****

**ACTION PLAN**

**FOR COMBATING TRAFFICKING IN HUMAN BEINGS FOR THE 2021–2022 PERIOD**

[1 Prevention 4](#_Toc67578816)

[1.1 General public 4](#_Toc67578817)

[1.2 Risk target groups 6](#_Toc67578818)

[1.3 Discouraging demand for services provided by victims of human trafficking 8](#_Toc67578819)

[1.4 Raising awareness and training among experts working in fields related to human trafficking 10](#_Toc67578820)

[2 Detecting, investigating and prosecuting human trafficking 16](#_Toc67578821)

[2.1 More effective police action aimed at detecting and investigating criminal offences of human trafficking 16](#_Toc67578822)

[2.2 Strengthening activities for detecting human trafficking for forced labour purposes 17](#_Toc67578823)

[2.3 More successful prosecution of perpetrators of criminal offences of human trafficking 17](#_Toc67578824)

[3 Identifying, protecting and assisting the victims of trafficking in human beings 19](#_Toc67578825)

[3.1 Providing assistance to victims of human trafficking 19](#_Toc67578826)

[3.2 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)” 21](#_Toc67578827)

[3.3 Identifying cases of human trafficking in procedures dealing with cases of sexual violence and gender-based violence 21](#_Toc67578828)

[3.4 Reintegration of victims of human trafficking 22](#_Toc67578829)

[3.5 Support to people in prostitution and exiting from it 22](#_Toc67578830)

[4 Participation in regional and international organisations for 23](#_Toc67578831)

[the prevention of and combat against human trafficking 24](#_Toc67578832)

[4.1 Participation in the informal EU Network of National Rapporteurs or Equivalent Mechanisms (NREM) on Trafficking in Human Beings 24](#_Toc67578833)

[4.2 Meetings of the informal network of National Anti-Trafficking Coordinators (NATC) of South-East Europe (SEE) 24](#_Toc67578834)

[4.3 Cooperation within the scope of the Council of Europe and the Organisation for Security and Co-operation in Europe (OSCE) 25](#_Toc67578835)

[4.4 Cooperation in the review mechanism of the United Nations Convention Against Transnational Organised Crime and its protocols (UNTOC) 25](#_Toc67578836)

[4.5 International operational cooperation of the Slovenian law enforcement authorities 26](#_Toc67578837)

[5 Improvement of systemic solutions and proposals for legislative amendments 27](#_Toc67578838)

[5.1 Introduction of the function of the national rapporteur on trafficking in human beings 27](#_Toc67578839)

[5.2 Ensuring comprehensive and sustainable assistance to children with experience of human trafficking 28](#_Toc67578840)

[5.3 Systemic regulation of healthcare protection for victims of human trafficking 28](#_Toc67578841)

[5.4 Review of judicial practice and the evaluation of the efficiency of criminal legislation provisions in the area of human trafficking 29](#_Toc67578842)

[5.5 Amendment to Article 5 of the Compensation to Victims of Crime Act 30](#_Toc67578843)

[5.6 Update of the Manual on the Identification, Assistance and Protection of Victims of Trafficking in Human Beings 30](#_Toc67578844)

[5.7 Issuing an opinion with regard to prostitution in Slovenia 31](#_Toc67578845)

[6 Support activities 32](#_Toc67578846)

[6.1 Establishing a coherent statistical system on the forms of human trafficking in Slovenia 32](#_Toc67578847)

[6.2 Monitoring individual cases of prosecution of human trafficking offences 32](#_Toc67578848)

[6.3 Drafting and producing specialist printed materials 33](#_Toc67578849)

[ANNEX 34](#_Toc67578850)

**Introduction**

The Inter-ministerial Working Group for Combating Trafficking in Human Beings (hereinafter referred to as: the IWG) has prepared a new Action Plan for Combating Trafficking in Human Beings in accordance with the decisions of the Government of the Republic of Slovenia No. 01203-9/2019/6 as of 17 October 2019 and No. 01203-2/2020/4 as of 11 June 2020, which will be carried out in the 2021–2022 period.

In Slovenia, human trafficking is still most frequently recognised for the purposes of sexual exploitation or the exploitation of prostitution, whereas other forms of exploitation are less commonly identified. The discovery, investigation and especially proof of criminal offences of trafficking in human beings is a difficult, time consuming and complex process, since it most frequently involves an international organised criminal activity of a large number of people over a long period of time. Thus, the identification and consideration of trafficking in human beings demands specialised know-how and understanding as well as integrated, effective and coordinated action not only by governmental, but also by non-governmental organisations.

In the new Action Plan, the IWG has envisaged the implementation of fundamental activities of trafficking in human beings and combating it to be implemented within the scope of cooperation of the competent national authorities and including non-governmental and humanitarian organisations in various prevention activities and helping the victims of trafficking in human beings. This document is a rational continuation of project that is already in place and has proven to be successful and which, due to the nature of the work, demands continuity. Activities that upgrade the work conducted so far are based on past experience. Some measures, envisaged for the next two-year period, arise from the GRETA monitoring mechanism, i.e., the second evaluation cycle of the Republic of Slovenia with regard to the implementation of the Council of Europe Convention on Action against Trafficking in Human Beings(hereinafter referred to as: GRETA Group recommendations).[[1]](#footnote-1) The Action Plan also includes activities that have not been implemented in the period for the preliminary Action Plan.

The plan is divided into six chapters: Prevention; Detecting, investigating and prosecuting the criminal offence of trafficking in human beings; Identifying, protecting and assisting victims of human trafficking; International cooperation; Improvement of system solutions and proposals for legislative changes and Support activities. The chapters define individual tasks or sets of tasks, shortly describe them and the people responsible for the task, the organisation cooperating in the implementation of the task, ensuring funding if necessary, and the deadline for implementation.

The table appended to the Action Plan presents the financial carriers of individual activities, the type of budget item and the amount of provided funds.

# 1 Prevention

**Communication activities for awareness-raising, informing and training**

Raising awareness about the issue of human trafficking is listed among our core preventive activities. IWG will therefore continue and further develop the existing prevention activities with the aim of raising awareness among risk groups, the general public and expert communities and the consumers and users of services provided by victims of human trafficking.

Communication tools, such as a website, social media pages, 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 the 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 and provide information about anti-trafficking measures. The experience with the COVID-19 epidemic, which had a major effect on the implementation of prevention activities, presented quite a challenge of IWG in 2020. Expert communities training programmes were conducted in a significantly smaller scope than in the past, because the conditions for work changed suddenly and new communication and technical skills for distance communication had to be learned. The projects of non-governmental organisations were not carried out in accordance with the decision of the Government Communication Office of the Republic of Slovenia. Prevention activities are an important element of a comprehensive consideration of human trafficking, therefore, IWG will ensure that they are implemented in the future period in the scope as envisaged in the Action Plan, whereas individual providers of services will use appropriate distance communication tools, as necessary.

## 1.1 General public

**1.1 Website**

The website <https://www.gov.si/zbirke/projekti-in-programi/boj-proti-trgovini-z-ljudmi/> is the fundamental tool for providing up-to-date information in 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.

A lot of attention is dedicated to the situation in Slovenia, Europe and in the rest of the world, therefore, the commemoration of European (18 October) and world day (30 July) for combating human trafficking has a special place on the website. Website content will be supplemented and updated constantly. The published content will be shared via governmental social media, and we shall motivate other stakeholders, included in the IWG, to do the same.

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

| Responsible institution:  | Government Communication Office of the Republic of Slovenia  |
| --- | --- |
| Funding: | Government Communication Office of the Republic of Slovenia |
| Participants: | Ministry of the Interior (Anti-Trafficking Service, hereinafter referred to as: ATS) |
| Deadline:  | Continued activities in 2021 and 2022 |

**1.12 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. The European Union and international institutions (United Nations, Council of Europe, Organisation for Security and Co-operation of Europe, International Migration Organisation, International Labour Organisation, etc.) have been strengthening activities into identifying the phenomenon and fighting against it. There has been noticeable growth in research and the adoption of measures, the efforts of which are also pursued in Slovenia.

The media and the 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 on the adoption of annual reports, seminars, panel discussions, and successfully concluded cases, etc.

| Responsible institution:  | National Anti-Trafficking Coordinator |
| --- | --- |
| Participants: | Government Communication Office of the Republic of Slovenia, experts in combating human trafficking (IWG)[[2]](#footnote-2) |
| Deadline:  | Continued activities in 2021 and 2022 |

**1.1.3 Marking 18 October, the European Anti-Trafficking Day**

An event that will focus on human trafficking for forced labour and labour exploitation will take place on 18 October, commemorating the European Anti-Trafficking Day. The event, where the National Anti-Trafficking Coordinator and the members of the IWG will participate, will also be covered by the media. The event’s organisation will be part of the activities referred to in point 1.3.1.

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

| Responsible institution: | Ministry of the Interior (ATS) |
| --- | --- |
| Funding: | Ministry of the Interior |
| Participants: | National Anti-Trafficking Coordinator, experts in combating human trafficking (IWG) |
| Deadline:  | October 2021 and October 2022 |

## 1.2 Risk target groups

**1.2.1 Raising the awareness of potential and identified victims of trafficking within the project "Providing assistance to victims" (in conjunction with Chapter 3.1)**

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 of young people.

Access for those risk groups is most effective on the basis of assistance and care mechanisms. Therefore, the preparation of appropriate materials, intended for raising the awareness of risk groups, will be included in the project “Providing assistance to victims”. The provider of services, selected in a public procurement procedure, will provide the services for raising awareness of 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 3.1). Materials will be distributed through relevant public authorities and the network of NGOs.

Objective 1: Publish informative material for foreigners. To publish informative material in languages easily understood by foreigners, 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 and other target population about the dangers and traps of human trafficking. 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.

| Responsible institution:  | Ministry of the Interior and Ministry of Labour, Family, Social Affairs and Equal Opportunities |
| --- | --- |
| Funding: | Ministry of the Interior and Ministry of Labour, Family, Social Affairs and Equal Opportunities |
| Services provider: | NGOs selected through a public tender |
| Deadline:  | Continuous activities in 2021 and 2022 |

**1.2.2 Preventive awareness-raising and the education of older primary school children and secondary school students**

The target group of particularly vulnerable people – 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. Girls and boys are exposed to human trafficking and various forms of exploitation. With girls and women, this mostly involves sexual exploitation that usually arises from gender inequality and gender-related violence, and forced marriages also occur within certain communities, while boys and men are usually exploited for forced labour and labour exploitation.

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. In times when the world faces the COVID-19 epidemic, vulnerable individuals are in even greater danger of becoming victims of human trafficking. Due to the epidemic and closed schools, children spend more time in front of computers and on the internet and are significantly exposed to the dangers of human trafficking. Therefore, efforts to combat this phenomenon must be strengthened by introducing a systematic and long-term raising awareness of children and adolescents. With the help of a meticulous plan and an additionally employed person at the Ministry of the Interior, in three years we will carry out awareness raising workshops in all nine grades of primary schools and all second grade high schools and all second grade high school classes in Slovenia. Activities will be carried out Activities will also be carried out in areas where members of the Roma community live.

Youth education is very important from two aspects, i.e. we need to consider them as potential victims of human trafficking and as potential future consumers. Therefore, through strengthened awareness raising of these target groups we will contribute to decreasing demand in services that are carried out by victims of human trafficking.

Objective: Systematically raise awareness among children and adolescents about the risks of human trafficking and recruitment techniques and further train them to identify these risks, take appropriate action and behave self-protectively.

| Responsible institution:  | Ministry of the Interior (ATS) |
| --- | --- |
| Funding: | Ministry of the Interior |
| Services provider: | Ministry of the Interior (ATS) |
| Deadline:  | Continued activities in 2021 and 2022 |

**1.2.3 Preventive actions in awareness raising and prevention of human trafficking in the Roma community**

The Office of the Government of the Republic of Slovenia for National Minorities plans to include combating human trafficking, especially from the aspect of forced and so-called early marriages in their regular line of work. The office representatives will attend activities connected to combating human trafficking and raise awareness about the negative consequences of forced and so-called premature marriages and activities for empowering the Roma women and girls (as well as men and boys). In pursuing this objective – in particular through the integration of competent institutions, hence through inter-institutional 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.

The office will also strive to inform all key stakeholders and institutions with relevant information and contribute to a comprehensive consideration of such phenomena and to an integrated approach to act in such cases or to appropriate preventive actions. The office will cooperate with all competent institutions, especially the Ministry of Labour, Family, Social Affairs and Equal Opportunities, social work centres, Ministry of the Interior and the Police, Ministry of Justice, the Roma community (its representatives and Roma community organisations), NGOs and other competent institutions.

Objective: To consider the phenomenon of forced and so-called early marriages in the Roma community on an inter-institutional 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.

| Responsible institution:  | Office of the Government of the Republic of Slovenia for National Minorities |
| --- | --- |
| Participants: | National Anti-Trafficking Coordinator, members of IWG and other competent institutions |
| Services provider: | Office of the Government of the Republic of Slovenia for National Minorities |
| Deadline:  | Continuous activities in 2021 and 2022 |

## 1.3 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. 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, as well as among the general public and the categories of employees at risk.

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

Trafficking in human beings is preconditioned by demand for the 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 significant 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. 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.

Providers will be selected through annual public tenders for co-financing providing funds of approximately EUR 5,000 per year.

Objective: To raise awareness among the general public and inform the media about trafficking for forced labour and labour exploitation.

| Responsible institution:  | Ministry of the Interior (ATS) |
| --- | --- |
| Funding: | Ministry of the Interior |
| Participants: | National Anti-Trafficking Coordinator |
| Services provider: | NGO selected through a public tender |
| Deadline:  | Continuous activities in 2021 and 2022 |

**1.3.2 Strengthening cooperation with the private sector**

A stronger connection with the private sector is required for even more effective work in the prevention of human trafficking, since it is both directly and indirectly connected to the majority of forced labour cases.

The GRETA Group proposes to Slovenian authorities to closely collaborate with trade unions, the civil society and the private sector to raise awareness about human trafficking related to labour exploitation, to prevent human trafficking in supply chains and to strengthen the social responsibility of companies on the basis of the leading principles of the UN about entrepreneurship and human rights, and the CM/Rec(2016)3 Recommendation on human rights and business (Paragraph 56).

To raise awareness among as many employers as possible about the aforementioned issue, the Ministry of the Interior issued the employers’ manual entitled “Stop Forced Labour” to commemorate the European Anti-Trafficking Day on 18 October 2020, to provide information to employers where there is a risk that they could be connected to forced labour. This especially refers to industries that employ several unqualified and potentially poorly paid foreign workers, especially in construction, hospitality, agriculture, transport, logistics, forestry, the food industry and many other. These challenges are especially common in industries where employers hire Slovenian or foreign contractors and do not have a complete overview of the labour situation of these workers.

With the coordination of the Anti-Trafficking Service at the Ministry of the Interior, the IWG will carry out various activities to further promote the mentioned manual and to raise awareness among employers where there is a risk that they could be connected with human trafficking for the purposes of forced labour.

Objective: To raise awareness among the private sector about human trafficking for forced labour purposes.

| Responsible institution:  | National Anti-Trafficking Coordinator |
| --- | --- |
| Participants: | Labour Inspectorate of the Republic of Slovenia, Financial Administration of the Republic of Slovenia |
| Services provider: | Ministry of the Interior (ATS) |
| Deadline:  | Continuous activities in 2021 and 2022 |

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

**1.4.1 Training programmes for police officers**

In an effort to combat human trafficking, the police will continue to hold training for police employees at the local, regional and national levels of their operation. This programme will be targeted at and tailored to groups of police officers and criminal investigators as well as to new forms of exploitation of human trafficking victims.

Objective 1: The police will 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 will hold specialist training programmes for criminal investigators dealing with human trafficking offences. The training sessions are to be aimed at recognising the red-flag indicators of human trafficking and new forms of human trafficking (forced labour, forced execution of criminal acts, forced begging, exploitation of children). The learning process will include learning about the tactics and methodology of investigation by using covert investigative measures, and studying procedures in dealing with human trafficking, learning about procedures involving human trafficking victims, assistance and protection programmes and the importance of international cooperation. 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.

| Responsible institution:  | Ministry of the Interior of the Republic of Slovenia, the Police |
| --- | --- |
| Participants: | Specialised State Prosecutor's Office, National Anti-Trafficking Coordinator, Ministry of the Interior (ASL), NGOs, trade unions |
| Services provider: | Ministry of the Interior – the Police, Criminal Police Directorate (hereinafter referred to as: CPD) in collaboration with specialised experts |
| Deadline:  | Continuous activities in 2021 and 2022 |

**1.4.2 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 and indemnification. Training programmes will also be conducted by foreign experts that know how to identify victim vulnerability. Funds for the training are provided within the provider’s programme.

Objective: The Ministry of Justice – The Judicial Training Centre (JTC) is to organise training courses on the issue of human trafficking, including the consideration of abuse of victim vulnerability and indemnification. Training programmes will also be conducted by foreign experts that know how to identify victim vulnerability.

| Responsible institution:  | Ministry of Justice |
| --- | --- |
| Participants: | Experts engaged in combating human trafficking (IWG), Specialised State Prosecutor’s Office of the Republic of Slovenia, courts |
| Services provider: | Judicial Training Centre  |
| Deadline:  | Single activity in 2021 or 2022 |

**1.4.3 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, will 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 will participate in the national and international training and education covering human trafficking and forced labour.

| Responsible institution:  | Labour Inspectorate of the Republic of Slovenia |
| --- | --- |
| Participants: | Experts engaged in combating human trafficking (IWG), other external organisations, trade unions |
| Services provider: | Labour Inspectorate of the Republic of Slovenia |
| Deadline:  | Continuous activities in 2021 and 2022 |

**1.4.4 Specialist training for staff at the Financial Administration of the Republic of Slovenia (FURS)**

The relevant legislation governing its work enables the inspectors and agents of mobile units to detect offences related to human trafficking during the course of their work. These mainly occur in labour-intensive sectors employing low-skilled foreign workers.

Objective 2: 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.

| Responsible institution:  | Financial Administration of the Republic of Slovenia |
| --- | --- |
| Participants: | Experts engaged in combating human trafficking (IWG), trade unions |
| Services provider: | Financial Administration of the Republic of Slovenia |
| Deadline:  | Single activity in 2021 and 2022 |

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

OSIM regularly trains employees and raises awareness among all people who come in contact with people accommodated in centres, about the recognition of indicators of various abuses and also human trafficking. It also provides accommodated people with information relating to their rights and obligations arising from their status and raises awareness about self-protection, actions and seeking for help.

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 will provide information about what human trafficking is, the ability to recognise red-flag indicators of
human trafficking.

| Responsible institution:  | Government Office for the Support and Integration of Migrants together in cooperation with the experts in this field and NGOs dealing with this issue. |
| --- | --- |
| Participants: | Experts engaged in combating human trafficking (IWG) |
| Services provider: | Government Office for the Support and Integration of Migrants together in cooperation with the experts in this field and NGOs dealing with this issue. |
| Deadline:  | Single activity in 2021 and 2022 |

**1.4.6 Training staff at the Ministry of the Interior – the Migration Directorate 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.

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

| Responsible institution:  | Ministry of the Interior (MD) |
| --- | --- |
| Participants: | Experts engaged in combating human trafficking (IWG) |
| Services provider: | Ministry of the Interior (MD) |
| Deadline:  | Single activity in 2021 and 2022 |

**1.4.7 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 the 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 programmes 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.

The training sessions are 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 – 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.

| Responsible institution:  | Ministry of Labour, Family, Social Affairs and Equal Opportunities |
| --- | --- |
| Participants: | Social Work Centres |
| Services provider: | Ministry of Labour, Family, Social Affairs and Equal Opportunities in cooperation with anti-trafficking experts (IWG) |
| Deadline:  | Single activity in 2021 and 2022 |

**1.4.8 Informing and raising the awareness of teaching and counselling staff about the issue of human trafficking**

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 school coursework. Awareness-raising will focus on primary and secondary school teachers, counsellors and teachers in student homes.

Objective 1: The authority responsible will 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 also covering human trafficking. The seminar will be carried out in cooperation with anti-trafficking experts and the members of the IWG. The funds for training programme will be provided by the Ministry of Education, Science and Sport.

Objective 2: The authority responsible will 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.

| Responsible institution:  | Ministry of Education, Science and Sport, National Education Institute of the Republic of Slovenia |
| --- | --- |
| Participants: | Experts engaged in combating human trafficking (IWG) |
| Services provider: | National Education Institute of the Republic of Slovenia |
| Deadline:  | Single activity in 2021 and 2022 |

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

Like in the raising of 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 healthcare. Such contacts may be made directly with a victim of trafficking, or, indirectly, through people who are in close contact with the victim.

Objective: In accordance with its powers, the responsible authority will 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.

| Responsible institution:  | Ministry of Health |
| --- | --- |
| Participants: | Healthcare institutions, experts engaged in combating human trafficking (IWG) |
| Services provider: | Ministry of Health |
| Deadline:  | Single activity in 2021 and 2022 |

**1.4.10 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 2021 and 2022.

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

| Responsible institution:  | Ministry of Foreign Affairs |
| --- | --- |
| Participants: | Experts engaged in combating human trafficking (IWG) |
| Services provider: | Ministry of Foreign Affairs |
| Deadline:  | Single activity in 2021 and 2022 |

**1.4.11 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 raise awareness among diplomats about the issue of human trafficking within their regular preparations before their deployment to diplomatic and consular missions.

| Responsible institution:  | Ministry of Foreign Affairs |
| --- | --- |
| Participants: | Experts engaged in combating human trafficking (IWG) |
| Services provider: | Ministry of Foreign Affairs |
| Deadline:  | Within each pre-service training and yearly consular consultations in 2021 and 2022 |

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

Besides training programmes that focus on specific areas of experts who work in human trafficking prevention and are combating human trafficking, an expert consultation for a wider scope of stakeholders from all national institutions and organisations included in the work of IWG shall be organised once a year. Participants will receive current information and content in the field of combating human trafficking at the national and international level. Through a detailed discussion, they will be able to design solutions for more successful prevention, detection, investigation and prosecution of criminal offences of human trafficking.

Objective: At regular consultations, participants will receive current information and content in the field of combating human trafficking at the national and international level and they will design solutions for more successful prevention, detection, investigation and prosecution of criminal offences of human trafficking.

| Responsible institution:  | National Anti-Trafficking Coordinator |
| --- | --- |
| Participants: | Experts engaged in combating human trafficking (IWG) |
| Services provider: | Ministry of the Interior (ATS) |
| Deadline:  | Single activity in 2021 and 2022 |

# 2 Detecting, investigating and prosecuting human trafficking

## 2.1 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. Since the announcement of criminal human trafficking offences are rare and victims are mostly identified from police work, the actual situation is very difficult to estimate.

With regard to the above, the police will carry out activities that will focus on identifying other less recognisable forms of human trafficking victims’ exploitation. Special attention will be given to detecting victims of trafficking in children, migrant workers and illegal migrants.

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.

Objective 2: At all levels of operation, the police will strengthen proactive activities that will be focused on identifying the victims of human trafficking, exploited due to forced labour and other forms of exploitation. 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, IRSD and others), 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 in certain business sectors.

Objective 3: Within the scope of the EU policy cycle to tackle organised and serious international crime and the European Multidisciplinary Platform Against Criminal Threats in Trafficking in Human Beings (EMPACT THB), the police will carry out the activities envisaged in the Operational Action Plan for Combating Trafficking in Human Beings. Within the scope of its abilities, it will plan and carry out the so-called “joint action days”, which will focus on recognising the victims of human trafficking.

Objective 4: The criminal police will strengthen their field activities with the purpose of identifying criminal associations and individuals who abuse legal business models with the purpose of exploiting the victims of human trafficking.

| Responsible institution:  | Ministry of the Interior – the Police (GPD CPD) |
| --- | --- |
| Participants: | Specialised State Prosecutor's Office, Ministry of the Interior (ATS) Financial Administration, Market Inspectorate, IRSD, NGOs, trade unions |
| Deadline:  | Continued process |

## 2.2 Strengthening activities for detecting human trafficking for forced labour purposes

Human trafficking for forced labour is difficult to detect, investigate and prove, therefore proactive functioning must be ensured in this area. In recommendations from the second assessment cycle, even the GRETA Group proposes that the Slovenian authorities adopt further measures to prevent human trafficking for labour force exploitation. Labour inspectors and other important stakeholders must be motivated to strive for a comprehensive approach and to expand their field work to recognise potential victims of human trafficking, and the improvement of mechanisms and procedures for the identification of people that were victims of human trafficking in the state must be considered (paragraph 97).

Regular exchange of information between important stakeholders and the implementation of activities, focused on identifying human trafficking victims, used due to forced labour, must be ensured to enhance the efficiency in this area. Practices in other countries highlight the need to prepare the guidelines for work of labour inspectors that will contribute to a more effective detection of such criminal offences.

Objective 1: Regular exchange of information between competent national authorities who face human trafficking for forced labour issues when executing their tasks and powers. Activities that focus on risk groups or activities, shall be implemented on the basis of performed analyses and work guidelines and upon preliminary agreement. If necessary, the group will also include the representative of the Specialised State Prosecutor's Office of the Republic of Slovenia.

| Responsible institution:  | National Anti-Trafficking Coordinator |
| --- | --- |
| Participants: | IRSD, Ministry of the Interior – the Police (GPD CPD), Financial Administration of the Republic of Slovenia, trade unions, Specialised State Prosecutor's Office, Ministry of the interior (ATS) |
| Deadline:  | Continuous activities in 2021 and 2022 |

Objective 2: Prepare guidelines for the work of inspectors for employment relationships and inspectors for safety and health at work in the field of detecting human trafficking.

| Responsible institution:  | IRSD |
| --- | --- |
| Participants: | National Anti-Trafficking Coordinator, Ministry of the Interior of the Republic of Slovenia (ATS), Ministry of the Interior of the Republic of Slovenia, the Police (GPD CPD) |
| Deadline:  | The second half of 2021. |

## 2.3 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 (hereinafter referred to as: PD CPD) and at General Police Directorate – Criminal Police Division. Investigations of human trafficking offences in pre-trial procedures are directed by the Specialised State Prosecutor’s Office and should include a financial investigation.

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 and security authorities of third countries. The flow of information and co-operation with other EU Member States should take place via the International Police Cooperation Division (IPCD) at the General Police Directorate – Criminal Police Division.

Law enforcement authorities will strive to promote the specialisation of investigative activities in combating human trafficking. In accordance with the GRETA Group recommendations, the discussion on the specialisation of judges to consider such cases (paragraph 173) should also be initiated.

Objective 1: To involve the criminal investigators of the PD CPD and GPD CPD in the investigation of the criminal offence of human trafficking, where minors are identified as victims of human trafficking, since they are properly qualified to carry out procedures with children who are victims of criminal offences.

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

| Responsible institution:  | Ministry of the Interior – the Police (GPD CPD), Specialised State Prosecutors of the Republic of Slovenia |
| --- | --- |
| Participants: | Ministry of Justice |
| Deadline:  | Continuous activities in 2021 and 2022 |

# 3 Identifying, protecting and assisting the victims of trafficking in human beings

## 3.1 Providing assistance to victims of human trafficking

The implementation of providing assistance and protecting the victims of human trafficking 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 Government of the Republic of Slovenia funds various assistance programmes, carried out by NGOs, selected at a public tender. 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.[[3]](#footnote-3)

Objective 1: To provide crisis accommodation allowing 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[[4]](#footnote-4), which is also the duration of the crisis accommodation. This period is intended for the victim to recover, escape the influence of traffickers, and receive 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,
				+ 24-Hour presence of the provider where a child is accommodated,
				+ translation and interpretation services, if necessary,
				+ 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 current contract expires in 2021, therefore, the implementation and financing of the Programme "Providing assistance to victims of human trafficking – Crisis accommodation" is to be ensured through a public tender for the two-year period from 2022 to 2023. 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 youth population. 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 1.2.1.

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

| Responsible institution:  | Ministry of Labour, Family, Social Affairs and Equal Opportunities |
| --- | --- |
| Funding: | Ministry of Labour, Family, Social Affairs and Equal Opportunities |
| Services provider: | NGOs or humanitarian organisations qualified to provide assistance to victims of human trafficking |
| Deadline:  | Continuous activities in 2021 and 2022 |

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[[5]](#footnote-5) 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 informing child victims of their rights, their role and the scope, the 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 for child victims of trafficking,
				+ 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;
				+ other measures for socialisation and re-integration purposes.

The current contract expires in 2021, therefore, 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 2022 to 2023. 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 of foreign nationals. 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 1.2.1.

For the programme implementation the Ministry of the Interior will thus have to earmark EUR 40,000 per year in the budget of the Republic of Slovenia.

| Responsible institution:  | Ministry of the Interior (ATS) |
| --- | --- |
| Funding: | Ministry of the Interior |
| Services provider: | NGOs or humanitarian organisations qualified to provide assistance to victims of human trafficking |
| Deadline:  | Continuous activities in 2021 and 2022 |

## 3.2 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 that they understand. Potential victims are provided with information on the possibilities of protection and assistance.

The current project expires in 2021, when the current multi-annual EU financial framework is completed, and we intend to continue the project within the scope of the next financial perspective.

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

| Responsible institution:  | Government Office for the Support and Integration of Migrants together with NGOs entrusted to deal with the issue |
| --- | --- |
| Funding: | Government Office for the Support and Integration of Migrants  |
| Services provider: | NGO selected by public tender (the African Studies Institute shall execute the contract until 31  December 2021) |
| Deadline:  | Continuous activities in 2021 and 2022 |

## **3.3 Identifying cases of human trafficking in procedures dealing with cases of sexual violence and gender-based violence**

In February 2020, the Government Office for the Support and Integration of Migrants, the Ministry of the Interior, the Ministry of Labour, Family, Social Affairs and Equal Opportunities, the Police, the Ministry of Justice, eleven cooperating NGOs and the United Nations High Commissioner for Refugees (UNHCR) signed the update Standard Operating Procedures for the Prevention of and Response to Sexual and Gender-Based Violence, which are discussed according to the provisions of the International Protection Act. The aim of the document is to ensure safety for people who have experienced sexual and gender-based violence, prevent the aggravation of violence, reduce and eliminate the consequences of violence and strengthen them. Based on the agreement, a group of experts that discuss sexual violence and gender-based violence meets on a regular basis. 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: To consider potential victims comprehensively and help achieve cooperation of various actors engaged in providing assistance

| Responsible institution:  | Government Office for the Support and Integration of Migrants |
| --- | --- |
| Services provider: | Government Office for the Support and Integration of Migrants in cooperation with other NGOs qualified to provide such assistance |
| Deadline:  | Continuous activities in 2021 and 2022 |

3.4 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 2021-2022 period. The implementation and coordination of the project will be transferred to the Ministry of the Interior (ATS).

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.

Objective: To implement measures and activities to integrate human trafficking 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). This will also ensure the prevention of re-victimisation of human trafficking victims.

| Responsible institution:  | Ministry of the Interior (ATS) |
| --- | --- |
| Funding: | Ministry of the Interior of the Republic of Slovenia, the Police |
| Services provider: | NGO or humanitarian organisation, selected at a public tender |
| Deadline:  | Continuous activities in 2021 and 2022 |

## 3.5 Support to people in prostitution and exiting from it

Subject to a public tender for co-financing health protection and improvement programmes until 2022, the Ministry of Health will provide funds for the implementation of the project to support people in prostitution and exiting from it. The project aims at people in prostitution who are (still) not prepared to cooperate with law enforcement authorities due to their specific living circumstances, although they need support.

Objective: Assist potential and current victims of human trafficking used for sexual exploitation, i.e. without conditioning assistance with cooperation with law enforcement authorities

| Responsible institution: | Ministry of Health |
| --- | --- |
| Funding: | Ministry of Health |
| Services provider: | NGO selected through a public tender |
| Deadline:  | Continuous activities in 2021 and 2022 |

# 4 Participation in regional and international organisations for

# the prevention of and combat against human trafficking

## 4.1**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. Slovenia shall preside in the Council of the EU in the second half of 2021, therefore, the engagement of the National Coordinator and other members of the IWG in connection to the NREM functioning will be even greater.

Objective 1: The National Anti-Trafficking Coordinator attends the NREM meetings and informs the IWG of the adopted conclusions.

Objective 2: Implement activities in the role of country presiding to the Council of the EU in the second half of 2021.

| Responsible institution: | National Anti-Trafficking Coordinator |
| --- | --- |
| Funding: | European Commission |
| Participants: | Ministry of the Interior (ATS) |
| Deadline:  | Twice per year in 2021 and 2022 |

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

Slovenia puts combating human trafficking at the forefront of international cooperation, at the operational and strategic levels, whereas, special attention is dedicated to South-East Europe. Slovenia cooperates in the informal Network of National Anti-Trafficking Coordinators of South-East Europe (NATC SEE), founded upon Slovenia’s initiative in 2010 at the ministerial conference within the scope of the Brdo Process.

In March 2020, the ministers of internal affairs met in an informal meeting within the scope of the Brdo Process and commemorated the tenth anniversary of this informal network. The ministers agreed that the regional cooperation in combating human trafficking within the existing network should be continued and upgraded on the basis of a strategic document, prepared by national anti-trafficking coordinators together with the International Centre for Migration Policy Development (ICMPD). In the next two-year period, we plan to continue our active cooperation within the mentioned network and to organise one meeting in Slovenia.

Objective 1: To actively cooperate at meetings of the NATC SEE by exchanging information, best practices and experiences.

Objective 2: To organise the NATC meeting in Slovenia, presumably in the autumn of 2022. The discussion will be managed and themed with regard to the highlighted issues in the regions. The envisaged funds for the organisation of the event amount to **EUR 10,000**, including accommodation and travel costs per one representative of each country.

| Responsible institution: | National Anti-Trafficking Coordinator |
| --- | --- |
| Funding: | Ministry of the Interior |
| Participants: | Ministry of the Interior (ATS) |
| Deadline:  | Twice per year in 2021 and 2022 |

## 4.3 Cooperation within the scope of the Council of Europe and the Organisation for Security and Co-operation in Europe (OSCE)

In July 2009, Slovenia ratified the Council of Europe Convention on Action against Trafficking in Human Beings, i.e. GRETA, which also envisages the mechanism for the monitoring of convention provision implementation. The first evaluation cycle for Slovenia was conducted in 2012 and 2013, the second one in 2016 and 2017, in May 2021, Slovenia will undergo the third evaluation cycle with regard to convention implementation. For this purpose, answers to a more extensive questionnaire will have to be prepared in the first stage, in the beginning of 2022, an official visit will also be made to Slovenia. A report containing recommendations will be prepared on this basis. Due to the complexity of the issue, various governmental and non-governmental organisations will have to cooperate in the preparation of answers and the GRETA Group visit organisation.

The Council of Europe organises regular meetings of National Anti-Trafficking Coordinators, which have been organised in cooperation with OSCE and the office of the special representative and Anti-Trafficking Coordinator.

Objective 1: To implement the third evaluation cycle of Slovenia with regard to the implementation of the Council of Europe Convention on Action against Trafficking in Human Beings.

Objective 2: To actively participate at meetings of National Anti-Trafficking Coordinators within the scope of the Council of Europe and OSCE.

| Responsible institution: | National Anti-Trafficking Coordinator |
| --- | --- |
| Participants: | Ministry of the Interior (ATS), experts in combating human trafficking (IWG) |
| Deadline:  | Continuous activities in 2021 and 2022 |

## 4.4 Cooperation in the review mechanism of the United Nations Convention Against Transnational Organised Crime and its protocols (UNTOC)

At the 10th conference of the UNTOC contracting countries in October 2020, the mechanism for the review of implementation of the United Nations Convention Against Transnational Organised Crime (UNTOC) was founded. The convention is supplemented by three protocols, including the Protocol to Prevent, Suppress and Punish Trafficking in People, Especially Women and Children, which was ratified by Slovenia in 2004 (Official Gazette of the Republic of Slovenia [Uradni list RS], No. 48/2004).

The review procedure is conducted through self-evaluation of member countries, i.e. each country is reviewed by two countries and each member country reviews at least one or a maximum four countries. Countries are divided into three groups with 63 countries each, the evaluation procedure is conducted in four stages, whereas each stage focuses on a specific theme:

1. Criminalisation and jurisdiction;
2. Prevention and protective measures;
3. Prosecution and the judicial system;
4. International cooperation, mutual legal assistance and seizure.

Each of the four stages will be conducted for two years, i.e. the entire process for each country will last eight years.

Slovenia has been ranked in the second review group, meaning that its review procedure starts on 1 November 2021. It will be reviewed by Armenia and Mauritius. Together with Lebanon, Slovenia has been determined to review Latvia in the first review period, which started in December 2020. Together with Tanzania, Slovenia has been determined to review Senegal in the third review period, which will start in November 2022.

Objective 1: To implement the first review procedure for Slovenia with regard to the implementation of the Protocol to Prevent, Suppress and Punish Trafficking in People, Especially Women and Children.

Objective 2: To cooperate in the review mechanism with regard to the implementation of the Protocol to Prevent, Suppress and Punish Trafficking in People, Especially Women and Children,for the first phase of Latvia and Senegal evaluation.

| Responsible institution: | National Anti-Trafficking Coordinator  |
| --- | --- |
| Participants: | Ministry of Justice, Ministry of the Interior (ATS), experts in combating human trafficking (IWG) |
| Deadline:  | Continuous activities in 2021 and 2022 |

## 4.5 International operational cooperation of the 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 and continue certain established forms of cooperation within EUROJUST, INTERPOL, EUROJUST.

| Responsible institution: | Ministry of the Interior of the Republic of Slovenia, the Police |
| --- | --- |
| Participants: | Specialised State Prosecutor’s Office of the Republic of Slovenia, IRSD |
| Deadline:  | Continuous activities in 2021 and 2022 |

# 5 Improvement of systemic solutions and proposals for legislative amendments

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 of this is to appropriately amend the legislation regulating human trafficking and to seek more efficient legislative solutions.

## 5.1 Introduction of the function of the national rapporteur on trafficking in human beings

In 2002, the Government of the Republic of Slovenia appointed the National Anti-Trafficking Coordinator who manages the IWG and coordinates the work of competent national authorities, non-governmental and humanitarian organisations in the area of human trafficking prevention and combating.

At the state level, the work of the IWG is monitored only indirectly via annual reports and action plans presented to the Commission for Petitions, Human Rights and Equal Opportunities at the National Assembly. To enable an objective evaluation of the situation and implemented state activities in combating trafficking in human beings, it would be rational to introduce a national rapporteur function, who would independently analyse information and draft reports including the proposals for improvement.

The GRETA Group called upon the Slovenian authorities to introduce the independent national rapporteur or the possibility to appoint a separate organisation entity or another independent mechanism that monitors the activities of member states in combating trafficking in human beings (paragraph 23). The GRETA Group also proposes the introduction of independent evaluation of implementation of the national action plan as a tool to evaluate the impact of activities and planning of future policies and actions for combating trafficking in human beings (paragraph 27).

Trafficking in human beings is a severe violation of fundamental human rights, therefore, the most appropriate integration of the afore mentioned function is in the institution of the Human Rights Ombudsman, who, in relation to other national authorities, is independent and can provide objective findings about the current situation in this area.

Objective: To study the possibilities of introducing an independent mechanism for monitoring the implemented activities by national authorities in prevention of trafficking in human beings and combating trafficking within the scope of the Human Rights Ombudsman institution. The main task of the national rapporteur will be to prepare independent reports about country’s actions in this area and proposals for improvements, especially from the aspect of the situation of victims of human trafficking and protection of their rights.

| Responsible institution: | National Anti-Trafficking Coordinator |
| --- | --- |
| Participants: | Human Rights Ombudsman |
| Deadline:  | The second half of 2022. |

## 5.2 Ensuring comprehensive and sustainable assistance to children with experience of human trafficking

Resolving the issue of children accommodation is one of the commitments from the preliminary action plan. In the previous period, five meetings were held, i.e. three at the professional level and two at the level of national secretaries of competent ministries. Since there has been no final agreement with regard to the regulation of this issue, the task shall be implemented in the next two-year period.

Assistance for child 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 that 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 (court) and the subsequent appointment of a guardian (social work centre). Such accommodation itself requires the around-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 (paragraph 116).

Objective: 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.

| Responsible institution:  | National Anti-Trafficking Coordinator |
| --- | --- |
| Participants: | Ministry of Labour, Family, Social Affairs and Equal Opportunities, Ministry of the Interior (ATS), NGOs and humanitarian organisations qualified to provide assistance to victims of human trafficking, other representatives of the IWG. |
| Deadline:  | The first half of 2021.  |

## 5.3 Systemic regulation of healthcare protection for victims of human trafficking

The proposal for a systemic regulation of healthcare protection for victims of human trafficking arises from the previous action plan. The IWG has discusses the issue, however, there has been no final agreement with regard to the regulation of the issue. This task shall be carried out in the next two-year period.

Protection and assistance for victims in the Republic of Slovenia are provided via the implementation of programmes “Providing assistance to victims of human trafficking – Crisis accommodation” and Providing assistance to victims of human trafficking – Safe accommodation” However, certain deficiencies have been noticed in the implementation of the aforementioned programmes, which are shown especially in inadequate healthcare.

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[[6]](#footnote-6) in accordance with the Act governing healthcare and health insurance. Pursuant to paragraph two of Article 25 of the Healthcare and Health Insurance Act (ZZVZZ), urgent medical treatment includes the urgent healthcare 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 healthcare.

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 healthcare and health insurance.

| Responsible institution:  | National Anti-Trafficking Coordinator |
| --- | --- |
| Participants: | Ministry of Health, Ministry of the Interior, Police |
| Deadline:  | The first half of 2021.  |

## 5.4 Review of judicial practice and the evaluation of the efficiency of criminal legislation provisions in the area of human trafficking

Various judicial practices with regard to human trafficking in the area of four district and higher courts in Slovenia has highlighted the need for a comprehensive and detailed professional analysis of criminal legislation provisions and judicial practice in human trafficking.

The GRETA Group has warned in its recommendations that Slovenian authorities should perform a comprehensive evaluation of the efficiency of criminal law provisions with regard to human trafficking and related criminal offences. Therefore, the content and application of appropriate provisions should be adapted to consider the found deficiencies (paragraph 149).

The IWG will therefore strive to search for potential solutions to carry out the analysis of current criminal legislation provisions and judicial practice in the field of human trafficking, which will also ensure the recommendations and guidelines for a more effective prosecution.

Objective: To implement a professional analysis of all finalised cases in human trafficking in the period of the last ten years, which will objectively evaluate the current situation and ensure the recommendations for a more effective prosecution of such criminal offences, including the proposals for a potential amendment of legislation.

| Responsible institution:  | National Anti-Trafficking Coordinator |
| --- | --- |
| Participants: | Ministry of Justice, justice representatives, Specialised StateProsecutor’s Office of the Republic of Slovenia, Police |
| Deadline:  | The second half of 2022. |

## 5.5 **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. 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 Article 5.

| Responsible institution:  | Ministry of Justice |
| --- | --- |
| Participants: | Specialised State Prosecutor’s Office of the Republic of Slovenia, Supreme State Prosecutor's Office of the Republic of Slovenia, National Attorney General Office |
| Deadline:  | At first act amendment |

## 5.6 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). Certain deficiencies have been displayed over the years, therefore, the document should be supplemented also to cover healthcare protection for victims of human trafficking, to determine the procedure of returning victims to their countries of origin and to determine the procedure of treating minors who are human trafficking victims.

This action has been transferred from the previous action plan, since the manual update is connected to a preliminary adoption of some measures and systemic solutions, especially in connection to the care of children and the protection of human trafficking victims.

Objective: To update the Manual on the Identification, Assistance and Protection of Victims of Trafficking in Human Beings.

| Responsible institution:  | National Anti-Trafficking Coordinator |
| --- | --- |
| Participants:  | Experts engaged in combating human trafficking (IWG) |
| Services provider: | Ministry of the Interior (ATS) |
| Deadline:  | The second half of 2021. |

## 5.7 Issuing an opinion with regard to prostitution in Slovenia

The European Parliament resolution of 26 February 2014 on sexual exploitation and prostitution and its impact on gender equality[[7]](#footnote-7) stresses that there are several links between prostitution and trafficking, and recognises that prostitution — both globally and across Europe — feeds the trafficking of vulnerable women and under-age females. According to the European Commission data, victims are mostly trafficked for sexual exploitation (62%), whereas women and under-age females represent 96% of identified and alleged victims. The documentrecommends member state to introduce various methods for regulating this issue and calls upon them to introduce the so-called Nordic model that criminalises buying sexual services and prohibits all forms of luring women and abusing them for prostituion, except for the sale of sexual services itself.

In Slovenia, prostitution has been decriminalised since 2003, when the prohibition of prostitution was terminated with the amended Act on Criminal Offences against Public Order and Peace. Pursuant to the Protection of Public Order Act, only offering sexual services at public places in an intrusive manner, thereby disturbing people and causing distress or outrage amongst people has remained punishable by law (paragraph three of Article 7 of ZJRM-1).

From the criminal law aspect, the criminal offence of prostitution is defined in Article 175 of the Criminal Code, i.e., participation in prostitution of another person for exploitative purposes and instructing or encouraging or obtaining another person for prostitution by force, threat or deception. The Criminal Code protects under-age people, because on one hand it criminalises the demand for their prostitution, while on the other hand it criminalises their exploitation.

Statistical data show that most recognised victims in Slovenia are exploited for prostitution and other forms of sexual abuse. Prostituted people are very vulnerable from the economic, social and emotional view, and in most police procedures they are not recognised as victims of human trafficking, therefore, they rarely participate in pre-trial and criminal proceedings. This makes the procedures to detect, investigate and prove such criminal offences for the law enforcement authorities quite difficult and shows the need for a more effective regulation of this area at the national level.

Objective: The IWG shall provide their opinion with regard to the issue of prostitution and search for appropriate solutions to systemically regulate this area.

| Responsible institution:  | National Anti-Trafficking Coordinator |
| --- | --- |
| Participants:  | Experts engaged in combating human trafficking (IWG) |
| Services provider: | Ministry of the Interior (ATS) |
| Deadline:  | The second half of 2022. |

# 6 Support activities

The ATS supports the National Anti-Trafficking Coordinator and the IWG. It reviews the work of all national authorities and other organisations, integrated in the human trafficking issue, it manages common statistics in this area and ensures printing of expert and informational materials for notifying the media, the general public and professionals.

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

International documents and EU documents determine monitoring and assessing policies on combating human trafficking. Directive 2011/36/EU in particular requires a report to be made 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. The Supreme State Prosecutor’s Office of the Republic of Slovenia, shall be included in reporting, since it has an overview of all matters in human trafficking and it shall determine the scope and method of reporting with regard to the phase of procedures.

| Responsible institution:  | Ministry of the Interior (ATS) |
| --- | --- |
| Participants: | Police, Specialised State Prosecutor’s Office of the Republic of Slovenia, Supreme State Prosecutor’s Office of the Republic of Slovenia, NGOs, other line ministries |
| Deadline:  | Continuous activities in 2021 and 2022 |

## 6.2 Monitoring individual cases of prosecution of human trafficking offences

Due to the time-consuming and time-remote aspect of individual cases of investigating and prosecuting human trafficking offences, many times there was a lack of information about the situation of specific procedures. In 2018, we have introduced obligatory semi-annual written notification of the National Anti-Trafficking Coordinator about all current procedures, managed by the Specialised State Prosecutor’s Office of the Republic of Slovenia. This practice has proven quite beneficial; therefore, it should be continued in the future.

Objective 1: Regular monitoring of individual cases of human trafficking offences leading to final convictions. The overview and the assertion of the outcomes of individual cases shall be ensured and the National Coordinator shall be periodically (semi-annually) informed.

Objective 2: The Supreme State Prosecutor’s Office of the Republic of Slovenia shall be included in reporting, since it has an overview of all matters in human trafficking, whereas the scope and method of reporting with regard to the phase of procedures shall be determined.

| Responsible institution:  | Specialised State Prosecutor’s Office of the Republic of Slovenia  |
| --- | --- |
| Participants:  | Supreme State Prosecutor’s Office of the Republic of Slovenia, Ministry of the Interior of the Republic of Slovenia – PoliceFURS, IRSD, NGOs |
| Deadline:  | Continuous activities in 2021 and 2022 |

## 6.3 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 a small number of copies (according to the estimated need).

Objective: Annual reports and the action plan for the 2021-2022 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.

| Responsible institution:  | Ministry of the Interior (ATS) |
| --- | --- |
| Funding: | Ministry of the Interior |
| Services provider: | Ministry of the Interior (ATS) |
| Deadline:  | 2021 and 2022  |

# ANNEX

| Budget user | Activity | Budget heading | 2021 | 2022 | Total |
| --- | --- | --- | --- | --- | --- |
| MDDSZ | Assistance to victims - crisis accommodation | 170084 Assistance to victims  | € 45,000.00 | € 45,000.00 | **€ 90,000.00** |
| MINISTRY OF THE INTERIOR | Assistance to victims – safe accommodation | 3431 Material costs | € 40,000.00 | € 40,000.00 | **€ 80,000.00** |
| MINISTRY OF THE INTERIOR | Awareness raising  | 3107 Salaries | € 30,000.00 | € 30,000.00 | **€ 60,000.00** |
| MINISTRY OF THE INTERIOR | Awareness Raising – 18 October | 3431 Material costs | € 5,000.00 | € 5,000.00 | **€ 10,000.00** |
| MINISTRY OF THE INTERIOR | Printed materials  |  3431 Material costs | € 1,000.00 | € 1,000.00 | **€ 2,000.00** |
| MINISTRY OF THE INTERIOR | Organisation of the NATC SEE meeting |  3431 Material costs | / | € 10,000.00 | **€ 10,000.00** |
| MINISTRY OF THE INTERIOR – POLICE | Reintegration of victims of human trafficking | 1236 Special funds for criminal investigation implementation | € 14,480.00 | / | **€ 14,480.00** |
| MINISTRY OF THE INTERIOR – POLICE | Reintegration of victims of human trafficking | 140005 Fund for internal security Police cooperation – 25% own funding | / | Data not available\* | Data not available\* |
| GOVERNMENT OFFICE FOR THE SUPPORT AND INTEGRATION OF MIGRANTS | PATS Programme | 9275 – own funding 25% 140003 Asylum Migration and Integration Fund (AMIF) (2014-2020) | € 7,184.33€ 21,553.00 | Data not available\*Data not available\* | **€ 7,184.33****€ 21,553.00** |
| MINISTRY OF EDUCATION, SCIENCE AND SPORT | Awareness raising | 716010Innovative projects | € 2,500.00 | € 2,500.00 | **€ 5,000.00** |
| MZ  | Awareness raising | 4331Expert groups and special programmes | € 25,000.00 | € 25,000.00 | **€ 50,000.00** |
| Total\* |  |  | **€ 191,717.33** | **€ 158,500.00** | **€ 350,217.33** |

\*The final amount of funds will be known and the adoption of legislative acts within the scope of the new Multiannual Financial Framework for 2021-2027

1. <https://rm.coe.int/greta-2017-38-fgr-svn-en/168078919e> [↑](#footnote-ref-1)
2. Including non-governmental and humanitarian organisations that deal with human trafficking. [↑](#footnote-ref-2)
3. Manual on the Identification, Assistance and Protection of Victims of Trafficking in Human Beings, Government Decision No. 02402-2/2016 of 5 May 2016, available at <https://www.gov.si/assets/vladne-sluzbe/UKOM/Boj-proti-trgovini-z-ljudmi/Dokumenti/Prirocnik-o-identifikaciji-pomoci-in-zasciti-zrtev-trgovine-z-ljudmi.pdf>. [↑](#footnote-ref-3)
4. Council of Europe Convention on Action against Trafficking in Human Beings, Article 13, point 1. [↑](#footnote-ref-4)
5. Aliens Act, Article 50. [↑](#footnote-ref-5)
6. ZTuj-2, Article 50, points 3, 8 and Article 75, point 1 [↑](#footnote-ref-6)
7. <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//TEXT+TA+P7-TA-2014-0162+0+DOC+XML+V0//SL> [↑](#footnote-ref-7)