concerning sex, age, type of exploitation, country of origin and/or destination. This should be accompanied by all the necessary measures to respect the right of data subjects to personal data protection, including when NGOs working with victims of trafficking are asked to provide information for the national database (paragraph 38).

• GRETA welcomes the above-mentioned research activities and considers that the Slovenian authorities should continue to conduct and support research on THB-related issues as an evidence base for future policy measures (paragraph 44).

• GRETA invites the Slovenian authorities to continue their efforts to raise awareness of THB, by focusing on new trends and needs, in the light of impact assessment of previous measures, and to increase the budget for the activities of the Government Communication Office in the field of prevention of THB. (paragraph 48). GRETA considers that the Slovenian authorities should take further steps in the area of preventing THB for the purpose of labour exploitation, in particular by:
  - providing regular practice-oriented training on THB for the purpose of labour exploitation to relevant officials, in particular labour inspectors, staff of the financial administration, police officers, prosecutors and judges;
  - strengthening the monitoring of recruitment and temporary work agencies and reviewing the legislative framework for any loopholes that may limit protection or preventive measures;
  - working closely with trade unions, civil society and the private sector to raise awareness of trafficking for the purpose of labour exploitation, prevent trafficking in supply chains and strengthen corporate social responsibility, drawing on the UN Guiding Principles on Business and Human Rights and Recommendation CM/Rec(2016)3 on human rights and business (paragraph 56). GRETA considers that the Slovenian authorities should step up their efforts in the area of prevention of child trafficking, on the basis of results of research on new trends, by sensitising and training child protection professionals across the country, raising awareness among children as part of school education, and paying special attention to migrant children and children from vulnerable groups, such as Roma children (paragraph 63).

• Noting the positive obligation of reducing children’s vulnerability to trafficking by creating a protective environment, GRETA considers that the Slovenian authorities should take steps to address the problem of unaccompanied children disappearing from public care by providing suitable safe accommodation and adequately trained supervisors or foster parents (paragraph 64).

• GRETA invites the Slovenian authorities to continue taking measures to reduce the vulnerability of the so-called “erased” persons to THB and exploitation (paragraph 69).

• GRETA considers that the Slovenian authorities should strengthen the implementation of social, economic and other measures for persons and groups vulnerable to THB and take further efforts to promote gender equality, combat gender-based violence, and support specific policies for the empowerment of women as a means of combating the root causes of THB for different purposes of exploitation (paragraph 71).

• GRETA considers that, as part of their training, medical professionals involved in organ transplantations and other health-care professionals should continue to be sensitised about THB for the purpose of organ removal (paragraph 75).
GRETA encourages Slovenia to sign and ratify the Council of Europe Convention against Trafficking in Human Organs, which will enter into force on 1 March 2018, as this could contribute to preventing trafficking for the purpose of organ removal (paragraph 76). GRETA welcomes the above-mentioned projects and considers that the Slovenian authorities should continue their efforts to discourage demand for the services of trafficked persons, for all forms of exploitation, in partnership with civil society, trade unions and the private sector (paragraph 83).

GRETA considers that the Slovenian authorities should continue to strengthen their efforts to prevent human trafficking through border measures and to provide relevant officials with training to enable early detection and referral of possible victims of THB among vulnerable groups, such as migrants and asylum seekers, including unaccompanied and separated children (paragraph 87). GRETA considers that the Slovenian authorities should:
- ensure adequate funding and staff to facilitate the integration into society of victims of trafficking legally present in the country, by providing them with vocational training, education and access to the labour market;
- guarantee access to local public health care to all victims of THB (paragraph 108).

GRETA invites the Slovenian authorities to grant temporary residence permits to victims of THB on the basis of their personal situation, in addition to the residence permit on the basis of the victim’s co-operation in the investigation or criminal proceedings (paragraph 131). GRETA also considers that the Slovenian authorities should keep under review the practical application of the provisions on granting temporary residence permits to victims co-operating in criminal proceedings and to ensure that permits are systematically proposed and effectively granted to presumed victims of THB (paragraph 132);

GRETA considers that the Slovenian authorities should take additional steps to:
- ensure that the return of victims of trafficking is conducted with due regard for their rights, safety and dignity. This means informing victims about existing programmes, protecting them from re-victimisation and re-trafficking;
- ensure with regard to children, that repatriation programmes include enjoyment of the right to education and measures to secure adequate care or receipt by the family or appropriate care structures and that child victims are not returned if such return would not be in the best interests of the child;
- ensure compliance with the non-refoulement obligation under Article 40, paragraph 4, of the Convention, taking into account the UNHCR’s Guidelines on the application of the Refugees Convention to trafficked people (paragraph 144).

GRETA considers that the Slovenian authorities should conduct a comprehensive assessment of the effectiveness of the criminal law provisions concerning THB and related offences. The authorities should be prepared to readjust on the basis of such an assessment the content and/or the application of the relevant provisions with a view to addressing any shortcomings identified (paragraph 149).

GRETA considers that the Slovenian authorities should ensure that all the aggravating circumstances included in the Convention are appropriately taken into account (paragraph 152).

Considering the possible overlap between Articles 113 and 132a of the Criminal Code, GRETA considers that the Slovenian authorities should ensure that law enforcement officers, prosecutors and judges possess the necessary skills to establish the specific facts of each of these offences and to base charging decisions on an assessment of the available evidence, referring cases of forced marriage which have the elements of THB to the Specialised State Prosecutor’s Office (paragraph 153).

GRETA welcomes the criminalisation of the use of services of victims of trafficking in human beings, with the knowledge that the person is a victim of trafficking, and invites the Slovenian authorities to disseminate knowledge about this new provision and to ensure its application in practice (paragraph 156).
• GRETA invites the Slovenian authorities to keep under review the application of the corporate liability provisions in THB cases with a view to ensuring that they are effectively applied in practice (paragraph 159).
• GRETA considers that the Slovenian authorities should take further steps to ensure that THB cases are investigated proactively, prosecuted successfully and result in effective, proportionate and dissuasive sanctions, including by:
  - providing further training to police officers and prosecutors to investigate and prosecute cases of THB for purposes other than sexual exploitation, including through co-operation with other relevant actors and countries;
  - developing the specialisation of judges on THB cases (paragraph 173).
• GRETA considers that the Slovenian authorities should make full use of the measures available to protect victims and witnesses of THB (paragraph 179).
• GRETA welcomes the steps taken by the Slovenian authorities in the area of international co-operation in combating THB and invites them to continue their efforts with a view to preventing human trafficking, assisting victims of trafficking, and investigating and prosecuting human trafficking offences (paragraph 186).
• GRETA encourages the Slovenian authorities to bring to a conclusion the signing of a Memorandum of Understanding with the AMBER Alert system (paragraph 187).
• GRETA welcomes the co-operation established between the Slovenian authorities and NGOs in the field of action against THB and invites the Slovenian authorities to continue building strategic partnerships with civil society, as well as to develop cooperation with trade unions and the private sector (paragraph 191).
I. Prevention

Communication activities for awareness-raising, informing and training

Raising awareness about the issue of human trafficking is listed among our core preventive activities. Those that have been pursued so far will be continued and further developed with a view to raising awareness among risk groups, the general public and expert communities, and the consumers and users of services provided by victims of trafficking. Our aim is to ensure a co-ordinated and comprehensive approach to informing the general public about existing efforts and measures to combat human trafficking.

Communication tools, such as a website, social media, events (consultations, seminars, etc.), informative materials (e-guide, infographics, statistics, etc.), media relations, press releases and press conferences, will be used to achieve these objectives and reach target audiences. The visibility of communication activities will be ensured by using a visual identity (the Action against Trafficking in Human Beings logo).

When planning and implementing individual activities, the members of the IWG will co-operate within their line ministries with the media and other stakeholders in an effort to raise public awareness provide information about anti-trafficking measures.

1. General public

1.1 Website

The website www.vlada.si/boi proti trgovini z ljudmi/ is the fundamental tool for providing up-to-date information on the fight against human trafficking. It features a presentation of the issue and the various forms of human trafficking, information regarding the IWG’s work, key international and national documents, studies and reports, and also offers links to organisations providing assistance to victims of trafficking. The contents will be transferred to the central website of the national government authorities – gov.si and will be supplemented and updated.

Objective: To edit and update the website over the full two-year period.

Authority responsible: Government Communication Office
Participating party: National Anti-Trafficking Coordinator
Time frame: Continuous activity 2019-2020

1.2 Press releases, press conferences

Trafficking in human beings is increasingly expanding and, in view of current global development, has acquired new forms due to its ability to adjust rapidly to globalisation. International institutions such as the United Nations and its specialised agencies (the IOM, ILO and UNICEF), the Council of Europe, the European Union and the Organisation for Security and Cooperation in Europe, have been putting a great deal of effort into identifying this phenomenon and fighting against it. There has been noticeable growth in research and the adoption of measures, which efforts are also pursued by Slovenia.
The media and general public will continue to be provided with information about the above-mentioned content, the IWG’s work and anti-trafficking measures (press conferences upon the adoption of annual reports, seminars, consultations, successfully concluded cases, etc.).

Objective: To provide credible information to the media and the general public on the subject matter, the work of the IWG and anti-trafficking measures. This includes press conferences upon the adoption of annual reports, seminars, panel discussions, and successfully concluded cases. The National Anti-Trafficking Coordinator and institutions participating in the IWG, with assistance from public relations offices, are responsible for providing information on the work of the IWG to the media and the public.

Authority responsible: National Anti-Trafficking Coordinator
Participating party: Government Communication Office
Time frame: Continuous activity 2019-2020

1.3 Marking 18 October – EU Anti-Trafficking Day

With a view to raising public awareness about this issue, a project will be selected in the coming period that will inter alia commemorate 18 October, known as the EU Anti-Trafficking Day. On this occasion, an event will be organised with a major focus on human trafficking for forced labour and labour exploitation. The National Anti-Trafficking Coordinator and members of the IWG will participate in the event, which will also be adequately covered by the media. The event’s organisation will be part of the activities referred to in point 3.1.

Objective: To raise the awareness among the general public by organising events (round tables, panels, etc.) to mark 18 October - the EU Anti-Trafficking Day.

Authority responsible: Government Communication Office
Funds provided by: Government Communication Office
Participating parties: NGO selected through a public tender, National Anti-Trafficking Coordinator (IWG)
Time frame: October 2019 and October 2020

2 Risk target groups

2.1 Raising the awareness of potential and identified victims of trafficking within the project “Providing assistance to victims” (in conjunction with Chapter III.1)

The procedures for identifying victims of human trafficking are based on raising the awareness of the victims identified, as well as of the potential or alleged victims of trafficking. Awareness-raising activities will mainly be directed at the risk group of foreigners, with an emphasis on violations of foreign workers’ rights in Slovenia, and a risk group young people.

Objective 1: With respect to foreign nationals – To publish informative material in languages easily understood by aliens, which is to be made available at diplomatic and consular missions, border crossings and administrative units, at the Asylum Centre and at the offices of the Employment Service of Slovenia to anyone seeking employment in Slovenia, to those who cross the state border illegally, and to applicants for international protection (with a special emphasis on unaccompanied minors and single women).
**Objective 2:** To publish informative material for the citizens of the Republic of Slovenia, in particular to raise the awareness among youths and people working with youths about the dangers and traps of human trafficking.

In reaching young people, the project's partners will be those who work with young people. Materials will be published on relevant websites that are the centres of "virtual communities" of young people and at social work centres, schools and healthcare facilities.

Accessibility for these risk groups can most effectively be ensured through already established mechanisms of assistance and care. For this reason, the production of suitable materials intended to raise awareness among risk groups will be included in the project "Providing assistance to victims of human trafficking". The provider, selected through a public tender, will be responsible for raising awareness among this target population. Raising awareness among the risk group of foreigners will be included in a tender for safe accommodation, while raising awareness among the risk group of young people will be included in a tender for crisis accommodation (see Chapter IV, "Assistance to and protection of victims – Providing assistance to victims of human trafficking"). Materials will be distributed through relevant public authorities and the network of NGOs.

Authority responsible: Ministry of Interior and Ministry of Labour, Family, Social Affairs and Equal Opportunities

Funds provided by: Ministry of Interior and Ministry of Labour, Family, Social Affairs and Equal Opportunities

Provider: NGOs selected through a public tender

Time frame: Continuous process

2.2. Preventive awareness-raising and education of older primary school children and secondary school students

The target group of particularly vulnerable persons – potential victims of human trafficking – also includes children and adolescents. The International Labour Organisation estimates that there are approximately 1.2 million children every year among the victims of human trafficking. The IWG therefore considers that awareness among this extremely vulnerable group about the risks of human trafficking and recruitment techniques needs to be systematically increased, and further that this group must be trained to identify these risks, take appropriate action and behave self-protectively.

As knowledge and skills in this field are very specific, qualified non-governmental and humanitarian organisations will be included in raising awareness. Providers of these preventive activities will be selected through an annual public tender for co-financing published by the Government Communication Office. In view of positive experience in previous years, it is reasonable to run activities separately for pupils in the last triad of the nine-year primary school and for secondary school children. The target public will also be adolescents who are included in educational institutions, youth homes and housing groups. About half or a third of the activities will be carried out in those environments where members of the Roma community live.

NGOs will also include students of journalism and law, i.e. future professionals, to participate in the implementation of these activities.

An annual amount of approximately **EUR 15,000** will be ensured and equally distributed between the two groups.

Authority responsible: Government Communication Office

Funds provided by: Communication Office, Government Office for National Minorities, Ministry of Education, Science and Sport

Participating party: National Anti-Trafficking Coordinator

Provider: NGOs selected through a public tender
2.3. Preventive awareness-raising of potential victims of forced labour or labour exploitation

Human trafficking for forced labour and labour exploitation is increasing and accounts for 21% of all registered victims of trafficking in EU Member States. But this is just the tip of the iceberg as the true extent of the issue is often hidden because this form of human trafficking is very difficult to recognise. Slovenia also faces a growing number of labour exploitation cases, problems with fair payment for work performed, delays in payment of or failure to pay wages, violations related to the employment and work of foreign nationals, exploitation of workers hired through employment agencies, abuse of posted workers, etc. Severe labour exploitation is predominantly found in sectors hiring low-skilled labour and poorly paid workers (construction, international transport, logistics, hospitality and tourism, cleaning and security, etc.). It also occurs in the public sector when outsourcing services to third-party service providers. Consequently, the question is raised as to whether this constitutes the offence of human trafficking for forced labour. Foreign workers who are vulnerable due to their social and economic weakness, existential dependence and poor social network are particularly exposed to forced labour and labour exploitation. In addition to foreign workers, domestic workers are also increasingly vulnerable to exploitation, and the risks are even greater due to precarious employment in which a high percentage of young people are engaged.

Objective: To raise the awareness of workers as potential victims in order to protect them against exploitation, caution them against the possible connections between forced labour exploitation and human trafficking, and to enable the identification of possible victims who need support and protection. The selected project aims to raise awareness about the issue among employers, especially in industries where exploitation is most frequent and there is a great risk of employees becoming victims of human trafficking.

Providers of these preventive activities will be selected through an annual public tender for co-financing published by the Government Communication Office, providing funds of approximately EUR 5,000 per year.

Authority responsible: Government Communication Office
Funds provided by: Government Communication Office
Participating parties: National Anti-Trafficking Coordinator
Provider: NGOs selected through a public tender
Time frame: Continuous activity in 2019 and 2020

2.4 Preventive action in terms of awareness-raising and the prevention of human trafficking in the Roma community

The Office of the Government of the Republic of Slovenia for National Minorities (hereinafter: Government Office for National Minorities) plans to include in its regular scope of work issues related to the fight against human trafficking, particularly in relation to forced and early marriages. The Office’s representatives will participate in all activities related to the fight against human trafficking, the awareness raising about the negative consequences of forced and early marriages, and the empowering of Roma women and girls (as well as men and boys). In pursuing this objective – in particular through the integration of competent institutions, hence through interinstitutional and multidisciplinary cooperation – the Office will seek to raise awareness among competent institutions and potential victims of trafficking in Roma communities about the necessity to abandon the reasoning and justification of such practices under the guise of Roma
culture and tradition; it will also raise awareness among competent institutions about the need that their decision-making and actions be focused on ensuring and exercising children's rights and on ensuring compliance with existing regulations.

Furthermore, it will highlight the need for awareness raising among stakeholders about the implications of such practices. The Office will publish updates on ongoing activities and efforts relating to this issue on its website to keep all key stakeholders and institutions encountering and dealing with such issues abreast. These are: the Roma community (in particular its representatives and organisations), social work centres, the working group of regional coordination to combat violence, multi-purpose Roma centres, NGOs, ministries and other competent institutions.

**Objective:** To spark debate and address the issue of forced and early marriages in the Roma community on an interinstitutional and multidisciplinary basis, with the aim of reducing the incidence of such cases, raising awareness among the members of the Roma community and all relevant institutions about these incidences, and adequately addressing them.

Authority responsible: Government Office for National Minorities
Participating parties: National Anti-Trafficking Coordinator, members of the IWG and other competent institutions
Provider: Government Office for National Minorities
Time frame: Continuous activity in 2019 and 2020

3 **Discouraging demand for services provided by victims of human trafficking**

Experience shows that the issue of human trafficking must be dealt with comprehensively by preventing its supply and demand. Our aim is to reduce the demand for services provided by the victims of trafficking under various forms of coercion, which will also help combat human trafficking. Awareness will be raised among employers in industries where exploitation is most frequent and there is a great risk of employees becoming victims of trafficking in human beings, as well as among the general public and the categories of employees at risk.

3.1 **Raising consumer awareness about products and users of services provided by victims of human trafficking**

Trafficking in human beings is preconditioned by demand for goods and services provided by victims of human trafficking under various forms of coercion. Preventive activities will therefore aim to reduce such demand by diverting attention to the responsibility of those who use such goods and services.

To this end, support will be provided to the project over a two-year period, aimed at raising the general public’s awareness and informing the media about human trafficking for forced labour and labour exploitation. The project should draw attention to the responsibility of consumers of goods and services resulting from forced labour, labour exploitation or child labour. Indirectly, it will target employers, particularly those engaged in industries where exploitation is most frequent and there is a great risk of employees becoming victims of trafficking. It will also draw attention to the social responsibility of companies and the necessity of checking on and verifying their subcontractors throughout the supply chain.

**Objective:** To raise awareness among the general public and inform the media about trafficking for forced labour and labour exploitation.
Providers will be selected through annual public tenders for co-financing published by the Government Communication Office, providing funds of approximately **EUR 5,000 per year**.

**Authority responsible:** Government Communication Office  
**Funds provided by:** Government Communication Office  
**Participating parties:** National Anti-Trafficking Coordinator  
**Provider:** NGO selected through a public tender  
**Time frame:** Continuous activity in 2019 and 2020

The demand will also decrease by raising the awareness of employers being the secondary target audience of the project referred to in point 2.3.

The activities of the project will receive communication support online and on social networks of fund providers. The members of the IWG will liaise and multiply the information supplied by stakeholders who through their programmes sees to raise public awareness about the goods and services provided by children and victims of human trafficking.

### 4 Raising awareness and training among experts working in fields related to human trafficking

#### 4.1 Training programmes for police officers

In efforts to combat human trafficking, the police will continue to hold training for police employees at local, regional and national levels of their operation. This program will be targeted at and tailored to groups of police officers and criminal investigators.

**Objective 1:** The police are to train police officers working at sectoral and regional police stations.

The training sessions are to be aimed at recognising the red-flag indicators of human trafficking and becoming familiar with further procedures in dealing with human trafficking.

**Objective 2:** The police are to hold specialist training for criminal investigators dealing with human trafficking offences. The training sessions are to be aimed at recognising the red-flag indicators of human trafficking, becoming familiar with new forms of human trafficking, learning about tactics and methodology of investigation by using covert investigative measures, and studying procedures in dealing with human trafficking and international cooperation. Given the trends in human trafficking, NGOs are to provide training focused on human trafficking in terms of current migration flows, trafficking for forced labour or labour exploitation, and the detection of cases of forced homosexual prostitution. The Specialised State Prosecutor's Office of the Republic of Slovenia and NGOs that is engaged in activities to combat human trafficking will also participate in the implementation of training.

**Objective 3:** The police are to be involved in training the Financial Administration of the Republic of Slovenia (FURS), the Labour Inspectorate of the Republic of Slovenia (IRSD), NGOs and other national authorities that in exercising their powers might identify a victim of human trafficking. The training sessions are aimed at recognising the red-flag indicators of human trafficking and becoming familiar with further procedures in dealing with human trafficking.

**Authority responsible:** Ministry of the Interior – Police
Participating parties: Organisations and experts (IWG) engaged in combating THB, NGOs, Specialised State Prosecutor’s Office
Provider: Police (Criminal Police Directorate) in cooperation with experts in the field
Time frame: Continuous process in 2019 and 2020

4.2 Specialist training for state prosecutors and judges

As state prosecutors and judges also need competence and specialised knowledge on combating human trafficking, the issue of human trafficking will remain part of the curricula, particularly within schools for judges and state prosecutors, as organised by the Judicial Training Centre (JTC). The content is adapted to the trends in human trafficking and for the next two-year period it will focus on forced labour and labour exploitation.

Objective: The Ministry of Justice – The Judicial Training Centre (JTC) is to organise training courses on the issue of human trafficking. In this context, it is necessary to ensure that the training is upgraded in line with the trends and experiences in this area. Funds for the training are provided within the provider’s programme.

Authority responsible: Ministry of the Interior
Participating parties: Organisations and experts (IWG) engaged in combating THB, Specialised State Prosecutor’s Office, courts
Provider: Judicial Training Centre
Time frame: A one-off training course in 2019 or 2020

4.3 Training of inspectors at the Labour Inspectorate of the Republic of Slovenia (IRSD)

During their regular expert consultations, inspectors at the Labour Inspectorate of the Republic of Slovenia will be informed about the issue of labour exploitation and forced labour as one of the purposes of trafficking in human beings. The issue is to be presented to inspectors by experts in this field at least once a year. Because of the upward trend in forced labour and labour exploitation in the EU as the forms of human trafficking, the inspectors also receive education and training at the international level.

Objective 1: The Labour Inspectorate, in cooperation with IWG experts, is to organise an annual consultation, inviting experts on forced labour or labour exploitation.

Objective 2: In accordance with their needs and capacities, representatives of the Labour Inspectorate are to participate in the national and international training and education covering human trafficking and forced labour.

Authority responsible: Labour Inspectorate
Participating parties: Organisations and experts (IWG) engaged in combating THB, NGOs, other external organisations, trade unions
Provider: Labour Inspectorate
Time frame: Continuous process in 2019 and 2020
4.4 Specialist training for staff at the Financial Administration of the Republic of Slovenia (FURS)

The Financial Administration of the Republic of Slovenia (FURS) was included in the IWG in 2015. The relevant legislation governing its work enables the inspectors and agents of mobile units to detect in the course of their work offences related to human trafficking. These mainly occur in labour-intensive sectors employing low-skilled foreign workers.

Objective: The staff at the Financial Administration (inspectors, employees of mobile units) will be informed during their regular expert consultations about the issue of forced labour as one of the purposes of human trafficking. This issue, including new trends, will be presented to the Financial Administration staff by experts in this field at least once a year and during their regular annual expert consultations.

Authority responsible: Financial Administration
Participating parties: Organisations and experts (IWG) engaged in combating THB, NGOs, trade unions
Provider: Financial Administration and other training providers
Time frame: A one-off activity in 2019 and 2020

4.5 Training staff at the Government Office for the Support and Integration of Migrants or organisations engaged in the Asylum Centre and its units to promote the early detection and prevention of human trafficking

The Government Office for the Support and Integration of Migrants was included in the IWG in 2017 when the adopted Act Amending the Aliens Act (Official Gazette of the Republic of Slovenia [Uradni list RS], No. 5/2017 of 3 February 2017) delegated to the Office certain tasks relating to the rights of foreign nationals who are allowed to stay in Slovenia, displaced persons, persons granted temporary protection, applicants for international protection and persons under international protection.

As an organisation whose core task is to ensure appropriate care for migrants and the integration of certain groups of migrants, the Office also makes sure that the status and special needs of vulnerable persons, such as young people, unaccompanied minors, the elderly, pregnant women and victims of human trafficking, are taken into consideration when organising accommodation and during their accommodation. It also provides accommodated persons with information relating to their rights and obligations arising from their status. Furthermore, the Office assists them in the exercise of their rights.

Objective: The training of the employees of the Office and of the support services (security service, cleaning service, volunteers, etc.) who in their work come into contact with migrants is to be carried out within the working processes and by using the materials produced for that purpose. In view of their respective roles, training is to provide information about what human trafficking is, the ability to recognise red-flag indicators of human trafficking, and skills and knowledge about how to manage such cases. The legal representatives of unaccompanied minors and guardians are also to be included in training. Special attention should be paid to the children of applicants for international protection and their rights to protection.

Authority responsible: Government Office for the Support and Integration of Migrants together in cooperation with the experts in this field and NGOs dealing with this issue
Provider: Government Office for the Support and Integration of Migrants in cooperation
with the experts in this field and NGOs dealing with this issue

Time frame: A one-off workshop in 2019 and 2020

4.6 Training staff at the Internal Administrative Affairs, Migration and Naturalisation Directorate at the Ministry of the Interior (DUNZMN) to promote the early detection and prevention of human trafficking

In the decision-making process for granting the status of eligibility for international protection in Slovenia, the Directorate's staff are also confronted with cases where applicants for international protection are identified as victims or are potential victims of human trafficking themselves. In such cases, the awareness and competence of public employees (decision makers) is a key element in taking appropriate action in accordance with the Manual on the Identification, Assistance and Protection of Victims of Trafficking in Human Beings (Decision of the Government of the Republic of Slovenia No. 024012-2/2016).

Objective: To hold staff training within working processes and by using the materials produced for that purpose. This training should increase trainees’ sensitivity in detecting human trafficking cases within regular labour migration and asylum procedures. The training will be implemented with the provider's own financial resources.

Authority responsible: Ministry of the Interior (DUNZMN)
Provider: Anti-Trafficking Experts (IWG)
Time frame: A one-off workshop in 2019 and 2020

4.7 Training staff at social work centres on recognising cases of human trafficking

The training will focus on assisting victims of human trafficking, in particular minors, and will provide tools needed to recognise a human trafficking case when working with individuals from socially endangered groups. As this is the demographic most frequently encountered precisely by staff at social work centres, the objective of such training is to create a practice that will meet the needs of identified victims of human trafficking as well as strengthen the capacity of the operators. Providers will implement the training out of their own financial resources.

The training is envisaged to take place under the auspices of the Social Chamber of Slovenia, which – on the basis of a contract on public authority funding concluded with the Ministry of Labour, Family, Social Affairs and Equal Opportunities (MDDSZEM) – is to organise a seminar for the professionals and assistants at social work centres.

Objective: To facilitate the identification of human trafficking cases as well as to take action on the basis of the produced Manual on the Identification, Assistance and Protection of Victims of Trafficking in Human Beings.

Authority responsible: Ministry of Labour, Family, Social Affairs and Equal Opportunities
Participating parties: Social work centres
Provider: Ministry of Labour, Family, Social Affairs and Equal Opportunities in cooperation with anti-trafficking experts (IWG)
Time frame: A one-off training course in 2019 and 2020
Informing and raising the awareness of teaching and counselling staff about the issue of human trafficking

In 2018, we drew the attention of primary and secondary school principals to the issue of human trafficking in the context of the regular meeting held by the National School of Leadership in Education (NSLE). However, in the following two-year period further efforts are needed to acquaint primary and secondary teachers, school counsellors and educators at boarding school dormitories with this issue.

The aforementioned professionals engaged in education should become familiar with various issues of threats and violence among adolescents, which should also be linked to the incidence and traps of human trafficking. In addition, teachers must be motivated to include such topics in coursework.

Objective 1: The authority responsible is to ensure that this subject – with an emphasis on the preventive awareness raising targeting children and youths about the dangers of human trafficking – is presented to principals at their regular working sessions and, subsequently through education seminars, also to teachers. To this end, the Ministry of Education, Science and Sport and the National Education Institute of the Republic of Slovenia will hold an expert seminar covering inter alia human trafficking. The seminar will be carried out in cooperation with anti-trafficking experts and the members of the IWG. The funds for training will be provided by the Ministry of Education, Science and Sport.

Objective 2: The authority responsible is to carry out appropriate procedures to draft curriculum proposals, which should incorporate the issue of human trafficking in existing subjects (ethics, human rights, etc.), with the aim of raising awareness among young people.

Authoritative responsible: Ministry of Education, Science and Sport, National Education Institute
Participating parties: Organisations and experts (IWG) engaged in combating THB
Provider: National Education Institute
Time frame: A one-off activity in 2019 or 2020

Informing and raising the awareness of healthcare staff about the issue of human trafficking

Like in raising awareness among and training other actors to identify forms of human trafficking, knowledge transfer and awareness is also required for healthcare professionals who are faced with human trafficking cases, or in particular with victims of trafficking themselves, when providing health care. Such contacts may be made directly with a victim of trafficking, or, indirectly, through persons who are in close contact with the victim.

Objective: In accordance with its powers, the responsible authority is to organise forms of training within the framework of consultations attended by the participating representatives of health institutions, and provide appropriate support to the training providers in terms of organisation and subject matter.

Authority responsible: Ministry of Health
Participating parties: Ministry of Health and health institutions
Provider: Organisations and experts (IWG) engaged in combating THB
Time frame: A one-off training course in 2019 or 2020
4.10 Informing and raising the awareness of consular staff about forms of human trafficking to promote their early detection in procedures for issuing visas and residence permits at consular missions abroad

Raising awareness and providing further information to consular staff at diplomatic and consular missions abroad about potential forms of human trafficking that must be identified in procedures for issuing visas and temporary residence permits to foreign citizens proved to be an effective preventive measure in the past; consequently, the Ministry of Foreign Affairs will include such content in its training programme for 2019 and 2020.

**Objective:** By prior agreement, this training will be held within the annual consular consultation at the Ministry of Foreign Affairs, whose agenda will also include the issue of human trafficking.

**Authority responsible:** Ministry of Foreign Affairs

**Participating parties:** Organisations and experts (IWG) engaged in combating THB

**Provider:** Ministry of Foreign Affairs

**Time frame:** A one-off training course in 2019 and 2020

4.11 Informing and raising the awareness of diplomats prior to their deployment abroad

It is essential to inform and raise awareness among diplomats prior to their deployment abroad about the forms of human trafficking and the obligation to comply with local labour legislation. This would prevent specific forms of human trafficking when hiring workers for the households of diplomats working abroad.

**Objective:** To hold such training within the regular pre-service training programme for diplomats before their deployment to diplomatic and consular missions.

**Authority responsible:** Ministry of Foreign Affairs

**Participating parties:** Organisations and experts (IWG) engaged in combating THB

**Provider:** Ministry of Foreign Affairs

**Time frame:** Within each pre-service training and yearly consular consultations in 2019 and 2020

4.12 Expert meeting of the representatives of all competent institutions engaged in preventing and combating human trafficking in the Republic of Slovenia

In the past, such expert meetings were organised by the General Police Directorate, with the participation of experts from various national institutions engaged in the prevention and fight against human trafficking, the representatives of NGOs and humanitarian organisations. As the Police already hold regular specialist training for criminal investigators of human trafficking offences, future expert meetings in extended format will be organised by the Ministry of the Interior or the National Anti-Trafficking Coordinator.

**Authority responsible:** National Anti-Trafficking Coordinator
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II. Detecting, investigating and prosecuting human trafficking

1 More effective police action aimed at detecting and investigating criminal offences of human trafficking

Sexual exploitation is still the most frequently detected form of exploitation of victims of human trafficking in Slovenia. It is also noted that forced labour is only one form of human trafficking, which is becoming increasingly prevalent. However, its recognition, detection and prosecution remain insignificant in comparison with its estimated size.

In view of the above, the police carry out activities to identify other forms of the exploitation of victims of human trafficking, such as forced labour, forced criminal activity and forced begging. In this regard, particular attention should be paid to the detection of victims of human trafficking among unaccompanied minors and migrants. Furthermore, account should be taken of the specific circumstances and needs of child victims of trafficking, as well as the risk group of women, especially young girls. The competent social work centres should participate ex officio in these procedures.

Objective 1: The police will continue to target and effectively exercise all their powers in detecting and investigating criminal human trafficking offences and carry out activities in procedures to identify victims of human trafficking at the local, regional and national levels. In so doing, they will follow the guidelines of the Specialised State Prosecutor’s Office.

Objective 2: In detecting human trafficking offences, the police will co-operate with competent state authorities that may encounter human trafficking in the exercise of their powers (the Financial Administration, the Market Inspectorate, the Transport, Energy and Spatial Planning Inspectorate, the Labour Inspectorate, healthcare institutions, competent social work centres, the Migration Office – Asylum Centre), NGOs and trade unions involved in the fight against human trafficking. In this context, the police will plan and carry out joint activities to identify victims of human trafficking.

Objective 3: In detecting and investigating human trafficking offences, the police will pay special attention to investigations relating to suspected criminal offences committed against employment relationships and social security. In so doing, the police, in cooperation with the competent state authorities, will plan and implement activities for the identification of potential victims of forced labour.

Objective 4: The police, in cooperation with other competent national authorities, will strengthen their field activities with the purpose of identifying potential victims of trafficking (forced labour, forced begging, etc.).

Authority responsible: Ministry of the Interior – Police
Participants: Specialised State Prosecutor’s Office, Financial Administration, Market Inspectorate, Labour Inspectorate, NGOs, Asylum Centre, trade unions
Time frame: Continuous process
3 The more successful prosecution of perpetrators of criminal offences of human trafficking

Human trafficking offences will continue to be investigated by criminal investigators who are specially trained to combat human trafficking and operate in eight regional Criminal Police Divisions and the General Police Directorate. Investigations of human trafficking offences in pre-trial procedures are directed by the Specialised State Prosecutor’s Office and should include a financial investigation.

Objective 1: To involve in the investigation of the criminal offence of human trafficking various experts from the police and other authorities competent for the investigation of the criminal offences of money laundering and financial investigations.

Objective 2: Law enforcement authorities should further develop their specialisation in investigative activities for the fight against human trafficking with the aim to conclude more successful prosecutions against a larger number of perpetrators of such criminal offence. To this end, efforts should be made to reduce the number of undetected cases of human trafficking and, consequently, to improve the rate of investigated human trafficking offences.

Within the General Police Directorate there is a contact point in place that should be responsible for coordinating the activities of the regional Criminal Police Divisions and the activities and cooperation in criminal investigations of human trafficking with the security authorities of other EU Member States. The flow of information and co-operation with other EU Member States should take place via the national EUROPOL unit. Information, reporting and exchange of information between the local and regional units and the state level (the contact point and the national EUROPOL unit) are to be carried out on the basis of an internal police act.

Authority responsible: Police, Specialised State Prosecutor’s Office
Participating parties: Specialised State Prosecutor’s Office, Financial Administration, Office for Money Laundering Prevention
Time frame: Continuous process

3 Monitoring the prosecution of criminal offences related to human trafficking

In the investigation and prosecution of human trafficking offences, in particular the acts of human trafficking and placing a person in slavery conditions, the police and the Specialised Public Prosecutor’s Office have on average dealt with a few tens of cases per year in recent years. Due to the lengthiness and remoteness in time of various cases, information about the conclusion of judicial proceedings was found to be deficient in the past. Consequently, a mandatory six-month written notification to the National Anti-Trafficking Coordinator by the Specialised State Prosecutor’s Office was introduced in 2018 with respect to all current proceedings. Such practice has proved to be very useful and therefore should be continued in the future.

Objective: Considering the relatively small number of criminal offences prosecuted for human trafficking, each case should be monitored continuously until the final conviction. It is also necessary to further ensure the transparency and merits of the outcomes in such cases and to periodically (every six months) inform the National Anti-Trafficking Coordinator thereof.

Authority responsible: Specialised State Prosecutor’s Office
Participating parties: Ministry of Interior – Police, Financial Administration, Labour Inspectorate, NGOs
Time frame: Continuous process
III Identifying, protecting and assisting the victims of human trafficking

1 Providing assistance to victims of human trafficking

As one of its priority tasks, the IWG undertook to ensure that every form of assistance is available to victims of human trafficking in Slovenia. In this respect, victims must be provided with appropriate assistance as defined in the aforementioned international documents binding on Slovenia. The implementation of this activity is defined in the Act Ratifying the Council of Europe Convention on Action against Trafficking in Human Beings (Official Gazette of the Republic of Slovenia – International Treaties [Uradni list RS – Mednarodne pogodbe], No. 14/09 of 4 August 2009). Article 4 of the aforementioned Act provides a suitable platform for competent ministries to work with NGOs and defines financing procedures.

The forms of assistance provide assistance in the physical, psychological and social recovery of victims, in the regularisation of their legal status, and in criminal proceedings. The procedure for assisting and accommodating victims is specified in the Manual on the Identification, Assistance and Protection of Victims of Trafficking in Human Beings. Based on international experience, this form of assistance is mainly provided to the victims of human trafficking during the implementation phase by NGOs, with financial and expert support from the Government line ministries. An additional important factor is the continuous training and education of the programme provider and the organisations involved in providing direct assistance to the victims and in the prosecution and trial of those who perpetrate criminal offences. In view of past practice, it is reasonable that the providers of victim assistance programmes should also in the future be selected via a public tender procedure. Currently, two contracts apply until the end of 2019.

Objective 1: To provide crisis accommodation allowing the victims to extricate themselves from the abusive environment. A victim has the right to assistance and support as soon as there is reason to believe that they are a victim of human trafficking. Such assistance and support are not conditional on the victim’s cooperation before or during the criminal proceedings. The victim is given a 30-day recovery and reflection period, which is also the duration of the crisis accommodation. This period is intended for the victim to recover, escape the influence of traffickers, and get information about the voluntary forms of further support programme and possibilities of cooperation. If the victim resides in Slovenia illegally, Article 50 of the Aliens Act applies; the Article stipulates that the police shall provide a victim, ex officio or upon the victim’s request, with an opportunity to remain in the country for a period of three months with the possibility of extension (which includes the 30-day period of recovery and reflection, i.e. the crisis accommodation). Crisis accommodation provides for the following basic care:

- suitable accommodation, food and care,
- psychological assistance,
- assistance for primary healthcare in accordance with the Act governing healthcare and health insurance,
- ensuring the safety of victims and employees involved in individual cases, if necessary,
- 24-hour availability for victims in crisis accommodation,
- translation and interpretation services, if necessary.

2 Council of Europe Convention on Action against Trafficking in Human Beings, Article 13, point 1.
- assistance in providing appropriate support for child victims of trafficking,
- counselling and providing information, especially regarding the victims’ rights, in a language that the victims can understand,
- assistance in the victims’ return to their country of origin, other measures related to social rehabilitation and reintegration,
- raising the awareness of young people and staff working with young people about the dangers and traps of human trafficking.

The implementation and financing of the Programme “Providing assistance to victims of human trafficking – Crisis accommodation” (hereinafter: crisis accommodation programme) – is to be ensured through a public tender for the two-year period from 2020 to 2021. The programme provider is required to ensure the continuity and interconnection of all procedures whose final goal is to provide assistance to victims of human trafficking.

The programme provider, selected by tender procedure, will also be responsible for raising awareness among the target population. To this end, the programme provider will be tasked with the production and distribution of suitable materials intended for raising awareness among these risk groups in accordance with the Public Procurement Act.

For this purpose, the Ministry of Labour, Family, Social Affairs and Equal Opportunities will have to earmark at least EUR 90,000 or EUR 45,000 per year from the budget of the Republic of Slovenia.

Authority responsible: Ministry of Labour, Family, Social Affairs and Equal Opportunities
Funds provided by: Ministry of Labour, Family, Social Affairs and Equal Opportunities
Provider: NGOs or humanitarian organisations qualified to provide assistance to victims of human trafficking
Time frame: December 2019

Objective 2: To ensure accommodation in the safe area, which is the continuation of the placement and assistance to victims covered by the crisis accommodation programme. This is a long-term form of assistance and, in cases involving third-country citizens, is conditional on their having a permit to stay or a temporary residence permit as defined in the Aliens Act and European legislation. In addition to the basic care included in the crisis accommodation, the following forms of assistance are provided under this programme:

- assistance in regularising legal status in Slovenia,
- assistance in informing child victims of their rights, their role and the scope, timing and progress of the proceedings and of the disposition of their cases,
- assistance ensuring that the rights and interests of victims of human trafficking are represented and considered at appropriate levels of prosecution of perpetrators of criminal offences;
- assistance in providing appropriate support to child victims of trafficking.

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3Aliens Act, Article 50.
- specialist training of assistance providers together with other parties (the police, staff of social work centres, etc.) participating in the process of assisting victims and prosecuting perpetrators.

The implementation and financing of the Programme "Providing assistance to victims of human trafficking – Safe accommodation" (hereinafter: safe accommodation programme) – is to be ensured through a public tender for the two-year period from 2020 to 2021.

The programme provider is required to ensure the continuity and interconnection of all procedures whose final goal is to provide assistance to victims of human trafficking.

The programme provider, selected by tender procedure, will also be responsible for raising the awareness among the target population of foreign nationals (see Activity 2.1 in Chapter II – Prevention). To this end, the programme provider will be responsible for the production and distribution of appropriate materials intended for raising awareness among these risk groups as delineated in Chapter II – Prevention, Activity 2.1.

For the next two-year period (2020-2021), the Ministry of the Interior will thus have to provide EUR 80,000 or EUR 40,000 per year in the budget of the Republic of Slovenia.

Authority responsible: Ministry of the Interior
Funds provided by: Ministry of the Interior
Provider: NGOs or humanitarian organisations qualified to provide assistance to victims of human trafficking
Time frame: December 2019

2 Continuation of the project "Introducing a mechanism for identifying, assisting and protecting victims of human trafficking and/or sexual abuse in the procedures of recognition of international protection in Slovenia (PATS)"

The project "Introducing a mechanism for identifying, assisting and protecting victims of human trafficking and/or sexual abuse in the procedures of recognition of international protection in Slovenia (PATS)" is directly intended for potential victims of human trafficking. It offers intensive one-on-one sessions to raise awareness about the dangers of human trafficking in the victim’s first language or another language they understand. Potential victims are provided with information on the possibilities of protection and assistance. International protection procedures are often one of the migration channels that may be abused by human traffickers to transport potential victims to countries of destination.

Objective: To raise the awareness of all actors actively engaged in this area for easier identification of victims of human trafficking.

Authority responsible: Government Office for the Support and Integration of Migrants together with NGOs entrusted to deal with the issue
Provider: NGO selected by public tender (African Studies Institute, a contractor since 26 July 2017 – the implementation period is 36 months).
Time frame: 2019 and 2020
3 Identifying cases of human trafficking in procedures dealing with cases of sexual violence and gender-based violence

On the basis of the agreement "Standard Operating Procedures for the Prevention of and Response to Sexual and Gender-Based Violence", signed by various actors in 2015, the Government Office for the Support and Integration of Migrants regularly holds meetings with a group of experts dealing with cases of sexual and gender-based violence. Depending on the case, different entities providing assistance are involved in the group. As the programme targets a very large population of potential victims of such violence, the probability of identifying victims of trafficking is very high.

Objective: Awareness of all actors actively engaged in this area with the aim of identifying victims of sexual violence and gender-based violence.

Authority responsible: Government Office for the Support and Integration of Migrants together with NGOs entrusted to deal with this issue

Provider: Government Office for the Support and Integration of Migrants in cooperation with other NGOs qualified to provide such assistance

Time frame: Continuous process in 2019 and 2020

4 Reintegration of victims of human trafficking

The Ministry of the Interior, specifically the Police, will provide funding for the implementation of the project "(Re)integration of victims of human trafficking" in the Republic of Slovenia for the 2019-2020 period.

Due to the psychological and physical consequences of experiencing captivity and violence, trafficking victims are in danger of becoming victims again if they do not receive the appropriate comprehensive assistance and if they are not provided with long-term, well-planned solutions and opportunities of choice. The assistance is based on establishing a stimulating social context in which the victims can be integrated as this provides them with the opportunities of education, training, expanding their social network, acquiring an occupation or nostrifying previously obtained education if the victim is an alien, and of getting a job. A job enables a person to earn money, have a daily time schedule, make contacts outside their family (provided they have a family), connect individual goals with joint ones, assert their status and identity, and ensures legality and control over one’s life. For victims, the (re)integration programme, which is a logical consequence of the project “Providing assistance to victims of human trafficking”, represents the first step towards leading an independent life free from violence, exploitation and violation of human rights.

The project is aimed at the following target groups:

- the citizens of the Republic of Slovenia who have been treated abroad as human trafficking victims,
- the nationals of the EU Member States and third-country nationals who faced pre-trial or criminal proceedings as victims of human trafficking in Slovenia and reside in Slovenia legally.

The project’s general objective is to ensure protection for victims of trafficking from re-victimisation, whereas its specific objective is to implement measures and activities to integrate such victims into the education system and the labour market, help them develop and improve
professional skills and qualifications, and to secure adequate care or receipt by the family or appropriate care structures (applicable to child victims).

The project also provides assistance to victims after their experience of trafficking and is to encompass at least the following content:

- assistance and counselling for the prevention of re-victimisation,
- assistance and counselling for gaining access to reasonable and safe accommodation,
- assistance in psychological and physical recovery,
- assistance and counselling for arranging and obtaining identity documents,
- assistance and counselling for the regularisation of the status of third-country nationals as provided for by the Aliens Act,
- assistance and counselling for job seeking, assistance and counselling on education and training opportunities, assistance and counselling for integrating into an appropriate environment and expanding a social network, assistance and counselling regarding the legal advice,
- drafting a plan for including individuals into the (re)integration project,
- assistance and counselling for voluntary return to their country of origin,
- accessibility through phone calls received from project beneficiaries and the contracting authority on workdays between 8:00 a.m. and 4:00 p.m., and
- other assistance and counselling under the (re)integration project.

Authority responsible: Ministry of Interior – Police
Provider: NGOs or humanitarian organisations qualified to provide such assistance
Time frame: 2019 and 2020
IV Participation in regional and international organisations for the prevention of and combat against human trafficking

1 Participation in the informal EU Network of National Rapporteurs or Equivalent Mechanisms (NREM) on Trafficking in Human Beings

Based on the Council Decision (8723/09) of 4 June 2009 on establishing an informal EU Network of National Rapporteurs or Equivalent Mechanisms on Trafficking in Human Beings, the representatives of EU Member States meet annually, mostly in Brussels, under the auspices of the presiding country and the European Commission. Participation in these meetings is essential in order to monitor and implement common EU policies in the fight against human trafficking.

Objective: The National Anti-Trafficking Coordinator attends the NREM meetings and informs the IWG of the adopted conclusions.

Authority responsible: National Anti-Trafficking Coordinator
Funds provided by: European Commission
Provider: National Anti-Trafficking Coordinator
Time frame: Twice a year in 2019 and 2020

2 Meetings of the informal network of National Anti-Trafficking Coordinators (NATC) of South-East Europe (SEE)

Trafficking in human beings in its various forms is becoming more visible and prevalent in South-East Europe. In addition to forced prostitution and other forms of sexual abuse, forced begging, forced labour and labour exploitation are the key purposes of human trafficking. We should be aware that solving international cases of human trafficking contributes to reducing this problem in individual countries. It is a given that the issue of human trafficking is multi-layered and thus requires proper coordination both between the institutions involved and civil society, and between the various countries where this issue is recognised. Trafficking in human beings in South-East Europe is recognised as such an issue.

In view of the above, the project of regular regional meetings of National Anti-Trafficking Coordinators of South-East Europe should be continued. The initiative was supported by the Ministers of Interior at their regular meeting at Brdo in October 2010. At the informal meeting held as part of the Brdo process in March 2018, the Ministers pledged their continued support for the successful work of the informal network and further entrusted the Secretariat's activities to the International Centre for Migration Policy Development (ICMPD). On that occasion, the Ministers of Interior and National Anti-Trafficking Coordinators also adopted "Joint Declaration on strengthening regional cooperation in SEE to combat trafficking in human beings".

Objective 1: Since these are the meetings held by national coordinators, the follow-up activities will generally be of a strategic nature (exchange of information, examples of good practice and experience). Discussions will be moderated and thematically defined with regard to the most pressing issues in the region, so the meetings will require proper prior preparation in terms of their content, which after discussion, will be recorded in the form of conclusions.
Objective 2: Such meetings are to take place under the organisation of an individual SEE host country. Slovenia last organised such an event in March 2018 on the sidelines of the informal meeting of the interior ministers of the Brdo process. The next network meeting is to be hosted by Slovenia in the autumn of 2020. The funds for this event are estimated at EUR 10,000, comprising accommodations for one representative and, in some cases, travel costs.

Authority responsible: National Anti-Trafficking Coordinator
Funds provided by: Ministry of the Interior
Provider: Ministry of the Interior
Time frame: A one-off event in 2020

3. International operational cooperation of Slovenian law enforcement authorities

Another aspect of international cooperation is operational and is predominantly an expression of cooperation of individual authorities (the Police and State Prosecutor’s Office) in cases of detection and prosecution of human trafficking offences. These tasks are defined within the EU plan on best practices, standards and procedures for combating and preventing trafficking in human beings.

Objective: In view of the above, to improve international cooperation in the investigation and prosecution of human trafficking cases. There is also a need to continue certain established forms of cooperation within EUROJUST, INTERPOL, EUROJUST, and to strengthen bilateral cooperation in this area.

Authority responsible: Ministry of the Interior – Police
Participating parties: Specialised State Prosecutor’s Office, Labour Inspectorate
Time frame: Continuous process in 2019 and 2020
V Support activities

Considering the fact that the prevention of and fight against human trafficking are constantly being intensified and, consequently, changing, appropriate action is required. One of the main methods in this is to appropriately amend the legislation regulating human trafficking and to seek more efficient legislative solutions.

1 Improvement of systemic solutions

1.1 Establishing a coherent statistical system on the forms of human trafficking in in Slovenia

According to international and EU documents, the policies implemented in the fight against trafficking in human beings should be monitored and assessed. Directive 2011/36/EU in particular requires a report to the European Commission every two years on the indicators and trends in trafficking in human beings in each Member State, along with the measures taken to reduce the demand. A prerequisite for this is the accurate and harmonised collection of statistics by law enforcement authorities and in other sectors, including NGOs participating in the identification of victims of trafficking.

It also follows from GRETA's recommendations that, for the purpose of drafting, monitoring and evaluating anti-trafficking policies, Slovenian authorities should develop and maintain a comprehensive and coherent statistical system on trafficking in human beings by compiling reliable statistical data on measures to protect and promote the rights of victims, as well as on the investigation, prosecution and adjudication of human trafficking cases.

Objective: To ensure that the collection of statistical information is coordinated both among law enforcement authorities and in other sectors, including by NGOs participating in the identification of victims of trafficking. The data on victims are to be classified by sex, age, form of exploitation, and country of origin and/or destination. Moreover, statistical data on criminal proceedings instituted against the perpetrators of human trafficking offences, including indictment proposals and convictions, should also be gathered. These data are to be collected continuously and twice a year an overview of the situation is to be penned.

Authority responsible: National Anti-Trafficking Coordinator
Participating parties: Police, Specialised State Prosecutor's Office, government offices and NGOs, other line ministries if necessary, Statistical Office (SURS)
Time frame: Continuous process in 2019 and 2020

1.2 Ensuring comprehensive and sustainable assistance to children with experience in human trafficking

Assistance for minor victims of trafficking is currently provided under crisis and safe accommodation programmes intended for victims of human trafficking. While imposing an obligation on providers to assist and protect child victims of trafficking, the programmes do not define any clear content or form of assistance that would ensure that the best interests of the child are taken into consideration.

The provision of appropriate accommodation and assistance programmes to children identified as victims of human trafficking is of particular importance because the history of the cases handled in Slovenia shows that such child victims are mainly foreign nationals, as well as
because of the need to provide them with comprehensive care which must be in their best interest.

Furthermore, care for a recognised child victim of trafficking requires the involvement of the competent social work centre, the provision of a legal representative for the child and the subsequent appointment of a guardian. Such accommodation itself requires the round-the-clock presence of professional staff (24/7/365), as well as having in place appropriate programmes for psychological and social recovery of victims and other forms of assistance.

In its recommendations, GRETA also requires the Slovenian authorities to provide specialised support and services beyond the recovery and reflection period; this is adapted to the needs of child victims of trafficking, including appropriate accommodation, access to education and vocational training, and long-term monitoring of their reintegration.

**Objective:** Given the current arrangements under the programme "Providing assistance to victims of human trafficking", improvements must be sought in terms of comprehensive and sustainable assistance and support for children who suffered from human trafficking, including the establishment of special accommodation for such child victims. In this context, it is also appropriate to examine other options for drawing up public tenders regarding the aforementioned programme.

Authority responsible: Ministry of Labour, Family, Social Affairs and Equal Opportunities, Ministry of the Interior
Participating parties: NGOs or humanitarian organisations qualified to provide assistance to victims of human trafficking, other representatives of the IWG
Time frame: Second half of 2020

### 1.3 Systemic regulation of health care protection for victims of human trafficking

In Slovenia, victims are provided with protection and assistance through the crisis and safe accommodation programmes. However, the implementation of these programmes has shown certain shortcomings that are related to inadequate health care.

The Council of Europe Convention on Action against Trafficking in Human Beings imposes on Parties to ensure access to emergency medical treatment for victims of trafficking. In its provisions, the Convention also requires Parties to provide necessary medical or other assistance to victims lawfully residing within its territory who do not have adequate resources and need such help.

In Slovenia, victims of human trafficking who have been issued a permit to remain or a temporary residence permit are entitled to emergency healthcare in accordance with the Act governing healthcare and health insurance. Pursuant to paragraph two of Article 25 of the Health Care and Health Insurance Act (ZZVZZ), urgent medical treatment includes the urgent health care services of resuscitation, preservation of life, and prevention of deterioration of a sick or injured person's health condition. Experience in dealing with victims of human trafficking shows that the mere provision of emergency treatment is insufficient, as victims, due to their poor health condition, traumatic experience, various physical injuries or impairments caused by exploitation, require long-lasting and comprehensive health care.

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4 ZTuj-2, Article 50, points 3, 8 and Article 75, point 1
Objective: To comprehensively and systematically regulate health protection for victims of human trafficking on the basis of the provisions of the Council of Europe Convention on Action against Trafficking in Human Beings in order to provide victims of trafficking under the crisis and safe accommodation programmes with access to adequate medical care or adequate health care and health insurance.

Authority responsible: Ministry of Health
Participating parties: National Anti-Trafficking Coordinator, Ministry of Justice, Ministry of the Interior, Police
Time frame: Second half of 2019

1.4 Drafting and producing specialist printed materials

Annual reports and two-year action plans, defined in the founding decision of the Government, are background papers providing basic guidance for the IWG’s work. These materials are also suitable for informing the media and, consequently, the general public. Furthermore, the IWG drafts periodic procedural materials for the education and work of professionals (such as the Manual on the Identification, Assistance and Protection of Victims of Trafficking in Human Beings), as well as individual manuals and brochures to raise the awareness of target groups (for example, the Manual on the Identification of Hidden Forced Labour).

In addition to the online publication of the aforementioned background papers, it is desirable to print them in a small number of copies (according to the estimated need).

Objective: Annual reports and the action plan for the 2019-2020 period will be printed in an appropriate number of copies for press conferences and other presentations. Procedural manuals and other background papers will also be printed for educational and practical purposes. The funds foreseen amount to around EUR 1,000 per year.

Authority responsible: Ministry of the Interior
Funds provided by: Ministry of the Interior
Participating parties: Organisations and experts (IWG) engaged in combating THB, other interested organisations
Provider: Ministry of the Interior
Time Frame: 2019 and 2020

2 Amendments to the legislation

2.1 Amendment to Article 50 of the Aliens Act

In accordance with Article 50 of the Aliens Act, an alien who is a victim of trafficking may be issued with a temporary residence permit if they are willing to cooperate as a witness in criminal proceedings, this being confirmed by the law enforcement authority. In addition, the Aliens Act’s provisions limit the duration of the temporary residence permit to the duration of the criminal proceedings.

On this basis, the granting of a temporary residence permit to a foreigner who has been a victim of trafficking and, consequently, their inclusion in the crisis and safe accommodation programmes are conditional on the victim’s participation in criminal proceedings and limited to the duration of the criminal proceedings.
The aforementioned provisions of the Aliens Act are contrary to the provisions of the Council of Europe Convention that extends the right to the issuing of a renewable residence permit to victims of trafficking on the grounds of their cooperation in investigation or criminal proceedings to the so-called personal situation of the victims.

In its second round of evaluation recommendations, GRETA also invited the Slovenian authorities to grant temporary residence permits to victims of human trafficking on the basis of their personal situation, in addition to the residence permit on the basis of the victim’s co-operation in the investigation or criminal proceedings.

**Objective:** On the basis of point 1 of Article 14 of the Council of Europe Convention on Action against Trafficking in Human Beings, point 4 of Article 50 of the Aliens Act should be amended by adding a new and independent reason for issuing a temporary residence permit to victims of trafficking in Slovenia on the ground of a victim’s identified personal situation such that would support the need for including the victim in crisis and safe accommodation programmes and, consequently, granting a temporary residence permit in Slovenia.

**Authority responsible:** Ministry of the Interior  
**Participating party:** National Anti-Trafficking Coordinator  
**Time frame:** Second half of 2019

### 2.2 Amendment to Article 5 of the Compensation to Victims of Crime Act

Compensation to victims of trafficking is an important factor both in terms of ensuring victims’ rights and in terms of possibly restoring normal circumstances and conditions for their social rehabilitation. Article 17 of Directive 2011/36/EU provides that all victims of trafficking offences should be guaranteed access to national compensation schemes. The Compensation to Victims of Crime Act defines this in Article 5, but only for the citizens of the Republic of Slovenia and the European Union.

It also follows from GRETA’s recommendations that the Slovenian authorities should adopt measures to facilitate and guarantee access to compensation for victims of trafficking and include all victims of trafficking in the scope of the Compensation to Victims of Crime Act, irrespective of their nationality and of whether they were exposed to force or a violation of sexual integrity.

**Objective:** In order for all victims to be treated equally, regardless of their nationality, the Compensation to Victims of Crime Act must be amended so that the reference to "citizenship of the Republic of Slovenia and the European Union" is deleted from its Article 5.

**Authority responsible:** Ministry of the Interior  
**Participants:** Specialised State Prosecutor’s Office, line ministries  
**Time frame:** Second half of 2019
2.3 Review of legislation and drawing up proposals for the implementation of certain key recommendations of GRETA

In the light of some of GRETA’s key recommendations, which require immediate action, the IWG will review the existing legislation governing the prevention and combat against human trafficking and draw up proposals for its implementation.

In accordance with GRETA’s recommendations, it is necessary to:
- bring the interpretation of the abuse of a vulnerable position in full conformity with the Convention;
- ensure that access to assistance for victims of human trafficking is not made conditional on their co-operation in the investigation and criminal proceedings, but that it is based on their individual needs;
- ensure that all foreign persons for whom there are reasonable grounds to believe that they are victims of trafficking, including EU citizens, are provided with a recovery and reflection period, whose purpose of which is stated as it is in Article 13 of the Convention;
- take additional measures to ensure compliance with the principle of non-punishment of trafficking victims for their involvement in unlawful activities to the extent that they were compelled to do so, as contained in Article 26 of the Convention. Such measures should include the adoption of a specific legal provision and/or the development of guidance for police officers and prosecutors on the scope of the non-punishment provision;
- extend the application of the procedural protection measures currently reserved to children under the age of 15 years to cover all child victims and witnesses of human trafficking up to the age of 18, taking into account the child’s best interests, and to bring such measures into full conformity with the Convention.

Objective: In the light of the key recommendations of GRETA, which require immediate action, the IWG will review the existing legislation governing the prevention and combat against human trafficking and draw up proposals for their implementation.

Authority responsible: IWG
Participating Parties: Ministry of Justice, Specialised State Prosecutor's Office, National Anti-Trafficking Coordinator, Ministry of the Interior, police
Time frame: Second half of 2020

2.4 Amendment to the Residence Registration Act

Foreigners who are placed in a safe house most frequently have a temporary residence in Slovenia, which is linked to a place where they have experienced exploitation and violence. When provided with safe accommodation, it is therefore one of the most important tasks to change this address so that they can access their mail in a safe environment.

Arranging temporary residence for users of safe houses: Article 19 of the Residence Registration Act provides that a person can be registered at the address of the social work centre or a municipality if they already have a permanent residence in the Republic of Slovenia. In such a case, the only way to arrange a temporary residence for a person who does not yet fulfil the conditions to apply for permanent residence is that the owner or co-owner of a particular accommodation completes and signs a statement allowing such person to register at this address, even if in fact they are placed in a safe house in a secret location. If a person is registered at the address of safe house, the secret location and residence of other users and employees are compromised. However, registration at a fictitious address is contentious because the person would not actually reside at said registered address and, furthermore, it would prove impossible later to deregister such a person from that address without their consent. The problem would also
arise in a broader context since safe houses usually provide shelter to persons who are at risk and sought by traffickers and, as a result, third parties would also be endangered.

**Arranging permanent residence for users of safe houses:** Article 19 of the Residence Registration Act imposes that persons staying in a shelter for victims of human trafficking are registered at the address of the social work centre in the vicinity of their last registered permanent residence. This however poses a problem in practice because people are taken to safe houses from various locations in Slovenia and collecting mail at a remote location incurs additional financial costs for them. It would therefore make sense that the person’s permanent residence be registered at the social work centre, which is the most appropriate in an individual case.

**Objective:** To amend the Residence Registration Act in such a way as to allow that the registration of temporary/permanent residence for persons who have the status of a victim of trafficking be made at any social work centre in Slovenia.

**Authority responsible:** Ministry of the Interior  
**Participating parties:** National Anti-Trafficking Coordinator, NGOs or humanitarian organisations implementing care programmes for victims of trafficking  
**Time frame:** Second half of 2019

### 2.5 Update of the Manual on the Identification, Assistance and Protection of Victims of Trafficking in Human Beings

On 5 May 2016, the Slovenian Government adopted the Manual on the Identification, Assistance and Protection of Victims Of Trafficking (Decision of the Government of the Republic of Slovenia, No. 02402-2/2016/5), which defines the role and tasks of national authorities, bodies exercising public powers, public service providers, authorities of self-governing local communities, NGOs and humanitarian organisations in dealing with human trafficking and sets out victim assistance and protection measures. The manual also contains a list of red-flag indicators for the identification of specific categories of trafficking victims.

The manual is a work in progress, which can be supplemented and updated, if necessary, in the light of new trends, findings and recommendations from international supervisory mechanisms.

On the basis of proposals from NGOs and humanitarian organisations working within the IWG, the IWG will draft an update of the manual within the next two-year period inter alia to cover health protection for victims of human trafficking (until the regulation of this issue at the systemic level), the regulation of identity documents, and to further specify the process of returning the victims to their country of origin. The IMF will review and, where appropriate, supplement other contents of the manual and the list of indicators.

**Objective:** To update or complete the Manual on the Identification, Assistance and Protection of Victims Of Trafficking as appropriate in the next two-year period on the basis of proposals from NGOs and humanitarian organisations working within the IWG.

**Authority responsible:** Ministry of the Interior  
**Participating parties:** Organisations and experts (IWG) engaged in combating THB  
**Time frame:** Second half of 2019
Table 1: Review of project funding by individual ministries for 2019 and 2020

<table>
<thead>
<tr>
<th>Budget user</th>
<th>Activity</th>
<th>Budget heading</th>
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<th>2020</th>
<th>Total</th>
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<td>Ministry of Labour, Family, Social Affairs and Equal</td>
<td>Assistance to victims - crisis accommodation</td>
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<td>/</td>
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<td>PATS programme</td>
<td>9275 European Refugee Fund (ERF) – own funding 25 %</td>
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