



Strasbourg, 27 March 2006

CDL-JU(2006)020 Engl. only

CCS 2006/06

EUROPEAN COMMISSION FOR DEMOCRACY THROUGH LAW (VENICE COMMISSION)

in co-operation with THE CONSTITUTIONAL COURT OF HUNGARY

5th MEETING OF THE JOINT COUNCIL ON CONSTITUTIONAL JUSTICE

MINI CONFERENCE ON "GENDER EQUALITY"

BUDAPEST, 17 JUNE 2006

EQUALITY BETWEEN THE SEXES IN SLOVENIA

REPORT

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ABSTRACT:

The Principle of Equality is one of the basic constitutional provisions. Slovenia has ratified or considers the main treaties concerned with the principle of equality between men and women. Additionally, as a member of the EU, the country harmonized the national legislation with the *acquis communataire*. Furthermore, it was one of the first transitional countries whereof the attention was focused on women's policy and on the equality of gender policy. By the Equal Opportunities for Women and Men Act the country introduced a special institution of Ombudsman for Equal Opportunities for Women and Men dealing with cases of supposed unequal treatment of gender.

The law does not specifically prohibit trafficking in persons, and trafficking in women through and to the country was a problem. In the absence of a law against trafficking, the country continued to investigate and to prosecute traffickers under laws against pimping, procurement of sexual acts, inducement into prostitution, rape, sexual assault, bringing a person in slavery or similar conditions, and the transportation of slaves. Violence against women occurred and was underreported; however, awareness of spousal abuse and violence against women increased. The act preventing violence in the family has been currently under preparation.

1. LEGAL BASIS FOR THE EQUAL OPPORTUNITIES OF WOMEN AND MEN

1.1. CONSTITUTION

The Constitutional Act Amending Article 14 of the Constitution of the Republic of Slovenia¹ also inserted into Para. 1 of Article 14 (regulating prohibition of discrimination) a general prohibition of discrimination regarding disability. The amended text of Para. 1 of Article 14 of the Constitution reads as follows: "In Slovenia everyone shall be guaranteed equal human rights and fundamental freedoms irrespective of national origin, race, sex, language, religion, political or other conviction, material standing, birth, education, social status, disability or any other personal circumstance." In accordance with Para. 2 of Article 14 of the Constitution, all persons shall be equal before the law. The principle of equality is one of the basic constitutional provisions. It means the right of an individual for a guaranteed equality in establishing and implementation of law (equality in law and equality before law).²

The principle of equality is bound by some particular constitutional provisions explicitly referring to the equality and equality of rights. In this way, Article 22 of the Constitution guarantees the equal protection of rights. Para. 1 of Article 42 guarantees all citizens of full age, the universal and equal right to vote and to be elected. Under Para. 3 of Article 49 everyone shall have access under equal conditions to any position of employment. Under Para. 1 of Article 53 marriage is based on the equality of spouses.

The prohibition of inequality determined by Para. 1 of Article 14 of the Constitution must be considered even in exceptional circumstances of war or in case of emergency (Para. 1 of Article 16 of the Constitution). Legal guarantees in criminal proceedings must be, in addition to absolute equality, guaranteed for anyone charged with a criminal offence (Article 29). Under Para. 1 of Article 63 any incitement to national, racial, religious or other discrimination and inflaming of national, racial, religious or other hatred and intolerance is unconstitutional.³

1.2. TREATIES RATIFIED OR CONSIDERED BY THE REPUBLIC OF SLOVENIA

Slovenia has ratified or considers the following treaties which are important for the enforcement of the principle of equality between men and women:

- Universal Declaration of Human Rights⁴
- European Convention on Human Rights and Fundamental Freedoms⁵
- Convention of the ILO No. 100 Concerning Equal Remuneration for Men and Women Workers for Work of Equal Value⁶
- Convention of the ILO No. 156 Concerning Equal Opportunities and Equal Treatment for Men and Women Workers: Workers with Family Responsibilities⁷
- International Covenant on Economic, Social and Cultural Rights⁸
- International Covenant on Civil and Political Rights⁹
- Convention on the Elimination of All Forms of Discrimination against Women¹⁰
- Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women¹¹
- Charter of Fundamental Rights of the European Union in Slovenia¹²

1.3. THE EUROPEAN COMMUNITIES AND SLOVENIA

As a member of the EU, Slovenia harmonized the national legislation with the *acquis communataire*. Slovenia was one of the first transitional countries whereof the attention was focused on women's policy and on equality of gender policy. By founding of the Equal Opportunities Office the country established grounds for the institutionalization of the policy of equality of gender and equal opportunities of women and men.

The Directives of EU, with which the Slovenian legislation was brought in accordance, concern employment and the rights deriving from the employment relationship, social and health security, however, special attention was paid to the protection of motherhood and parenthood. Additionally, particular fields of activity are presented as follows:

1.3.1.Principle of equal pay for equal work and work of equal value regardless of gender

The Council Directive 75/117/EEC was adopted as the fist directive on 10 February 1975¹³.

The Employment Relationship Act¹⁴ introduced the principle of equal pay for equal work and work of equal value. The Act imposes on the employer the duty to grant equal pay to workers regardless of gender. Therefore, the provisions of the employment contract, of the collective agreement or of the statutes of employer are invalid if they are not in accordance with the mentioned principle (Article 33). In case of violation of the right to equal pay for equal work and work of equal value, the worker can file a legal remedy and for this reason cannot be dismissed (Article 89).

1.3.2. Implementation of the principle of equal treatment for men and women concerning the access to employment, vocational training and promotion, and working conditions

The principles of the Council Directive 76/207/EEC of 9 February 1976¹⁵ were implemented by the Employment Relationship Act¹⁶ concerning the access to the employment, vocational training, and promotion and working conditions.

1.3.3. Prohibition of sexual and other harassment at working place; founding of national institutions empowered for enforcement of equal opportunities; integration of the principle of equality of gender into all regulations, policies and activities; introduction of sanctions in case of discrimination and grounds for taking the respective measures

Amending the former Council Directive 76/207/EEC of 9 February 1976, the new Directive 2002/72/EC introduced some novelties: sexual and other harassment was also defined as a sexual discrimination at working place; it gives the definition of the indirect discrimination; it is explicitly requested from the member states to found national institutions empowered for enforcement of equal opportunities, for establishment of judicial control of rights guaranteed by the mentioned Directive and for introduction of appropriate sanctions in case of any discrimination.

The Employment Relationship Act¹⁷ also regulates the sexual harassment at working place. Under Article 25, the employer shall provide for such working conditions where the workers would not be subject to compulsory sexual treatment by employers, superiors in rank or coworkers including compulsory physical, verbal or nonverbal treatment, or some other sexual behavior causing initiated, inimical or humiliated employment relationship and conditions and

which is contrary to the dignity of working men and women. The refusal of such treatment should not be the reason for any discrimination in employment. In case of violation of the mentioned provision by the employer, the burden of proof shifts to the employer.

By the Equal Opportunities for Women and Men Act¹⁸ Slovenia also introduced a special institution of Ombudsman and/or Ombudsman for Equal Opportunities for Women and Men dealing with cases of supposed unequal treatment of gender (Article 20). The Act is also a basis for integration of the principle of equality of gender in all policies. Under Article 11, the ministries preparing regulations and introducing other measures regarding the issues important for enforcement of equal opportunities shall consider the principle of equality of gender and shall cooperate with the Equal Opportunities Office, taking into account the respective proposals and statements.

1.3.4. Equal treatment of women and men in the systems of obligatory social security and professional systems of social security (health security, pension and disability insurance, insurance in case of unemployment)

The Council Directive 79/7/EEC of 19 December 1978¹⁹ concerns the schemes of systems of obligatory social security and programs of social security.

By adoption of the Directive 86/378/EEC on the enforcement of the principle of equal treatment of men and women in professional systems of social security, the principle of equal treatment in social security was extended to the professional systems of social security.

There are provisions in the Slovenian Constitution, guaranteeing the equal treatment in social security and health protection (Article 50 and 51). Under the Equal Opportunities for Women and Men Act²⁰ there were created common grounds for improvement of the position of women and for establishing of equal opportunities for women and men in social issues as well (Article 1). The rights from social security and insurance, both obligatory and voluntary, are regulated in detail by the Pension and Disability Insurance Act²¹, by the Health Protection and Health Insurance Act²² (Article 28), by the Employment Relationship Act²³ (Article 137). The Employment and Insurance against Unemployment Act²⁴ explicitly determined in the provisions on voluntary supplementary insurance that the conditions for acquiring the rights from voluntary supplementary insurance shall not be determined differently regarding gender (Para. 2 of Article 294).

1.3.5. Equal treatment of self-employed women and men, including persons engaged in farming, as well as protection of women during pregnancy and motherhood

Because the Directive 76/207/EEC concerns only employees, the Directive 86/613²⁵ was adopted later. In this way, the basis was created for implementation of the principle of equal treatment of women and men acting as self-employed or cooperating in such activities.

The Companies Act²⁶, determining the forms of foundation, operation and extension of companies and freelancers, is neutral concerning the gender.

Under the Parental Protection and Family Benefit Act²⁷ persons insured for parental protection (entitled to the parental leave, parental compensation and to the short time employment) also include self-employed persons and farmers as well as their family members (Articles 6 and 7).

The Pension and Disability Insurance Act²⁸ makes no distinction concerning the gender when regulating the obligatory insurance, such as based on work and paid contributions, thereby considering the principle of mutuality and solidarity. The obligatory insurance is valid for persons employed on the territory of the Republic of Slovenia (Article 13) for self-employed persons (Article 15) and for farmers and their family members (Article 16).

1.3.6. Improvement of health and safety at work for pregnant women and women who have recently given birth or are breastfeeding

Under the Council Directive 92/85/EEC of 19 October 1992²⁹ the member states have to introduce measures for improvement of safety and health of three categories of employees: pregnant women, mothers who have recently given birth to a child and breastfeeding mothers.

The rights to safety and health at work of employees are determined by the Employment Relationship Act³⁰ and by the Occupational Health and Safety Act.³¹ Additionally to the Employment Relationship Act, the social security of pregnant women and mothers at maternity leave and parents at parental leave is also regulated by the Parental Protection and Family Benefit Act.³²

1.3.7. Reconciliation of family and professional life – the parental leave

The Directive 96/34/EEC concerns a general agreement on parental leave that was signed among UNICEF, CEEP in ETUC – organizations which are confederations of European representatives of employees and employers.

In Slovenia, during the parental leave, workers are protected by the Employment Relationship Act and by the Parental Protection and Family Benefit Act. Under the Employment Relationship Act, in case of pregnancy and maternity, employees are entitled to enjoy special employment protection (Articles 187 through 193). During the parental leave, the employer has to ensure that the employee has the right to be absent from work or the right to a shorter working time (Article 191). Therefore, the temporary absence from work due to care of family members or due to parental leave shall not be considered as a reason for dismissal (Article 89).

Under the Parental Protection and Family Benefit Act, the employee shall inform the employer of the foreseen parental leave 30 days before taking the leave (Article 16). The Act regulates two categories of rights: insurance for the parental protection and family benefits. The rights based on the insurance for the parental protection are as follows: parental leave (maternity leave, paternal leave, child-care leave, adoption leave), parental allowance (maternity allowance, paternity allowance, child-care allowance and adoption allowance) as well as the right to shorter working time for the parenthood.

The right to child-care leave is not only the right of the mother but it is also the right of both parents. Therefore, both parents shall agree on the way of enforcement of this right. The use of this right has become flexible.

1.3.8. Burden of Proof in Case of Discrimination in Consequence of Sex

The aim of the Council Directive 97/80/EC of 15 December 1997³³ is to assure a higher level of efficiency of measures introduced by member states to give an opportunity to anyone, in case of violation of principle of equal treatment, to enforce their requests before the court.

The equal treatment of women and men is defined as an absence of direct or indirect discrimination in consequence of sex. The prohibition of direct and indirect discrimination is determined by the Equal Opportunities for Women and Men Act (Article 5) as well as by the Employment Relationship Act (Para. 3 of Article 6). When the employee presents the facts that need to prove that the employer has violated the prohibition of discrimination, the burden of proof shifts to the employer (Para. 4 of Article 6).

2. PRACTICES OF NATIONAL AUTHORITIES

2.1. GENERAL

On 23 September 2004, Slovenia ratified the Optional Protocol to the Convention on the Elimination of All Forms of Discrimination on 6 July 1992.³⁴

The last normative change aimed to tackle the under-representation of women in elected representative bodies was the change of Article 43 on »Right to vote« of the Constitution of the Republic of Slovenia³⁵. The Slovenian parliament proclaimed this change (together with the two mentioned under Women and the Economy) on 23 June 2004. By it a new paragraph was added to Article 43, which confers on the law the responsibility of defining measures for the promotion of equal opportunities for women and men in standing as candidates in elections to state bodies and bodies of local communities. This novelty, which represents a continuation of introducing measures into electoral legislation, would facilitate a more balanced participation of women in political decision-making.³⁶

To tackle the persistent under-representation of women in political decision-making, the Constitution of the Republic of Slovenia ³⁷ was changed in 2004. The constitutional reform provided a constitutional basis for legislator to take positive measures, while the Act made it compulsory to have a minimum of 40 % of each sex as candidates for European elections. The respect of the general principle of gender balanced participation and the pro-active role of political parties in promoting equal representation of women and men in decision-making are defined in the Act on Equal Opportunities for Women and Men. ³⁸

The amendment to the article on candidate list introduced the 40% representation of both sexes on a candidate list and an obligation that at least one candidate of both sexes must be placed in the upper half of the list (in Slovenia a list may have seven candidates). Lists that are not in accordance with this regulation are not valid and they are rejected by the National electoral commission. The enactment of this so called 40% quota rule was backed up by the forthcoming adoption of an amendment to the Constitution that would oblige Parliament to pass electoral legislation providing for positive measures and by a growing sense that the image of Slovenian democracy and its success might be endangered in Europe if nothing was done to improve the representation of women in European Parliament. And in fact, this rule placed Slovenia among EU member states with the highest percentage of women MPs in newly elected European Parliament (3 out of 7 members or 42 % are women).³⁹

The Office for Equal opportunities took over all the tasks of the previous office and in addition undertook some new tasks, that were added to its mandate on the basis of the government decision under which its working areas and its mandate are defined (2001). Its role has been further strengthened by the entering into force of the two equality acts, the Act on Equal Opportunities for Women and Men (2002) and the Act implementing the principle of equal

treatment (2004). Four local government communities have also appointed a special coordinator for equal opportunities for women and men and other local governments are considering following these practice.⁴⁰

The most recently adopted law of relevance to gender equality is the Implementation of the Principle of Equal Treatment Act, adopted in May 2004. It is aimed to improve the protection in relation to discrimination based on sex and other grounds, such as race or ethnic origin, health condition, disability, language, religious or other conviction, age, sexual orientation, education and social status. The Act bans direct and indirect discrimination, harassment and victimization and determines sanctions for violations, allows positive measures if they promote the achievement of its aims or are used as a compensation for less favorable position of persons with particular personal circumstances. It also lays down the basis for the establishment of the Council of the Government for the Implementation of the Principle of Equal Treatment (the respective Rule should be adopted by the Government and is in preparatory phase), which will, among other tasks, provide for implementation of the provisions of the Act, monitor their implementation and initiate educational, awareness-raising, information and research activities for the promotion of equal treatment. The Act also assigns duties in relation to the consideration of informal complaints in relation to anti-discrimination rules to the Advocate of the principle of equality, a body for investigating complaints about alleged breaches of the equal treatment principle, and determines circumstances in which the Advocate shall cede a case to the competent inspection service.⁴²

The Equal Opportunities for Women and Men Act 43 entered into force on 20 July 2002. According to the data available to us, ministries have already sent to the Equal Opportunities Office a list of officials performing the tasks of coordinator, ensuring implementation of tasks necessary for consistent adherence to equal opportunities for women and men (Article 13). The Office has already organized a meeting for coordinators, and called upon non-governmental organizations to draw up their proposals of criteria that the Office should observe in co-financing projects. Via a working group the Office is drafting guidelines for an Anti-discrimination Act, which the European Council requires of Slovenia in connection with implementation of directives 2000/43/EC and 2000/78/EC, and which would ensure non-discrimination on the basis of any personal circumstance. The general impression regarding implementation of the EQUAL OPPORTUNITIES FOR WOMEN AND MEN ACT is that a great deal will still have to be done before it is truly applied in practice. Ensuring equal opportunities for women and men means that equal representation of both genders is needed under equal conditions. The stereotypical arguments, for example, that women are not prepared to become involved in politics or to take responsibility for decision-making in other senior management positions, do not stand up to scrutiny. Only a balanced representation of both genders in the decision-making processes on the important issues in the life of our society will translate into the possibility of optimal and of course compromise solutions that are acceptable for both genders. A statistical look at the (in) equality of women's representation in decision-making processes confirms the suspicion that the Ombudsman has only just begun to gather relevant statistical data. The circumstance whereby in the Slovenian society almost three years ago the need arose to set up the Coalition for Establishing Balanced Representation of Women and Men in Public Life also speaks for itself. The Coalition has not yet concluded its mission since it is only able with difficulty to pave the way towards a different kind of thinking in the views of those who make decisions. Nevertheless, it can boast success in getting the National Assembly to adopt a decision in favor of amending Article 44 of the Slovenian Constitution in such a way that would ensure greater scope for equal representation of both genders in decision-making processes and in politics.44

2.2. THE SLOVENIAN CONSTITUTIONAL CASE-LAW (decisions taken by the Slovenian Constitutional Court)

No person may be discriminated against or given preference merely because of their sex. However, it is allowed to differentiate between such persons on account of sex if such differentiation serves to establish actual equality between the sexes where there exist objective biological or functional differences between them. In such a case the legislature is not only obliged by the prohibition against discrimination, but also (and in particular) by the duty of affirmative action: to guarantee possibilities for the actual equality of men and women. Thus, the different treatment of men and women is justified when, considering also the principle of a social State determined in Article 2 of the Constitution, it abolishes disadvantages originating from their traditionally and historically different social roles. The legislature was to give compensation for the differences resulted from the aforementioned reasons, which in the area of pension insurance as a rule affect women, by a regulation which enables women to acquire pension before men.⁴⁵

The regulation of the Labor Relations Act, according to which approval of the employer is required in the cases when, having become entitled to full old-age pension allowance, a woman desires to continue to be employed until the completion of the period of insurance of 40 years, regardless of such conditions as may be set in the collective agreement or relevant general act, is not contrary to Article 14 of the Constitution.⁴⁶

The determination of the salaries of teachers only takes into consideration the specificities arising on the basis of the Act and does not represent unequal treatment of the same groups of employees.⁴⁷

2.3. OBSERVATIONS OF INTERNATIONAL EXPERT COMMITTEES

In rural areas, women, even those employed outside the home, bore a disproportionate share of household work and family care, because of a generally conservative social tradition. However, women frequently were active in business and in government executive departments. Although both sexes had the same average period of unemployment, women frequently held lower paying jobs. On average, women's earnings were 90 percent of those of men.⁴⁸

The Government's Office of Equal Opportunities (introduced by the Equal Opportunities for Women and Men Act (E.g. Zakon o enakih možnostih žensk in moških, Equal Opportunities for Women and Men Act, *Official Gazette* 2002, no. 59) promotes nondiscrimination between women and men (State Department 2004 Human Rights Report, Slovenia HRR04).

2.4. THE OMBUDSMAN FOR EQUAL OPPORTUNITIES FOR WOMEN AND MEN

The Equal Opportunities for Women and Men Act⁴⁹ introduced the post of Ombudsman for Equal Opportunities for Women and Men. In accordance with Article 39 of the EQUAL OPPORTUNITIES FOR WOMEN AND MEN ACT the Ombudsman should start to act at least one year after enforcement of the Act (in July 2003), however, due to concrete circumstances this was not possible. The main task of the Ombudsman shall be dealing with cases of supposed unequal treatment of genders and issuing of the respective opinions. Concerning these issues, Article 29 of the EQUAL OPPORTUNITIES FOR WOMEN AND MEN ACT determines that

the Ombudsman shall, not later than by the end of March, prepare an annual report on his activities which shall be proposed by the Equal Opportunities Office in adoption to the Government. The Ombudsman acts at the Equal Opportunities Office. The respective procedural provisions are in Articles 20 to 29 of the EQUAL OPPORTUNITIES FOR WOMEN AND MEN ACT. The procedure is informal and free of charge. A written petition can be filed by individuals, NGOs, trade unions and other organizations of civil society as well as other legal entities. The Ombudsman can also discuss anonymous petitions when they contain enough data allowing procedure. Any petition shall be filed as soon as possible and/or at least one year after a case occurred, however, the Ombudsman can deal with such a case also after this term has expired when the Ombudsman finds out that the case is so important or serious that the procedure can be reasonable considering the aim of the EQUAL OPPORTUNITIES FOR WOMEN AND MEN ACT. The Ombudsman does not accept petitions that do not show an unequal treatment of gender under the EQUAL OPPORTUNITIES FOR WOMEN AND MEN ACT. In principle, the procedure shall be written; however, the Ombudsman can hear both parties when he finds out that such hearing can be useful for clarification of the respective case.

The Ombudsman shall stop the procedure upon the request of the petitioner in case of absence of petitioner's interest or in case of absence of data that are necessary for the procedure. The result of the procedure is a written Ombudsman's opinion that can also contain respective appeals how to remove the anomalies. The Ombudsman can invite the affected party to notify the Ombudsman about the measure taken in favor of removal of anomalies.⁵⁰

3. THE FIGHT AGAINST THE TRAFFICKING IN HUMAN BEINGS

3.1. OBSERVATION OF INTERNATIONAL EXPERT COMMITTEES

Prostitution is illegal but decriminalized. Anti-trafficking authorities and NGOs informally estimated that as many as 80 bars and clubs across the country could be engaged in prostitution. Trafficking in women for the purpose of sexual exploitation was a problem⁵¹.

The Committee recommends the State party to further strengthen its efforts to identify, to prevent and to combat trafficking in children for sexual and other exploitative purposes, including by undertaking studies to assess the nature and magnitude of the problem and allocating sufficient resources to this field, in accordance with the Declaration and Agenda for Actions, and the Global Commitment adopted at the 1996 and 2001 World Congresses against Sexual Exploitation. The State party is encouraged to ratify the United Nations Convention against Transnational Organized Crime and its two supplementing protocols: the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children; and the Protocol against the Smuggling of Migrants by Land, Air and Sea.⁵²

The Committee recommends the State party to classify "trafficking" as a grave criminal offence under the penal code. 53

The law does not specifically prohibit trafficking in persons, and trafficking in women through and to the country was a problem. In the absence of a law against trafficking, the Government continued to investigate and prosecute traffickers under laws against pimping, procurement of sexual acts, inducement into prostitution, rape, sexual assault, bringing a person in slavery or similar conditions, and the transportation of slaves. Enslavement convictions carry sentences of 1 to 10 years' imprisonment. Persons can also be prosecuted for rape, pimping, procurement of sexual acts, inducement into prostitution, sexual assault, and other related offenses. The penalty

ranges from 3 months' to 5 years' imprisonment or, in cases involving minors or forced prostitution, 1 to 10 years' imprisonment. Regional police directorates had departments that investigated trafficking and organized crime.

The country was primarily a transit, and secondarily, a destination country for women and teenage girls trafficked from Southeastern, Eastern, and Central Europe to Western Europe, the United States, and Canada. The country was also a country of origin for a small number of women and teenag girls trafficked to Western Europe. Victims were trafficked for purposes of sexual exploitation. Government officials generally were not involved in trafficking, although there was anecdotal evidence that some tolerated trafficking at the local level.

The Government has not fully established a system of shelter and protection for victims and witnesses. There is a National Coordinator for Trafficking in Persons and an interagency anti-trafficking working group that based its activities on the national strategy to combat trafficking. The working group, which included parliamentary, NGOs' and media representatives, established standard operating procedures for first-responders to ensure that victims receive information about the options and assistance available to them. During the year, a cabinet-level decision enhanced the working group's status and authority.

A study conducted during the year by the International Organization for Migration office identified five common deceptive practices used to recruit women trafficked to the country from Eastern Europe and the Balkans: (1) through offers of employment with no indication of work in the sex industry; (2) through media advertisements promising high wages; (3) through offers of employment in entertainment and dancing; (4) through offers of marriage; and, (5) regarding the conditions under which women will undertake prostitution. Women who were victims of trafficking reportedly were subjected to violence. Organized crime was responsible for some of the trafficking. In general, victims trafficked into the country were not treated as criminals; however, they usually were voluntarily deported either immediately upon apprehension or following their testimony in court.

In September, the domestic NGO Ključ, in cooperation with the EU and several ministries, established the first shelter devoted to trafficking victims. Ključ signed a memorandum of understanding with the Ministry of Interior that provided victims' immunity from prosecution and temporary legal status, including work permits and access to social services. Ključ also worked to raise public awareness of the trafficking problem, provide legal assistance, counseling, and other services to trafficked women, and improve cooperation among NGOs in the region.

To deter trafficking, the Ministry of Interior produced pamphlets and other informational materials for NGO-run awareness programs to sensitize potential target populations to the dangers of and approaches used by traffickers. The Ministry also worked with NGOs to provide specialized training to police and to assist the small number of victims with reintegration.⁵⁴)

3.2. LEGISLATIVE INITIATIVES AND PRACTICES OF NATIONAL AUTHORITIES

Some treaties were ratified in the meantime⁵⁵.

The Penal Code⁵⁶ was amended including Trafficking in Persons as a criminal offence: Article 387a.: (1) Whoever, for the purposes of prostitution or other forms of sexual abuse, forced labor,

slavery, servitude or trafficking with human organs, tissues or blood, buys, takes possession of, houses, transports, sells, delivers another person or disposes with another person in some other manner or mediates in these treatments, shall be punished to imprisonment for not less than 1 year and not more than 10 years. (2) If the offence from the previous paragraph is committed against a minor, or with use of force, threat or with fraud or deceit, kidnapping or by abuse of position, or with the intention of forcing to pregnancy or artificial insemination, the perpetrator shall be punished with at least 3 years of imprisonment. (3) Whoever commits the offences from Paragraphs 1 and 2 in an organized criminal group for the performing of such offences, or if the substantial material benefit was acquired...

Support work and provision of service to meet the requirements of women who experience violence have also been steadily improving. Although telephone help lines, crisis support, safe houses, legal support and counseling, social work and other services have been developed, evidence from many Slovenian regions confirms that their provision is not sufficient and always appropriate. Training (general and specialist) of professionals who are likely to be involved in working with women who experience violence (police, social workers, healthcare staff and education workers and others) has become a regular part of national response to violence against women. The major developments were achieved in specialist training for police officers. In addition to the above mentioned examples of the work that has been undertaken in Slovenia in the last decade to address violence against women in 2004 the Government adopted the first Plan of action to fight against trafficking in human beings.⁵⁷

At the end of the year 2004, the Inter-Ministerial Working Group of the Government was established pursuant to the Government's Decision No. 240-05/2003-1 with the new substantive and organizational definition of inter-ministerial cooperation and coordination in the prevention of trafficking in human beings. The appointed members are representatives of competent ministries; NGOs and inter-governmental international organizations. With this approval by the Government, the Inter-Ministerial Working Group obtained a more extensive mandate for its operations and thus established the national mechanism for defining strategies for fighting against trafficking in human beings, which is comparable to that of other European countries. In addition to exchange of information on current developments in individual ministries (organizations) with regard to fighting against trafficking in human beings, the Inter-Ministerial Working Group also implemented the goals set in the Report for 2002, which were the following: - Formalization of procedures for dealing with victims of trafficking in human beings between competent organizations; - Providing safe houses to victims of trafficking in human beings; and - Preparing a study on trafficking in human beings in Slovenia for the purpose of its further use in the preparation of action plans and other important projects. The activities of the Inter-Ministerial Working Group were at he same time adjusted to current needs and the operational work of government and non-government organizations in fighting against trafficking in human beings.

Prosecution of Criminal Offences Related to Trafficking in human beings: In 2003, the police processed 21 cases related to trafficking in human beings. In two cases criminal charges were filed against 8 persons for criminal offences of enslaving pursuant to Article 387 of the Penal Code and in two cases a report was submitted to the District State Prosecutor's Office (hereinafter: the DSPO). One criminal charge was filed for the criminal offence of procurement pursuant to Article 185 of the Penal Code and 13 criminal charges were filed for the criminal offence of facilitating prostitution pursuant to Article 186 of the Penal Code. Twenty-six suspects were charged with both criminal offences (25 pursuant to Article 186 and 1 pursuant to Article 185). One report of the case of suspected criminal offence of procurement and two

reports on the suspicion of criminal offence of facilitating prostitution were submitted to the DSPO, because there was insufficient evidence confirming the suspicion to file criminal charges. In all three criminal offences there were 28 victims of sexual abuse of which one was a minor. Eleven of these persons were, in accordance with the general criteria, defined as victims of trafficking in human beings. Additionally, the police processed 16 events and for 27 persons established that they could be or become victims of trafficking in human beings. These persons were traveling through Slovenia or were caught in attempted illegal crossing of the border or were residing in Slovenia and were engaged in prostitution. In the course of the procedure it was not possible to confirm that they were victims of trafficking in human beings.

The NGO Ključ society offered help and assistance to some persons on the assumption that they were victims of trafficking in human beings. In three of these cases the events were also processed by the police, these persons are also the same as those for which the police believes that they could become victims of trafficking in human beings. The police submitted a report to the District State Prosecutor's Office in relation to two alleged victims, one victim was a witness in the procedure and one was processed in the centre for aliens. In six cases the NGO Ključ and the police co-operated, while in one case of victims of trafficking in human beings only the NGO Ključ provided for the victim.

In 2004 the NGO Ključ concluded an important project called "PRIČA" (WITNESS"). It was selected and approved by the Delegation of the European Commission in the Republic of Slovenia and was financed by PHARE. The project was evaluated at €125,000, of which 80% was financed by PHARE and 20% was provided by Ključ from invitations for application in the Republic of Slovenia and individual donations. The main objectives of the project were the following: Putting in place the first therapeutic group for work with victims, purchase of a suitable building for the safe house for victims of trafficking in human beings, and establishing of the safe house and signing of an agreement on co-operation in providing help to victims of trafficking in human beings with the Supreme State Prosecutor's Office of the RS and the Ministry of the Interior. The Ministry of Labor, Family and Social Affairs has been continuing to co-finance the activities of the NGO Ključ with the assistance of the City Municipality of Ljubljana.

Previously, the implementation of the program of direct assistance to victims of trafficking in human beings in Slovenia started in Ljubljana through the "Program of Voluntary Repatriation and Reintegration for Victims of People Trafficking" co-financed by the British Government. The project was based on direct assistance to victims and on building possibilities for each individual for his/her repatriation and reintegration. The project included funds for medical and psychosocial help to the victim, an airplane ticket and pocket money. The non-governmental organizations Slovenska filantropija (Slovene Philanthropy) and the society Ključ (Key) as well as the outpatient clinic with the consultancy for people without health insurance also co-operated in the implementation of this project.

The NGO Ključ continued its project "Svetovalni telefon" ("Consultancy Telephone") and established a 24-hour consultancy telephone line. Additionally, the NGO Ključ continued the implementation of the program "VIOLET – How to Avoid the Traps of Trafficking in Human Beings" intended for pupils in primary and secondary schools, parents and school staff. Participants get informed of the basic terms related to trafficking in human beings. Initiatives are also implemented with regard to the co-operation of secondary schools and colleges with the NGO Ključ, namely by encouraging pupils and students to write essays on violation of human rights, trafficking in human beings and prostitution in Slovenia. ⁵⁸

4. DOMESTIC VIOLENCE EXERCISED AGAINST WOMEN

4.1. OBSERVATIONS OF INTERNATIONAL EXPERT COMMITTEES

Violence against women occurred and was underreported; however, awareness of spousal abuse and violence against women increased. SOS Phone, a non-governmental organization (NGO) that provided anonymous emergency counseling and services to domestic violence victims, received thousands of calls throughout the year. The Government partially funded 3 shelters for battered women (approximately 40 beds combined) and turned away numerous women. In cases of reported spousal abuse or violence, the police actively intervened and prosecuted the offenders. ⁵⁹

The Committee welcomes the information that the Police Act ⁶⁰ has been amended (allowing the police to remove an alleged perpetrator of child abuse or other forms of family violence from home for up to 10 days and that the courts can extend this period to 30 days). The Committee, however, remains concerned that child abuse in the family and in institutions appears to be widespread. Furthermore, while noting that an Act on Prevention of Violence in the Family is under preparation, it is concerned that the existing preventive and protective measures taken to address the problem are not sufficient. The Committee recommends the State party to continue and to strengthen its efforts to address the problem of child abuse by, *inter alia*:

- a) Ensuring full and effective implementation of the changes in the Police Act and adequate ongoing training of police officers and judges;
- b) Expediting the drafting and approval of the Act on Prevention of Violence in the Family and related changes in the family law, legislative measures which should provide for effective procedures and mechanisms to receive, monitor and investigate complaints, including intervention where necessary;
- c) Ensuring that cases of ill-treatment are investigated and prosecuted, that the abused child is not victimized in legal proceedings and that his or her privacy is protected;
- d) Providing training for parents, teachers, law enforcement officials, care workers, judges, health professionals and children themselves in the identification, reporting and management of cases of ill-treatment using a multidisciplinary and multisectoral approach;
- e) Ensuring effective coordination among the multidisciplinary team dealing with child abuse and neglect;
- f) Carrying out public education campaigns about the negative consequences of illtreatment of children;
- g) Providing facilities for the care, recovery and reintegration of victims.⁶¹

The Committee recommends the State party to strengthen its efforts to address ill-treatment of children in the family, including by raising awareness of alternative non-violent forms of discipline through public campaigns. The Committee also urges the State party to consider introducing an explicit prohibition of corporal punishment of children in the family, both in the draft amendments to the Marriage and Family Relations Act or the special act on preventing violence in the family. 62

4.2. LEGISLATIVE INICIATIVES AND PRACTICES OF NATIONAL AUTHORITIES

The Act on Prevention of Violence in the Family has been under preparation, currently in a phase of a Bill, with the assistance of the Law School of the University of Ljubljana; additionally, it is necessary to consider the appropriate time for reconciliation between particular ministries. So the Bill will not be discussed in the National Assembly in the near future.

In accordance with the Strategy of development of Social Security, until now the City Municipality of Liubliana took a number of measures to improve the activities and the results regarding the prevention of violence against women. During the last period, the level of the respective funds for such activities has been increased. The appropriate location and funds were assured for founding the first Crisis Center for victims. Spousal abuse and violence should be treated as a problem of the society. Concerning these issues, the support of Council for Prevention of Violence against Women (active under the Ministry of Labor, Family and Social Affairs) was very important. The Ministry participated in some legislative procedures; the Police Act and the Penal Code were amended, the Equal Opportunities for Women and Men Act⁶³ was passed by the National Assembly. The last Act also included violence against women. The respective amendments of the Marriage and Family Relations Act concerning violence are under preparation by the same Ministry, too; the respective bill should be discussed by the National Assembly in the near future. Participating together with the Consultation Office for Women and the City Municipality of Liubliana in the Project "Stopnice 2003" within the international fight against violence, the Police Administration of Ljubljana appealed for urgent cooperation of all competent governmental and non-governmental institutions in the fight against violence against women. Such offences have been increasing in number; however the statistics presents only some of registered offences.⁶⁴

Concerning ill-treatment of children in the family, the respective interpretation of Article 5a of the Marriage and Family Relations Act⁶⁵ can be taken into account. Article 5a regulates in detail the parents' duties in children's upbringing: (1) Parents, other persons, state bodies and subjects exercising public authority should take care of children benefits in all their activities and procedures concerning children; 2) Parents shall act on behalf of the child when they satisfy children's material, emotional and psycho-social needs through such treatment approved by the public and such treatment shows their care and their responsibility for a child considering children's personality and wishes." Considering such interpretation, it is not possible to say that parents cannot (gently) punish their child. Very intensive NGOs' activities in this filed are noticed in Slovenia.

The Slovenian Ombudsman has been striving for encouragement of all those with responsibility to be involved in improving the over-all system of protecting children's rights, and within this framework particularly that they deal systemically on the prevention of domestic violence. For this reason, at the beginning of last year the Ombudsman in cooperation with the State Prosecutor General invited the collaboration of the heads of institutions governed by legislation or the implementation thereof prescribing the duty to combat domestic violence, to help victims and to protect victims and society from the damage caused by domestic violence.

The Ombudsman proposed that a special law should ensure:

- Removal of a violent person from a family through appropriate judicial protection (police),

- Rapid and effective prosecution of violent persons (prosecutors),
- Defining specialized groups/department at district courts for family issues (he supports specialization and not reform in the form of establishing family courts),
- Appropriate penal and post-penal management of violent persons (justice department, social work centers),
- Duty to report (doctors, teachers, educators, health care),
- Coordination and a system of work and information provision among individual departments.66

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Date: March 2006

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FOOTNOTES

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