



OUR COMMON HOME

**MIGRATION AND DEVELOPMENT
IN SLOVENIA**

Researched and written by Romana Zidar, PhD (Social protection Institute of Republic of Slovenia) with the support of Jana Lampe, Nina Stenko Primožič, Peter Tomažič and Cveto Uršič, MA (Caritas Slovenia), Irma Šinkovec (Department for Development Cooperation and Humanitarian Assistance, Ministry of Foreign Affairs RS) and Leticia Lozano (Caritas Europa).

Contributions and editing by Olga Kadysheva, Patrick Taran, and Piyasiri Wickramasekara (Global Migration Policy Associates - GMPA) and Davide Gnes and Shannon Pfohman (Caritas Europa).

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Translation by Prevajanca, Manca Hočevar Jereb.

Graphic design by Vanden Broele Group.

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FOREWORD

Since its establishment in 1990, Caritas Slovenia has especially focused on caring for and helping refugees, migrants and victims of human trafficking. In fact, our very first activities were dedicated to refugees from the Western Balkan region. Among our primary objectives are solving the root causes of migrations, contributing to world peace, mitigating the consequences of climate changes and helping migrants to get a decent job to support their families, enabling them to live a decent life and to participate inclusively in society. Caritas Slovenia acts in the spirit of Pope Francis' teachings: "To listen to the individual life story of a person, let it be native or migrant; to meet with them. In this way number of prejudices are destroyed and more truth is revealed, paving the way to joint paths, to a companionship". (DJJ:5, 2018)

Our core mission is oriented toward human dignity and integral human development and encompasses all people – nationals as well as migrants. Support provided to migrants is consistent with the support Caritas is providing to all individuals and groups of people at risk of poverty and social exclusion. Caritas promotes a holistic approach towards migration and development and has the capacity and knowledge to bring positive results in an efficient manner. Caritas Slovenia strongly believes that community level outreach work complemented by advocacy efforts and humanitarian work is the right answer. Our work is rooted in Catholic Christian values, we see every migrant and all others through eyes of solidarity. Especially important is acceptance and active compassion for people on the move; we are reminded of the welcome that Slovenian immigrants have received in countries around the world over the last two centuries. Caritas actions, its reputation and visibility thus co-create environments at the local and national level that enable, welcome, protect, promote, and integrate migrants, refugees and victims of human trafficking in light of Catholic Social Teaching. Caritas has been working for decades in local communities where migrant families live, but there are still number of challenges that need to be addressed and that need government engagement and support. In view of planning and implementation of national migration policy, Caritas Slovenia strongly supports the principles of solidarity, human rights, the freedom of movement, equality, providing human security, and maintaining peace.

Caritas is already providing migrants and migrant families at risk of poverty, housing deprivation and social exclusion with a range of services. These include nutrition, financial aid if needed, psychosocial support, assistance in finding work, housing and welcome in local communities. Caritas also aids children with social and life skills, summer holidays and after-school support. Almost 11,000 volunteers dedicated to the mission and vision of Caritas in more than 450 local parishes provide services, defend human dignity and advocacy for socially excluded groups and individuals.

Caritas promotes respect and openness through practice. As perceptions of migrants are shaped by the media, Caritas Slovenia initiatives addressing representations of migration in the media and public discourse have already brought positive results. To overcome language barriers and cultural differences, Caritas is engaging cultural mediators familiar with different languages and customs who are able to translate these differences to prevent and overcome misunderstandings. Caritas' extensive experience in the field of interfaith dialogue is a starting point for future dialogue and reconciliation in Slovenia. Caritas continues its extensive activities and work in the areas of local and international development. Caritas Slovenia carries out direct assistance activities and programmes for refugees and migrants in countries in Africa, the Middle East and the Balkan region, as well as in Slovenia. Past and existing projects are bringing important results and address not only the root causes of migration, but also specific groups of people in migration. The Slovenian Catholic Bishops fully support the Caritas Slovenia mission, and in 2018 expressed their explicit support for the MIND project and the concrete work of Caritas in the field of migration, integration and development. Migrations in all forms – immigration, emigration, internal migration, refugees and asylumseekers – are here to stay in Slovenia. We as Caritas are here to work together with individuals, institutions, businesses, policy makers and local and national government to assure a common home and a common future for all human beings.

Cveto Uršič MA
Secretary General of Caritas Slovenia

EXECUTIVE SUMMARY



Photo: Stane Kerin

In this publication we wish to contribute to positive views and the active involvement of Slovenian and wider European society in development issues and concerns. We aim to increase the space for encounters between people coming from different backgrounds, having different viewpoints and understanding of the contemporary world to better comprehend the complex connections between migration, sustainable development and the responses to them with humanity, dignity and respect.

The section on national migratory context presents the main facts and figures on immigration and emigration, especially taking into account that Slovenia is and has been for many decades both a country of considerable emigration and immigration. As the figures show, there have been no significant or dramatic changes in migration trends in Slovenia over the past years. Migration has increased in absolute terms, but in comparison to total population changes, the effect is negligible. It is all the more important to recognise in light of the growing public perception of migration as a problematic issue that needs to be addressed through restrictive policies and practices. The provision of international refugee protection to persons in need in Slovenia is, contrary to potentially misleading impressions, very modest considering that from 1995 to 2018, a total of 818 persons were granted international protection refugee status in Slovenia.

The section on reality on the ground is dedicated to the analysis of some general trends related to migration and how they constitute the everyday life of migrants and other populations in the countries where they work and live and countries where they come from. We focus on economic, cultural and political contributions by migrants from Bosnia and Herzegovina, Croatia, Serbia, North Macedonia, and Kosovo as well as the contributions of migrants from Russia and China. We identify the role of diaspora organisations, remittances flows and what are they spent on.

The section on obstacles that impede possibilities of migrants to fully contribute to the development deals with the challenges migrant workers face, including exploitative practices and other situations putting them at risk. This is followed by the section on opportunities presents promising practices of programmes, services, self-organized and other relevant initiatives, that facilitate migrant contributions to development, especially in framework of Agenda 2030.

The final part of the report summarises the main conclusions on the current situation of migrants in Slovenia and contains a list recommendation to welcome, to protect, to promote, and to integrate migrants, refugees and victims of human trafficking in host communities, and societies at large. The recommendations are in line with the Twenty Pastoral Action Points and Twenty Action Points for the Global Compacts, approved by the Holy Father (The Vatican 2018).

THE COMMON HOME VISION AND VALUES; migration, development and human rights

In his 2015 encyclical, *Laudato Si'* – On care for our common home, Pope Francis (2015) reminded us that the Earth is “our common home”, and that we need to address economic, social, political and environmental challenges together in an integrated manner (CAFOD et al. 2018). Exclusion and poverty, warfare, global inequalities, climate change, unsustainable consumption and growth – as well as forced displacement and migration – demand our utmost attention and engagement. The encyclical quickly became a reference document for Catholic social service as well as development agencies worldwide, drawing attention both in and outside the Catholic Church. With the national and European “Common Home” publications, Caritas draws on this message to explore the complex interconnectedness between migration and development with its faith-based ethical framework respectful of human rights and dignity.

For Caritas, a human-centred, ethical and rights-based approach is fundamental to law, to every policy, and to all practice. Thus, an ethical interpretation of the relation between migration, development and the human person is essential to frame the vision and the objectives of the “Common Home publication”. Caritas’ vision, actions and views are rooted in legal and political instruments and sources and fundamentally in Christian and Roman Catholic Church values and teaching. These values and teachings have in common with international legal instruments and policy frameworks an affirmation of human dignity, equality of all, and inalienability of human rights as key moral principles to ensure the peaceful coexistence and basic well-being of all persons and peoples on this planet. Those include: the Universal Declaration of Human Rights (UDHR) and eight fundamental United Nations human rights covenants and conventions;¹ the 1951 Refugee Convention on the Status of Refugees and its 1967 Protocol; and the International Labour Standards defining principles and rights for decent work. The United Nations 2030 Agenda for Sustainable Development and the New Urban Agenda are especially relevant global policy frameworks. Catholic Social Teaching (CST), doctrine



developed by the Catholic Church on matters of social and economic justice and fundamental Christian values are the foundations for Caritas views and action.

In *Laudato Si'*, Pope Francis (2015:12) has argued that “the urgent challenge to protect our common home includes a concern to bring the whole human family together to seek a sustainable and integral development.” Moreover, he has called for a dialogue including everyone about “how we are shaping the future of our planet” (2015:12), questioning the current model of development and the present condition of global society where injustices are numerous, and more and more people are deprived of fundamental human rights. This demands “prioritising the weakest members of society as a way of measuring progress” (CAFOD et al. 2018:16). Human rights can be defined as protections for individuals and groups, guaranteed under international law, against interferences with fundamental freedoms and human dignity. Human rights are inalienable and cannot be denied to or relinquished by any human being, regardless of any reason including legal or immigration status. They are universal in that they apply to everyone, everywhere. Human rights encompass civil, cultural, economic, political and social rights, and are indivisible, meaning that the different sets of rights are all equally important for the full development of human beings and his/her well-being. Human rights instruments and customary international law generate three overarching obligations for States, namely: to respect, to protect, and to fulfil those rights.

¹ The International Convention on the Elimination of all Form of Racial Discrimination (1965), the International Covenant on Civil and Political Rights (1966), International Covenant on Economic, Social and Cultural Rights (1966), the Convention on the Elimination of all Forms of Discrimination against Women (1979), the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (1984), the Convention on the Rights of the Child (1989), the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families (1990), the Convention on the Rights of Persons with Disabilities (2006).

Migration

Migration is a major feature of today's globalized world. In broad terms, migration is the movement of people from one place of residence to another. While the term migration covers population movement internal to a country – rural to urban or from one locality to another in a different jurisdiction, the MIND project addresses international migration. International migration is a distinct legal, political and social category, as people move from a nation-state in which they are citizens with the rights and protections citizenship normally confers, to other countries where rights and protections of nationality, of access to social protection, and of common identity often do not apply and where social and cultural paradigms may be significantly different.

While there is no international normative definition for migration, international conventions provide agreed definitions for refugees and for migrant workers and members of their families; the latter applicable to nearly all international migrants. The definition of a refugee in the 1951 Convention and 1967 Protocol on the Status of Refugees is: "someone who is unable or unwilling to return to their country of origin owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group, or political opinion". All EU member States have ratified both the 1951 refugee Convention and its 1967 Protocol.

The International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families (ICRMW) states that: The term "migrant worker" refers to a person who is to be engaged, is engaged or has been engaged in a remunerated activity in a State of which he or she is not a national.² That convention recognises frontier worker, seasonal worker, seafarer, offshore worker, itinerant worker, and other specific categories of migrant workers as covered under its provisions. The ICRMW iterates that all basic human rights cover family members present with and dependent on migrant workers. Data from the International Labour Organisation (ILO) shows that nearly all international migrants, whatever their reasons for migration or admission, end up economically active – employed, self-employed or otherwise engaged in remunerative activity.



Photo: Jana Lampe

Specific definitions and statistical standards to obtain reliable and comparable data on international migrants have been agreed under UN auspices and are used by most governments. For statistical purposes, an international migrant is defined as "a person who has resided in a country other than that of birth or citizenship for one year or more, irrespective of the causes or motivations for movement and of legal status in the country of residence." There are an estimated 260 million foreign-born people residing today in countries other than where they were born or held original citizenship.³ However, this figure does not include persons visiting a country for short periods such as tourists, nor commercial or transportation workers who have not changed their place of established residence. Many other persons in temporary, short-term or seasonal employment and/or residence situations are not counted in UN and other statistics on migrants when their sojourn is less than a year and/or if they retain formal residency in their home or another country – even though they may fit the definition of migrant worker. For an accurate analysis of the interconnectedness of migration and development, Caritas uses a broad understanding of migration, inclusive of all those who are refugees and asylum seekers as well as migrant workers and members of their families.

² See full text at <https://www.ohchr.org/en/professionalinterest/pages/cmw.aspx>

³ Extrapolated from UNDESA (2017). As noted in UNDESA estimates, "The estimates are based on official statistics on the foreign-born or the foreign population, classified by sex, age and country of origin. Most of the statistics utilised to estimate the international migrant stock were obtained from population censuses. Additionally, population registers and nationally representative surveys provided information on the number and composition of international migrants."

Development

The pledge to leave no one behind and to ensure human rights for all is a cornerstone of the Resolution by the UN General Assembly 70/1 “Transforming our world: 2030 Agenda for Sustainable Development” that contains the Declaration and the 17 Sustainable Development Goals (SDGs) with 169 sustainable development targets, adopted 25 September 2015. This document endorsed by all 193 UN Member States expresses their shared vision of and commitment to a “world of universal respect for human rights and human dignity, the rule of law, justice, equality and non-discrimination; of respect for race, ethnicity and cultural diversity; and of equal opportunity permitting the full realisation of human potential and contributing to shared prosperity. A world which invests in its children and in which every child grows up free from violence and exploitation. A world in which every woman and girl enjoys full gender equality and all legal, social and economic barriers to their empowerment have been removed. A just, equitable, tolerant, open and socially inclusive world in which the needs of the most vulnerable are met.”⁴

The 2030 Agenda has led to paradigm shifts in the perception of development: development and sustainable development concerns all countries on the planet; environmental protection and tackling inequalities are considered among key development goals; peace and social justice are seen as integral components of the universal development agenda; and the need for the commitment and participation of all groups within all societies and states is emphasised in order to achieve development for all. The new worldwide consensus on development is grounded in the Universal Declaration of Human Rights and all human rights treaties; therefore, if states do not make progress on the actual realisation of human rights for all, the SDGs cannot be reached.

The term development encapsulates the elaboration of productive means, forces, capacities, organisation and output of goods, services, technology and knowledge to meet human needs for sustenance and well-being. It comprises building the means for: extraction and transformation of resources; production of goods, services and knowledge; constructing infrastructure for production, transportation and distribution; reproducing capital as well as skills and labour; and providing for human welfare/well-being in terms of housing, nutrition, healthcare, education, social protection and culture in its broadest sense (Taran 2012).

Caritas uses the concept of integral human development, which places the human person at the centre of the development process. It may be defined as an all-embracing approach that takes into consideration the well-being of the person and of all people in seven different dimensions. First, the social dimension, which focuses on quality of life in terms of nutrition, health, education, employment, social protection and social participation as well as equality of treatment and non-discrimination on any grounds. Second, the work and economic activity dimension as the main means of self- and family sustenance, of socio-economic engagement and of direct contribution to development for most adults in all populations. Third, the ecological dimension, which refers to respect for the goods of creation and to ensuring quality of life of future generations without ignoring this generation's cry for justice. Fourth, the political dimension, which includes issues such as: the existence of the rule of law; respect for civil, political, economic, social and cultural human rights; democracy, in particular as a representative and above all participatory tool. Fifth, the economic dimension, which relates to levels of GDP and the distribution of income and wealth, the sustainability of economic growth, the structure of the economy and employment, the degree of industrialisation, levels of high-tech ICT, and the state's capacity to obtain revenue for human services and social protection, among other considerations. Sixth, the cultural dimension, which addresses identity and cultural expression of communities and peoples, as well as capacity for intercultural dialogue and respectful engagement among cultures and identifies. Seventh, the spiritual dimension. Taken together, these dimensions underpin an integral approach to development (Caritas Europa 2010). According to Catholic Social Teaching (CST), social inequalities demand coordinated action of all the people/ the whole of the society and the whole of government in all countries for the sake of humanity based on two premises: 1) social questions are global, and 2) socio-economic inequalities are a danger for peace and social cohesion. In this sense, the development of our own country and that of others must be the concern of us all – the human community.

⁴ The 2030 Agenda for Sustainable Development, paragraph 8.

Migration and development

How development is linked to migration is a centuries old legal, policy and practical question. Vast forced and voluntary population movements from the 17th century onwards provided the people to develop the Americas – North and South, as well as emerging European nation states. Since the end of World War II, migration and development has been the subject of intense discussions among policy-makers, academics, civil society and the public. Pope Pius XII dedicated an encyclical on “migrants, aliens and refugees of whatever kind who, whether compelled by fear of persecution or by want, is forced to leave his native land” (*Exsul Familia* 1952), reaffirming that migrants and refugees have a right to a life with dignity, and therefore a right to migrate.

Migration became a fundamental pillar of development across several regions under regional integration and development projects, notably after the formation of the European Economic Community now succeeded by the European Union. Since the 1970s, migration has been essential to development through regional free movement systems in Central, East and West Africa. From the 1920s, large population movements – some forced – in the (former) Soviet Union underpinned industrial and agricultural development across the twelve USSR republics.

Spurred by geopolitical events that greatly affected human mobility on a global scale, the relationship between migration and development has become central in contemporary political, economic and social policy debates. The first global development framework to recognise the role of migration and its immense contribution to sustainable development worldwide was the Declaration and Programme of Action of the International Conference on Population and Development at Cairo in 1994. The overarching contemporary framework is the above-mentioned 2030 Agenda for Sustainable Development with its Sustainable Development Goals. While explicit reference to migration and development is laid out in SDG Target 10.7 on “safe, regular and responsible migration and mobility,” more than 44 SDG targets across 16 of the 17 SDGs apply to migrants, refugees, migration and/or migration-compelling situations (Taran et al. 2016). The New Urban Agenda adopted in Quito in October 2015 provides even more explicit attention to migrants, refugees and internally displaced persons in its global development and governance framework for cities – where most migrants and refugees reside.

In 2016, in the wake of severe and protracted conflicts in the Middle East and South Asia and the collapse of effective protection for refugees in neighbouring countries, UN Member States adopted the New York Declaration for Refugees and Migrants,⁵ which called for improved global governance of migration and for the recognition of international migration as a driver for development in both countries of origin and of destination. The Global Compact for Safe, Orderly and Regular Migration (GCM) adopted at an inter-governmental conference in Marrakesh, Morocco in November 2018, and the Global Compact on Refugees (GCR) elaborated on those principles and proposed ways of implementing them through political dialogue and non-binding commitments. Both Compacts were adopted by the UN General Assembly in December 2018.

Caritas recognises that a growing number of people are forced to leave their countries of origin not only because of conflicts and persecution but also because of other existential threats. These include poverty, hunger, unemployment and absence of decent work, lack of good governance, absence of access to education and healthcare, as much as the consequences of climate change. Forced migration for Caritas encompasses all migratory movements where an element of coercion exists. People fleeing conflicts and persecution naturally have a particular claim and right to international refugee protection. Caritas also recognises that the overwhelming proportion of migration in and to Europe reflects most EU member countries’ objective need for ‘foreign’ labour and skills to maintain viable work forces capable of sustaining their own development. This demand results from rapidly evolving technologies, changes in the organisation of work and where it takes place and declining native work forces reflecting population ageing and declining fertility.

In Caritas’ view, both people who migrate and those who remain – whether in their country of origin or in their country of residence – have the right to find wherever they call home the economic, political, environmental and social conditions to live in dignity and achieve a full life. Regardless of the legal status in a country, all migrants and refugees possess inherent human dignity and human rights that must be respected, protected and fulfilled by all States at all times. Caritas calls for a human response of solidarity and cooperation to assume responsibility for integral human development worldwide and for the protection and participation of people on the move – migrants and refugees. Migration contributes to the integral human development of migrants and of members of their countries of residence. Such a vision implies the recognition that migration, regardless of its drivers, is an opportunity for our societies to build a more prosperous, global “Common Home”, where everyone can make a contribution and live in dignity.

⁵ UN Resolution 71/1. *New York Declaration for Refugees and Migrants*. Adopted by the General Assembly on 19 September 2016.

INTRODUCTION TO THE NATIONAL REPORT

The following report provides an in-depth analysis of the current situation, policies and debates in Republic of Slovenia related to migration and development. The report develops knowledge, evidence and analysis to answer the following guiding question: **“How, and under what conditions, can migrants contribute to integral human development, their own and in/of places and societies of origin, residence and transit?”** Therefore, the publication will identify the key factors that influence the potential of migrants and refugees to contribute to development in Slovenia and in their home countries. The report supports enhancing the development potential of migration, ensuring policy coherence and maximising the benefits of immigration for both migrants and society at large.

The report draws on desk research as well as on qualitative empirical material. Desk research involved collecting relevant data from statistical databases at national, European and international level as well as from government reports, policy statements, issue papers and existing literature on migration and integration. Moreover, qualitative interviews were conducted with 20 key informants from faith-based organisations, diaspora organisations, NGOs and the Government. Findings were triangulated with multiple sources where possible.

The structure of the report is as follows. Firstly, it reviews the complex national migratory context, moving then to a development-based framing of migration and underlining the key contributions migrants and immigration in its present form brings to the economy, society, labour market, culture and people. Secondly, it identifies key obstacles that impede migrants’ full contributions to development, as well as opportunities for facilitating and enhancing migrants’ own development, the contributions of migration to development, and shared responsibility and accountability. Finally, it presents conclusions and a set of recommendations to steer Caritas and other relevant stakeholders in their future advocacy work towards protecting the rights of migrants, promoting migrants’ inclusion in Slovene society and addressing the migration-development nexus, particularly from the perspective of migrants and their contribution to integral human development. The set of recommendations is based on the results of the research supporting this publication and the long experience of Caritas Slovenia in working with migrants and refugees.



Photo: Tatjana Splichal

THE NATIONAL MIGRATORY CONTEXT

Migration to and from Slovenia in historical context

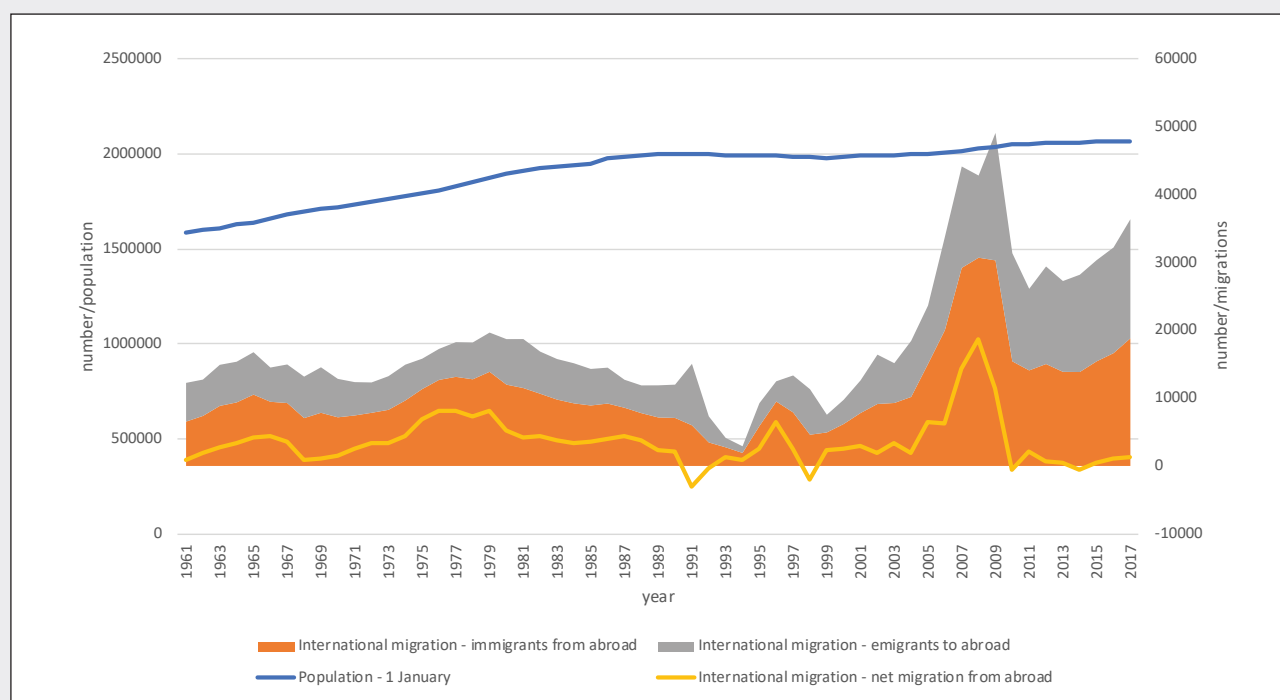
Throughout history, migration has taken a variety of forms, including daily, temporary, seasonal, and permanent arrangements (Lukšič Hacin 2018). Historically, what is now independent Slovenia has been an area of both emigration and immigration. In fact, between 1891 and 1940 Slovenia was one of the European countries with largest net emigration rates (Malačič 2008).

Mass scale emigration from the area of Slovenia began later in the 1870's and especially from 1890 to the beginning of World War I to the more developed urban areas of Austro-Hungarian Empire and then later to developing mining and industrial cities in Westphalia and on the Rhine (Lukšič Hacin 2018). It is interesting to note, that people who were moving in Europe were at that time not considered as emigrants but as workers, while emigrants were those leaving for overseas, mainly to

work as foresters, miners, ironworkers, farmers and even gold-diggers in both the Americas. As Drnovšek (1993) notes, Brazil and Argentina were systematically recruiting economic migrants from Slovenia and Europe. Special attention was also given to 'Alexandrinians', women who left for Egypt to work as maids, wet nurses, nannies and governesses. These women were not only escaping severe poverty, but also helping their families and children by sending remittances back home (Koprivec 2013, Lukšič Hacin 2018.).

In 1929 the Kingdom of Yugoslavia was formed. During World War II, Yugoslavia was invaded in 1941 and Slovenia was occupied and annexed to Germany, Italy and Hungary. In the aftermath of World War II, Slovenia co-founded the Federal People's Republic of Yugoslavia or Socialist Federal Republic of Yugoslavia (SFRY) in 1945. An estimated 100,000 people emigrated from Slovenia between the two World Wars and 20,000 immediately after World War II (Lukšič Hacin 2018., Drnovšek 2001, Švent 1991).

Chart 1: International migration to and from Slovenia 1961 – 2017



Source: Statistical Office of the Republic of Slovenia (SORS) database

After World War II, the number of political emigrants, including individuals and their families accused of collaboration, as well as people who could not accept communism, fled Yugoslavia. There is no official data on how many people left Yugoslavia after World War II, but estimations are that this figure was around several hundred thousand (Repe 2002). In 1948 the results of the first post-World War II population census showed that 5.5 % of residents of Slovenia were born outside Slovenia. In 2002 the share was 8.5 % and in 2011 11.1 %. By 2018 the share had increased to 12.1 % (SORS database).

When assessing migration to and from Slovenia, it is also important to remember that, up until 1991, the country was part of the former Socialist Federal Republic of Yugoslavia. Labour related intra-state immigration from other parts of the former Yugoslav Republic to what is now Slovenia were quite common during socialist times. Although such migrations were at that time actually considered as internal, Yugoslav state statistics counted movements of people from other Yugoslavian federal states as immigration; such data indicate that, in the 1970s, Slovenia was one of the strongest immigration areas in Europe (Beznec 2009:17). According to Jogan (1986:257) between 1965 and 1983, the average share of immigrants from other regions of the Yugoslav Republic – i.e. Bosnia and Herzegovina, Croatia, Serbia, Montenegro and Macedonia, was approximately 5,6 %.

Immigration is tightly linked with emigration, especially when analysing the possible motivations of people leaving the country where they were born or lived. Research findings of the publication *International Migration Drivers: A quantitative assessment of the structural factors shaping migration* (Migali et al. 2018) lists the key structural drivers of international migration: economic development in the countries of origin, the migrants' own social networks and demographic change. Findings stress the correlation between these factors. However, factors that were presumed to have a push effect on the motivation to migrate such as geographic and cultural distance between countries, changes in GDP levels in destination countries and the level of education of the population in the country, are not strongly correlated with the decision to migrate.



Photo: Jana Lampe

Slovenia became an independent country in June 1991. Immediately after independence, Slovenia also found itself on the brink of the bloody conflict that erupted in the Balkans and triggered an outpouring of refugees. In 1992, more than 670,000 asylum seekers from former Yugoslavian countries sought refuge in the then EU15. Slovenia was at that time a young country, which had just separated from Yugoslavia and experienced a short war itself. However, soon after the declaration of independence Slovenia was already hosting people. Most of the refugees arriving in Slovenia were Muslim Bosnians.⁶ More than 70,000 Bosnian refugees were accommodated in Slovenia in 1992, the majority of them leaving in the following years. According to UNHCR data, the number of refugees dropped to slightly more than 8,000 in 1998, two years after the war ended with the signing of the Dayton agreement (Medle 2006: 25).

In past few years Slovenia has been facing an increased number of arrival of refugees and migrants moving via the so-called Balkan route towards Western European countries. These recent movements significantly changed the narrative on migrations and migrants. Approximately 470,000 refugees and migrants passed through the Slovenian territory between September 2015 and March 2016 (Garb 2018). With the number of people transiting through Slovenia in the second half of 2015 and first months of 2016, a humanitarian discourse was swiftly replaced by one of securitisation.

⁶ The reason for this was the decision made by the Croatian Government to give priority to ethnic background of refugees, resulting in situation that only Catholic Bosnians with Croatian ethnic backgrounds were allowed to stay in Croatia while Muslim Bosnians were redirected to Slovenia and other European countries. Similarly, the Serbian Government gave priority to Bosnian refugees with Orthodox background (see Josipović 2006).

Contemporary immigration to Slovenia: stock of foreigners living and working in Slovenia

When presenting data on immigration it is relevant to note the difference among foreign-born population and foreign citizens. Why this matters for Slovenia? Mainly because more than half of those who were born abroad are nowadays citizens of Slovenia. According to Eurostat 250.226 people were residing in Slovenia in 2018 who were born abroad and moved to Slovenia at some point of their life, meaning that foreign-born individuals represented 12.1% of total Slovene population in 2018. Slightly more than half of them (54 %) acquired Slovene citizenship by naturalisation or by origin, meaning that foreign-citizens were on January 1, 2018, representing 5,9% of total population.

Majority, that is 85 % of all foreign-born population living in Slovenia was born in one of the Western Balkan countries, mostly Bosnia and Herzegovina (43 % of all foreign-born population), followed by Croatia (18% of all foreign-born population), Serbia (10 % of all foreign-born population), and North Macedonia and Kosovo (each of them 7 %)⁷.

Among foreign citizens 19.540 were coming from EU member state, while 102.335 were coming from countries that are not part of the European Union (so called third-countries). Among them majority were from Bosnia and Herzegovina (54.044), Kosovo (14.860), Serbia (11.832) and North Macedonia (11.346).

The gender structure of foreigners residing in Slovenia shows that the share of males in the total immigrant population in 2017 was 56.6%, but there are differences in gender structure between certain countries. While males represented between 50 % and 60 % of migrants from Bosnia and Herzegovina, Croatia and Serbia, women are more represented among migrants from Ukraine (67%), Thailand (87.7%), Dominican Republic (84.3%), the Philippines (79.3%) (Eurostat database).

Employment is one of the most cited reasons for immigration to Slovenia, with family reunification closely following⁸. There are differences among some countries; reasons of family reunification are very frequent reason for immigration among migrants from Kosovo (80%) and BiH (44%). It is also relevant to mention that the majority of EU citizens migrate to Slovenia for employment reasons (62%), while family reunification is with 17% less frequently stated reason for immigration to Slovenia (SORS database).

Patterns of migration movements are closely related to diaspora networks. This is clear from regional differences in the distribution of foreign-born residents. According to SORS data (2018) most immigrants in the Mura statistical region were born in Croatia (36%), while in all other statistical regions most immigrants were born in Bosnia and Herzegovina (32% - 65%). Residents born in Italy represent almost 9 % of all immigrants in the Coastal-Karst statistical region.

Another migration pattern that influences geographical aspects of movements is related to labour market, with Central Slovenia being more developed as compared to some other regions in the country. A total of 36% of the population born in the Western Balkan countries was situated in Central Slovenia in 2015⁹. Albanians from Kosovo are on the other hand more dispersed with only 21% of them living in Central Slovenia. This could be attributed to the fact, that many of them are operating family business and are therefore more dependening on their family networks than labour market demands.

Although inner migrations are not the focus of the analysis it is relevant to note, that this form of movements is the most frequent type of migration movements in the country, meaning that many people move inside the territory of Slovenia. Each year well over 100,000 people change their permanent residence. Research by Josipovič (2018) on emigration from Mura region shows that most of the people leaving the region are well-educated and skilled, frequently propelling new waves of emigration to the Central region, creating a 'centre-periphery' dichotomy and brain drain.

To put migration dynamics in context, we present data on emigration; in 2017, a total of 143,500 Slovenians were emigrants. Most of them (66 %) are in another EU member state – especially Germany (27,8 %), Austria (13,7 %), and Croatia (13,3 %). The biggest share of Slovenians in non-EU Member States were located in Serbia (8 %), Canada (6,7 %), the United States (6,6 %) and Australia (6,2 %) (United Nations Population Division 2017). The majority of emigrants were, in 2017, leaving for employment reasons, with many emigrations being a result of secondary migration movements. A total of 41 % emigrants are 25 to 39 years old and have completed upper secondary education. The majority of emigrants worked in the construction sector and manufacturing, followed by transportation and storage. Women emigrating from Slovenia in 2016 were most frequently working in administrative services, the hospitality sector and manufacturing. In the past years there has been a trend of emigration among the tertiary educated. Comparative data shows an increase of

⁷ From the EU Member States there is rather large community of migrants who were born in Germany and Italy. Most common non-European countries of birth are Russia, China, the United States, Argentina and Canada (see Annex 2 for details).

⁸ Among the 19,906 temporary first residence permits that were issued to foreigners in 2017, 62% were issued for employment/work, 28% for family reunification, 9% for education and 1% for other reasons (OECD 2018).

⁹ The majority of Bosnians, more than half of the Montenegro-born population, 36% of migrants from Serbia.

emigration among young graduates¹⁰. Most of them were moving to Austria and Germany (SORS database). The reasons for emigration to Western European countries are mostly economic, while decision on where to move is closely related to language proficiency. The average salaries in Austria were in 2017 approximately 30 % higher than in Slovenia and 26.6% in Germany (OECD 2019). The German language is also spoken by 42 % Slovenes¹¹ (Eurobarometer 2012), which eases the integration of emigrants into German-speaking labour markets.

To conclude, Slovenia has positive net migration of foreign-born population to Slovenia, but the numbers are when compared to migration movements in other EU member states relatively low. Majority of migrants are coming from Western Balkans and are moving to Slovenia for employment reasons. Available data indicated that more women migrants from Kosovo are moving for family reunification reasons,

as compared to other countries. Diaspora networks and job market opportunities are important factors when migrants are deciding in which region of Slovenia they will settle. Emigration is similarly to immigration closely connected to economic reasons, better job opportunities and higher wages. People are moving to and from Slovenia to be able to reach their full potentials and advance their opportunities.



Legal access to the territory and lawful residence in Slovenia

On a practical level, entry to the Republic of Slovenia is, for members of an EU or EEA country, allowed with a valid identity card or a valid passport and an entry permit (i.e. a visa or a residence permit) is not required. Slovenia allows free access to its labour market for citizens of the EU and EEA Member States and the Swiss Confederation, and for their family members, regardless of their citizenship, which means that these persons can work, as employed or self-employed, without a work permit.

Data on residence permits and work permits of foreign citizens allow us to look closer to the structure of immigrants arriving. In 2018¹² there were close to 168,000 people with valid residence permits staying in Slovenia, among them the share of third country nationals was 84%, while EU citizens represented the remaining 16%. Ministry of the Interior data on residence permits shows an increase of more than 40 % in valid residence permits between 2014 to 2018,¹³ while the number of newly issued residence permits is rising by a slower pace (26% in same the period).

Data on valid work permits (Annex 4) shows, that the majority of permits in October 2018 were issued to citizens of Bosnia and Herzegovina on the basis of the bilateral Agreement between Slovenia and Bosnia and Herzegovina on the employment of Bosnian citizens in Slovenia (International Treaty 14/12). The Agreement outlines special conditions for employing Bosnian nationals, these conditions do not entail the right to live in Slovenia and are valid for three years. For the first year, workers should remain in employment with the same employer. In the past this period was longer and was criticized by a number of organisations working with migrant workers, since such arrangements were often leading to slavery-like working conditions (Kanduč & Bučar Ručman 2016).

A total of 6.749 work permits were issued to citizens of the EU, EEA and Switzerland in same period 2018, among them 46% were citizens of Bulgaria, 15% to citizens of Italy and 14% to citizens of Romania. The majority of migrant workers were employed in the construction sector, followed by manufacturing and transportation and storage (see Annex 4 for details). Slovenia was severely affected by 2008 to 2014 economic crisis with sectors traditionally employing migrant workers being worst off. This is especially the case with the construction and manufacturing sectors. A significant decrease in the number of valid work permits (-82%) in the construction sector is noticeable when compared to 2008. Similarly, the manufacturing sector experienced a substantial drop in the number of migrant workers (-45%). The current economic recovery and the recovery of the construction sector is reflected in an increase of issued working permits.

¹⁰ Includes all tertiary educated inhabitants of Slovenia which moved from Slovenia to abroad. 1.364 moved from Slovenia in 2011 there was an increase to 3.643 graduates moving abroad in 2016.

¹¹ According to Eurostat, 84.1 % of Slovenes reported they knew one or more foreign languages (data for 2016).

¹² January to October 2018.

¹³ January to October 2018.

Sociodemographic determinants of migrations

Media reports and public debate is often occupied by the notion that migrants are mostly young males arriving to Slovenia for work. As it can be observed from the statistical data, this is not entirely the case. Among the foreign population slightly more than a third (34.9 %) were women. On the other hand, more women are emigrating from Slovenia, with women representing 40% of all emigrants in 2016. Another frequent stereotype is that migrants have more children as compared to national born population. Available data shows that this is not the case; children and young people (<18 years old) constitute 16% of the total immigrant population, which is less than the share of Slovene-born youth (19%).

International protection in Slovenia

The main legislative act regulating national legislative frameworks for international protection, asylum procedures, reception conditions and detention is the International Protection Act (Official Gazette of RS, No. 16/17) and the Foreigners Act (Official Gazette of RS, No. 50/11 and subsequent amendments). The procedural part is regulated with the General Administrative Procedure Act (Official Gazette of RS, No. 24/06 –, 105/06 – ZUS-1, 126/07, 65/08, 8/10 and 82/13) and the Administrative Dispute Act (Official Gazette of RS, No. 105/06, 107/09).

The procedure for international protection in Slovenia is based on two phases. Firstly, the individual expresses his or her intention to apply for international protection. Third-country nationals can express their intention before any state or local authority, which has the duty to inform the police. From the moment someone has expressed an intention to apply for international protection, the individual cannot be deported from the country. The police conduct the 'preliminary procedure' where they establish the identity and travel route of the individual and complete the registration form. During the procedure the police are obliged to provide an interpreter. The police also obtain a short statement on the reasons for the application for international protection. The individual is then transferred to the asylum centre where he or she starts the second phase of the procedure by lodging an application for international protection (Nabergoj 2017).

Slovenia-born women employment rate (67 %) was higher than employment rate of foreign-born women (60 %), while foreign-born men were with 73 % more likely to be in employment than national-born males (72.5%; all in 2017). OECD (2017) data shows that the unemployment rate among migrant women was at 11.8 % higher than among men (5.5%). The unemployment gap is noticeable when compared with native-born women (7.1%), while national-born males were more likely to be facing unemployment (5.9 %) than those born abroad (OECD Data).

In 2018, a total of 2,875 applications were filed for international protection. Compared to the 2017 total (1,476), this was almost the doubling of applications (a 195 % increase). It is, however, important to note that in 2018 most of the applications (62 %) were suspended due to the applicants leaving the country. The main reason for applicants leaving the country is that Slovenia is one of the transit countries.

The gender composition of applicants shows that men (90 %) are still the predominant group among asylum applicants. In 2018, 27 % (790) of asylum seekers seeking international protection were children, of these 86 % were boys. Among them, 556 were unaccompanied and separated children (UASC). Of this UASC number, 9 were girls. The age structure of children shows that 7 out of 9 girls and 530 out of 547 boys were between 14 to 17 years old.

The majority of asylum seekers in 2018 were from Pakistan (780), followed by Algeria (488), and Afghanistan (470). In 2017 and 2016, the highest number of applications for international protection was filed by Afghan citizens, Algerians being the second-largest group in 2017 and Syrians in 2016. In 2018, there was a significant rise of asylum applications filed by Pakistani nationals. While 140 Pakistanis sought asylum in 2017, this number increased to 780 in 2018. Children mostly came from Pakistan (223), followed by Afghanistan (143), and Algeria (74) (Ministry of Interior data 2019¹⁴).

567 refugees were relocated from Greece and Italy, as well as an additional 40 from Turkey. A total of 253 individuals were relocated as part of the quota assigned to Slovenia.¹⁵

¹⁴ Personal communication 2018.

¹⁵ Disaggregated data on nationalities show that a total of 77 people from Eritrea, 3 from Syria and 1 from Yemen were relocated from Italy to Slovenia and 149 citizens from Syria, 17 from Iraq and 6 stateless individuals were relocated from Greece. The governmental group appointed to monitor relocations was stopped in August 2018.



Photo: Jana Lampe

Only 3.5% of the total applicants (or 102 individuals) were granted refugee status in 2018, among them to 27 children, including 2 UASC. This is a significantly lower figure than in 2017, when 152 individuals were granted refugee status. As per gender structure, largest share of international protection in 2018 was granted to males (62 %). The refugee status was most often granted to asylum seekers from Syria (41), Eritrea (26), and Turkey (12) (Ministry of Interior data 2019).

Data shows that, between 1995 and 2018, a total of 818 persons were granted international protection in the Republic of Slovenia. **Despite the overall public perception that that forced migrations are driving up substantial increases in the refugee population, it is important to highlight that there are not even 1,000 people with the recognised status of international protection living in Slovenia.**

Slovenia is a transit country for people on the move to other Western European countries. One of the reasons is the lack of support from certain diaspora networks, which would ease the transition into labour market and society. This is especially the case for asylum seeking and refugee communities arriving to Slovenia in past years. Most of the diaspora networks and organisations are from Western Balkan, while diaspora networks from Middle East, Latin America or Africa are hard to find. Slovenian labour market is when compared to other Western European countries also rather small, with non-competitive wages, meaning that many migrants decide to move to another EU member state. One of the obstacles migrants are facing is also Slovene language, which is relatively hard to learn, but which they need to learn in order to be able to fully participate in the labour market and society.

Notion that Slovenia is transit country on the so called Western Balkan route can be confirmed also by the high number of unauthorised border crossings detected by the Slovene police. In 2018 there were a total of 9.149 crossings identified, a 373 % increase as compared to 2017. Most of the irregular migrants came from Pakistan (2,711), Afghanistan (1,066), and Algeria (913) (Ministry of Interior 2019a). Several of them, as described above, filed asylum applications at the border and, in a few cases, were granted refugee status.¹⁶

Number of non-governmental organisations are raising concerns regarding the number of returns. Available data shows that total of 4,784 individuals, including those whose asylum applications were declared inadmissible per regulations of the Common European Asylum System (CEAS),¹⁷ were returned to neighbouring countries in 2018. Staggering 506 % increase as compared to 2017. Most of the return procedures were to Croatia (4,653) (Ministry of Interior *ibid.*)

In 2018, a total of 1.301 people was detained in Centre for foreigners in Postojna, among them 27% (309) were children, mostly UASC (245).

On 3 March 2019 there were 298 applicants seeking international protection accommodated in the asylum centre.

As the figures show, there have been no significant or dramatic changes in migration trends in Slovenia over the past years. Migration has increased in absolute terms, but in comparison to total population changes, the effect is negligible. This is all the more important to recognise in light of the growing public perception of migration as a problematic issue that needs to be addressed through restrictive policies and practices.

¹⁶ It is important to note that migration from particular countries and regions are more and more considered as 'mixed flows', that is, they comprise of people whose reasons for migrating cannot be so neatly categorised in one type of migration or another. For example, some of those reasons may constitute legal grounds for international protection (persecution, conflict), while others may not (mainly economic motives), but distinguishing one category from another is not always self-evident. Moreover, asylum seekers themselves are often obliged to cross the country border illegally since that is the only way for them to lodge an asylum application.

¹⁷ Slovenia is part of the Common European Asylum System, together with all the EU countries that are part of the Schengen area. According to CEAS provisions, asylum seekers are required to apply for asylum in the first Schengen country they enter and may not lodge a second application in another country. Since personal information (including biometrics) is stored by public authorities, countries can relatively easily verify if an applicant has already applied elsewhere. If that is the case, the person will be returned to the first country of entry.

The situation of unaccompanied and separated children in Slovenia

Accommodation in student dormitories Postojna was established as a one-year pilot project and as a response to the needs of UASC in 2016. In 2017, the project was extended for an additional year. This happened once again at the end of 2018, as special inter-sectorial working group, tasked to develop a long-term solution for housing UASC by the end of 2018 had failed to do so. A two-tier system is currently being considered: first, a reception centre where initial procedures would take place (interview, filing of application, medical examination, age assessment, best interest determination); second, a fully supported community housing facility where two groups of children would be accommodated after filing the application. One fully supported facility would cater for younger children, while a second, semi-supported, would be designated for adolescents (15 to 18 years of age).¹⁸



Photo: Diocesan Caritas of Belgrade

¹⁸ For the youngest children and vulnerable children, foster care is considered the best option. By the end of the 2018, only foster care was being implemented as an alternative to institutionalised care in student dormitories. Unfortunately, this solution is seldomly practised, with only a handful of foster carers who are willing to take care of UASC. Foster carers are expressing interest and are aware of the need, but do not feel supported enough or competent enough to take on the role. For this reason, additional training and support should be provided to foster carers.

REALITY ON THE GROUND:

the contribution of migrants to development

Migrants make an important contribution to the development of Slovenia through their presence in the labour market, advancing the economy, entrepreneurship and the sustainability of the pension system. At the same time migrants, as newcomers to their new communities, contribute with their skills, knowledge, creativity, uniqueness, culture and language. Migrants can also play an important role in improving the lives of communities in their countries of origin through the transfer of skills and financial resources, and contributing to positive development outcomes. The latter is only possible if migration is well managed (IOM and McKinsey & Company, 2018).

The aim of this section is to recognise the diverse nature of these contributions to development. According to IOM and McKinsey & Company (2018) and McKinsey (2016), migrants contributed \$6.4 - \$6.9 trillion (9.4%) of the world's gross domestic product (GDP) in 2015, which is approximately \$3 trillion more than if they had stayed at home. According to the Internet Trends Report 2018 published by Kleiner Perkins (2018), 56% of most highly valued tech companies in USA were funded by first or second generation migrants. Skilled immigrants account for over half of Silicon Valley start-ups and over half of patents (Kerr, 2018). From 2004 to 2014, migrants provided 70% of the increase in the European workforce, while representing close to 25% of the entries into the most strongly declining occupations in Europe. Moreover, in most countries, migrants contribute more in taxes and social contributions than they receive in individual benefits (OECD 2014).

Migrants contributions are visible in day-to-day-life in Slovenia and are appreciated by many, especially in science, culture and sports. The migration of athletes from the Global South to Slovenia and to the rest of Europe, frequently described as 'muscle drain' are typically present in football, basketball and other popular sports. It is interestingly to note, that researchers are recognising migration movements of sports professionals as a new form of migration strategy to overcome restrictive migration policies (Juhart and Cof 2016), meaning that

migrants are utilizing their talents valued to gain accesses to countries that are otherwise imposing strict migrations policies.

Contributions of migrants to development can be supported by migrant and diaspora organisations in Slovenia. These are also seen as important institutions that can build bridges between migrants, Slovenia and the country of origin.



Photo: Jara Janpe

Migrants' contribution to Slovenia

People who live and work in Slovenia, contribute to the Slovene economy and are significantly advancing the society. Contributions are probably most evident in the labour market, economy, cultural life but also in household expenditures and consumption.

Migrants are employed across sectors, most frequently in construction, closely followed by manufacturing, transportation and storage, and administrative and support service activities (see Annex 4 for details).

We already presented data on work permits and labour related migrations, and pointed out the grave situation of migrant workers who were the first to feel the consequences of 2008 economic crisis when 'construction bubble' was facing complete collapse. Migrant workers conditions gained a lot of media attention during that period, when stories of exploitation cumulated. Collapse of the construction sector and laying-off manufacturing workers left many of migrant workers without their wages and basic social security. Humanitarian, non-governmental organisation and activists' groups were providing support to the migrants facing food poverty and health issues while being stuck in Slovenia without possibility or means to leave the country.

But not only low skilled migrant workers, also highly skilled professionals were facing difficulties during the economic crisis. Professional, scientific and technical activities experienced a 72 % drop in the number of migrants employed from 2008 to 2018. Similarly administrative and support service activities were seeing 69 % drop in the migration workforce in the same period. Although these sectors were not major employers for migrant workforce, figures indicate how migrants are litmus paper of social and economic turmoils.

With the economic recovery, demand for workers increased and also trust among migrants seeking opportunities in Slovenia. Today many public and private entities are seeking ways to attract foreign-born highly-skilled professionals such as medical doctors. In mid-2018 the Government passed amendments to the Medical Practitioners Act that enables the faster employment of non-EU medical doctors. Amendments to the law were passed due to the fact that the emergency paediatric cardiology unit was left without specialised surgeons. According to the data from 2016, there are around 13% of foreigners among little more than 7,500 medical doctors in Slovenia (Zupanič 2016).

The Slovenian health care system is facing similar issues also when it comes to nurses; while Slovene nurses, due to economic reasons, are migrating to Western European countries where salaries for their profession are significantly higher, Slovenia is trying to attract nurses from neighbouring Croatia. However, as Fajnik Milakovič (2018) notes, without success, since salaries are only around €100 higher for them and nurses from other former Yugoslavian countries, Slovenia is not an attractive destination, since they can find much better arrangements and conditions in Germany, Austria or Switzerland. Currently there is a lack of 5,000 nurses in Slovenia and it seems that the health system will be facing ever increasing pressures due to the lack of a qualified workforce in a society that is rapidly ageing.

Situation in the health care sector is just an illustration of the current situation of Slovenian labour market and attempts to attract migrant workers. Regardless of the demand and the efforts from the side of employers Slovenia doesn't seem to be attracting high-skilled workforce. For one reason Slovene employers are not in a position to offer competitive wages to professionals. And for the other reason, migrants from Western Balkans are aware of the potential challenges they could be facing when attempting to integrate into the society. Past experiences, restrictions, difficulties and challenges faced by migrants wishing to integrate into the labour market, learn the language can be discouraging for many.

Restrictive policies regarding migrants hamper the development of migrants, as well as the development of Slovenia. People arriving to Slovenia are in danger of being excluded from society and the labour market for lengthy periods of time. This was evident from the data presented in previous subchapters, showing number of risks migrants are facing. Migrants tend to encounter more difficulties in their everyday life, they might feel unwelcome in different situations and contexts and can feel socially isolated.

¹⁷Minimalna plača v Sloveniji leta 2019 znaša 886,63 EUR.

Contributions of migrants from Western Balkan

As already written the majority (85%) of migrants in Slovenia were born in one of the Western Balkan countries that formed the former Yugoslav federal union, including Bosnia and Herzegovina (107,676), Croatia (44,994), Serbia (25,372), Kosovo (17,050) North Macedonia (17,128), and Montenegro (3,344) (Eurostat 2018).

Intensive industrialization was an important factor influencing migration movements to and in Slovenia. 1960s and 1970s migrants from the Western Balkan countries were migrating to the developing regions of Slovenia and were employed in coal mining, wood processing, metallurgy and other industrial sectors. It was common that migrants working for the same company were from the same village or neighbourhood (Natek 1968). These migrants have now been permanently settled in Slovenia for over 50 years.

As mentioned SORS data shows that one in four migrants from countries that were part of the former Yugoslavia were living in Central Slovenia; most of the migrants from Bosnia and Herzegovina, every second migrant from Montenegro and four out of ten migrants from Serbia, while migrants from Kosovo are stelling dispersely, with only two out of ten living Central Slovenia region. Today the majority of non-qualified or low-qualified migrants workers find an opportunity to work in construction, hospitality and the care sector (Pajnik et al. 2010).

Migrants are, among general publics and in national media, often associated with low skilled and low waged work, labour market exploitation, poor living conditions and shared ethnic stereotypes. Most if not all of the stereotypes have negative consequences that are impacting also children and grandchildren of migrants. Social inequalities, poverty and social exclusion are stretching over generations of people with migrant backgrounds in Slovenia. But some of the impressions related to migrant are unfortunately true. One if them is migrant participation in certain sectors, which had historical as well as economic roots. Why this is so? When assessing migration to and from Slovenia, it is important to remember that, up until 1991, the country was a socialistic republic of the former Socialist Federal Republic of Yugoslavia – SFRY.¹⁹ Labour related intra-state immigration, from other parts of the former Yugoslav republics, to what is now Slovenia was quite common during socialist times. Although such migrations were considered internal prior to Slovenia's independence, Yugoslav state statistics considered movements of people



Photo: Caritas Slovenia

from other republics within Yugoslavia as immigration. Data indicate that, in the 1970s, Slovenia was one of the main immigration areas in Europe (Beznec 2009:17). Most of the migrants from these republics were employed in transport, construction, steel industry and healthcare (Zavratnik Zimic 2004:11). The majority of the sectors employing migrant workers nowadays are paying minimum wages²⁰, while this was not the case in the past. Research conducted among immigrants from other republics of Yugoslavia in 70. showed that there were no significant wage differences between migrant and national workers, with migrant workers actively pursuing formal education. On the other hand migrants were facing obstacles in access to proper housing and access to pre-school and elementary education for their children in their native language. Especially in larger urban areas migrants were living in segregated ghetto areas.

It is relevant to note that many of today's migrants from Western Balkan are not corresponding to the stereotypes of low-skilled and low-waged worker. SORS data shows that especially young people from the Western Balkan countries, currently living in Slovenia, are, on average, highly educated and integrated within a variety of job markets in the country, often as experts and qualified professionals. Many arrive in Slovenia to study. Foreign students accounted for 4.5% of students enrolled in tertiary education programmes in Slovenia in the academic year 2017/18. Among them, the majority (more than 90%) came either from the Western Balkans²¹ (1,811) or EU Member States²² (1,066). Especially Serbia-born migrants are highly educated with more than 20% of females and 15% of males holding tertiary qualifications (2015 data). For comparison; among Slovenes the share of the tertiary educated population was 25.7% (SORS database).

¹⁹ SFRY was a Federation and Republic consisting of six socialist Republics - Bosnia and Herzegovina, Croatia, Macedonia, Montenegro, Serbia, and Slovenia. Also, there were two autonomous provinces within Serbia - Kosovo and Vojvodina – which were part of SFRY.

²⁰ The minimum salary in Slovenia in 2019 is €886.63 gross.

²¹ Most frequently North Macedonia, Bosnia and Herzegovina and Serbia.

²² Most frequently from Croatia.

As already pointed out, Albanians from Kosovo and North Macedonia do not share the advantages of a similar language but are nevertheless important contributors to the Slovene economy. According to Josipovič (2006), migrants from Albania settled through their own networks. The Albanian community frequently works in Albanian-owned small and medium-sized enterprises. Research by Vadjal (2014) shows, that there are approximately 2,000 businesses owned by Albanians in Slovenia. Albanians typically rely on family-based networks when it comes to business and do not usually seek loans from Slovenian banks or government support in any form to enable business operations. Žitnik Serafin (2008) also notes that Albanians are self-sufficient and do not contribute to the unemployment rate.

Migrants from BiH are members of numerous Bosnian and Herzegovinian associations in Slovenia, promoting various interests such as culture, education, sports, and religion, etc. The Bosniak Cultural Association of Slovenia, established in 1996, is an umbrella organisation of nine Bosniak cultural societies and associations in Slovenia. Serbian and Croatian ethnic minorities from BiH are joining the associations of migrants who attach themselves to the Republic of Serbia and the Republic of Croatia. The Bosniak and Muslim population from Serbia and Montenegro similarly join the associations of the migrants who attach themselves to BiH or Bosniak ethnic groups. This phenomenon is equally applicable to all countries

Contribution of migrants from other countries

Among non-European countries, the most frequent countries of birth are Russia, China, the United States, Argentina and Canada (see Annex 2 for details). Over half of male immigrants from the Russian Federation were tertiary educated, and over 43% female. Among men from South America, the share of the tertiary educated was 35%, and among females 40%, illustrating that South Americans living in Slovenia are also very well educated.

For the EU-born population, 24% is residing in Central Slovenia, followed by Drava (18%) and Coastal-Karst region (13.5%). As noted by Dolenc (2005), the immigrant population in Slovenia is concentrated in urban and industrial centres, but what is interesting about the EU born population is the larger 6% share that is living in the Mura region compared to other groups. The Mura region was, prior to the 2008 economic crisis, a rather popular retirement destination among UK, Austrian and German pensioners (Drevenšek 2017), but is less attractive for those immigrants seeking employment. In recent years Mura region has lost its appeal for UK pensioners, who are now seeking real estates in Upper Carniola region, while Russian and Italians are buying properties in the Coastal-Karst region.

of destination-hosting diaspora from the former Yugoslavia. As per the Croatian diaspora; their activities are organised through the work of 12 Croatian associations societies and several Catholic missions, located in larger Slovenian cities. Additionally, there are 14 Serbian associations/societies in Slovenia, working under the Association of Serbian Societies of Slovenia, an umbrella organisation of the Serbian diaspora (Halilovich et al., 2018).

According to Halilovich and others research (ibid.), there have been attempts to recognise migrants from the territories of the former Yugoslavia (Bosnia and Herzegovina, Croatia, Serbia) as national minorities, but so far without success. Rights for national minorities are established in the Constitution of the Republic of Slovenia but are recognised only for Italian and Hungarian minorities. Romani and Sinti ethnic communities are granted a special status which is regulated by the Roma Community in the Republic of Slovenia Act. According to findings from the research associations, the BiH diaspora, as well as those in Croatian or Serbian cultural societies in Slovenia, are not well organized, and they do not lobby enough to attain this particular legal status. Our research similarly indicates that there are good intentions but on the one hand there is a lack of a 'push' factor on the side of diaspora organisations and on the other a lack of willingness on the side of the Government.

The Russians living in Slovenia are mostly well-off and are not migrating to Slovenia for economic reasons. Those residing in Ljubljana are especially very active, creative people: musicians, actors, painters, and poets. In Slovenia they find fertile soil to realise their creative potential, while at the same time bringing diversity and enriching the cultural life of the city and the country as a whole. Migrants from Russia regularly meet at the Russian Center of Science and Culture in Ljubljana, where numerous events take place: exhibitions, concerts, celebrations and meetings where you can meet both Russians and Slovenians who love Russian culture. Children of Russian migrants can learn the Russian language in a language school at the Russian centre, with many of them returning to Russia to complete their studies in universities (Škonda 2017).

The majority of the Chinese diaspora in Slovenia comes from Qingtian province in South East China. Chinese immigrants are traditionally engaged in the ethnic economy, which in their case means predominantly employed in Chinese restaurants or shops. The underlying reasons for this is an agreement between the foreign ministry of SFRY and China, that Yugoslavia would encourage the immigration of Chinese citizens in the hospitality sector, specifically of chefs and cooking assistants. Migrants from Qingtian province are business owners, employing a mostly Chinese workforce. As business owners they are usually cautious about the micro-

location of their businesses and are willing to pay Slovene nationals to seek locations for them, because they are aware that they would meet a number of obstacles if they tried themselves. To cater for the perception and stereotypes of Chinese culture, Chinese immigrants tend to control the public (self)representations and narratives of their community through their non-formal representatives. For a some time, there has been no formal Chinese diaspora organisation present in Slovenia, solely individuals who were recognised by

the embassy as community leaders (Bofulin 2016). In 2018 the police detected 36 people, mostly Chinese and Taiwan victims of trafficking, who were forced to work in illegal call centres that were part of an organised crime ring. The police operation led to diplomatic tensions, because the Slovene police were using Taiwan interpreters during the operation, breaking the One-China policy (STA 2018).

Contributions to countries of origin

In this section, we present data and trends on remittances using World Bank data. Where data is available, remittances are measured as the sum of three items in the International Monetary Fund's Balance of Payments Statistics Year Book: i) personal transfers, ii) compensation of employees, and iii) migrants' transfers (i.e., capital transfers between resident and

non-resident households). Remittances generally reduce the level and severity of poverty and lead to: higher human capital accumulation; greater health and education expenditures; better access to information and communication technologies; improved access to formal financial sector services; enhanced small business investment; more entrepreneurship; better preparedness for adverse shocks such as droughts, earthquakes, and cyclones; and reduced child labour (World Bank 2018).

We come here [to Slovenia] and there [to Western countries] to earn money and send it back home to help the family buy food, build houses, take care of the children, get medical help, take kids to school and so on. It is not easy, but we all have a vision of better tomorrow. A peaceful tomorrow in our homeland. (DN, pg. 1)

World Bank (2018) data for Slovenia for 2017 show the annual remittance inflow to Slovenia in US dollars equivalent at \$478 million. The estimate for 2018 is \$555 million, equivalent to 1% of national GDP. Two different calculations of the outflow give two very different figures for Slovenia. The total based on data from IMF Balance of Payments Statistics database and data releases from central banks, national statistical agencies, and World Bank country desks is \$226 million for 2017. However, the outflow estimate for Slovenia in 2017, based on a different methodology developed by Ratha and Shaw at the World Bank, shows total remittance outflows at \$813 million for 2017.

When compared to the Western Balkans, from where the majority of migrants in Slovenia come from, national GDP is largely influenced by remittances. According to the Eurostat database, Croatia had with 4.5% GDP the highest dependency rates on remittances among all EU Member States, while Southern European countries, that are not among EU Member States, tend to have significantly higher remittances dependency rates – Kosovo 15.3 % of GDP and Serbia 8.9% of GDP (data for 2017). Slovenia had in 2017 with 1% of GDP a

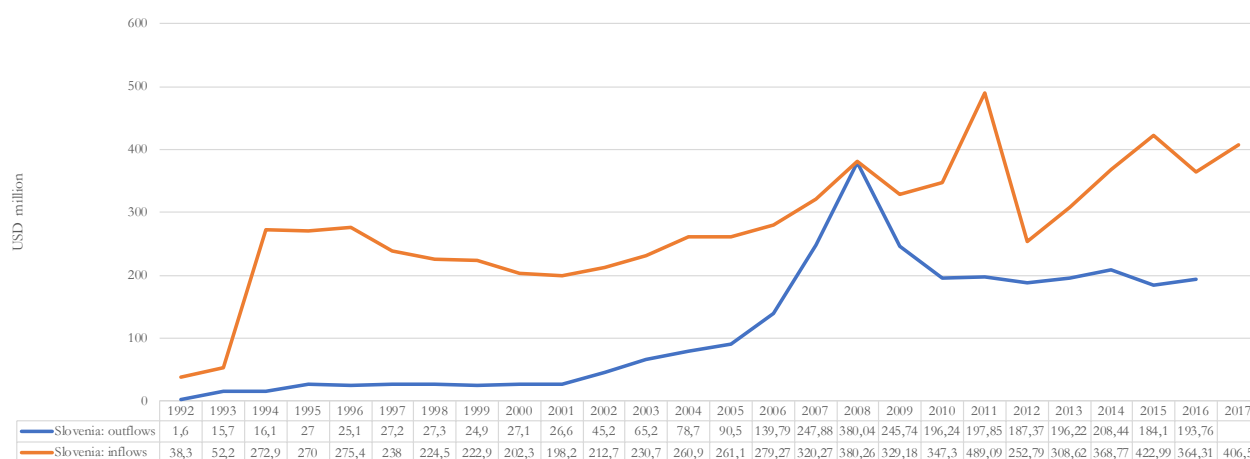
little higher dependency rate on remittances compared to the EU28 average (0.7%) (Eurostat database).

Chart 2 presents World Bank data on inflows and outflows which confirms what was already pointed out: that the flow of immigrant workers to Slovenia was heavily influenced by the economic crisis and especially the crisis in the construction and manufacturing sectors. World Bank data shows a sudden drop of outflows in 2008, and only slowly recovering in the post-crisis era. Inflows in Slovenia only matched outflows in 2008.

After 2008, there was an increase in 2011 when almost \$500 million were sent to Slovenia, followed by drop in 2012. Inflows were throughout the history of Slovenia as an independent country, outmatching outflows meaning that emigrants are sending more money to Slovenia, than immigrants working and living in Slovenia to their home countries. Nevertheless, remittances present the economic reality of migrant life and their relationship with family members that are either left behind or are living in their home countries.

Not only that they are sending money. Let me describe my case; I support my mother who lives in Serbia with pension in amount of €250. She could not survive, if we haven't helped her. I always leave her €100 when visiting, so she has some extra money. In between I pay her bills, fill her refrigerator and buy stock of foods, so she is covered until next visit (GP, pg. 8).

Chart 2: Outflows and inflows of remittances, Slovenia: 1992 – 2017



Source: World Bank 2018, own calculations

As mentioned, inflows are still outmatching outflows, which could be due to the structure of the migrant workforce which is employed in low-skilled and low-waged jobs. Although Slovenia is a high-income EU country, emigrants leave to seek better employment opportunities in other high-income western European countries, and overseas to Australia (8,000 immigrants), Canada (11,000 immigrants), and the United States (9,500 immigrants). Slovene-born immigrants living and working in these countries are regularly sending

remittances back to Slovenia, supporting their families. These figures may seem low, but they need to be interpreted in a local context. The total number of immigrants living in Canada could be fitted in Izola, the fifteenth largest city in Slovenia. If all Slovene emigrants that are, according to the Bilateral Estimates of Migrant Stocks in 2017 (World Bank 2018), living overseas came back to live in one location in Slovenia, this would be the country's second largest city.

Table 1: Remittances to and from Slovenia: top ten countries 2017 (\$ million)

Source country	Receiving country: Slovenia	Source country: Slovenia	Receiving country:
Croatia	110	179	Croatia
Germany	98	146	Bosnia and Herzegovina
Austria	46	108	Serbia
Serbia	32	67	Kosovo
US	21	62	Germany
Australia	19	51	France
Switzerland	10	51	Austria
Italy	9	29	Italy
Bosnia and Herzegovina	3	16	Switzerland
Sweden	3	9	Macedonia FRY

Source: World Bank 2018

As presented in Table 1 above, most of the inflows in 2017 were from Croatia (27%), followed by Germany (24%), Austria (11%) and Serbia (8%). Inflows are either from emigrant workers or pensioners who are receiving pensions from abroad. According to the Slovenian Institute for Pension and Disability Insurance, around 120,000 retired Slovenes or roughly 20% of all pensioners, were receiving either a full or part of their pension from abroad in 2017. Pensions are transferred to more than 40 countries worldwide, with Bosnia and Herzegovina leading (Fajnik Milaković 2018a). Among remittances that are part of the inflow, a proportion also includes pensioners who are moving to Slovenia to enjoy their retirement in a new environment.

Croatia is leading the list of the receiving countries (outflow to), followed by Bosnia and Herzegovina, Serbia, Kosovo and Germany. A closer look at Bosnia and Herzegovina shows that transfers from Slovenia represent 7% of all remittances to BiH.

One of the sustainable development goals that is included in the 2030 Agenda for Sustainable Development calls for the reduction of transaction costs of migrant remittances to less than 3% and the elimination of remittance corridors with costs that exceed 5%. Western Union transfer fees from Slovenia to EU Member States range from €4.90 for a €50,00 transfer, to 3,8% of the transferred amount for transfers above €5,000. Outside the EU, these costs start from €10 for a €100 transfer to €183 for transfers from €5,500 to €5,600.

Research from Halilovich and others (2018) shows that remittances sent to families and relatives in BiH do impact household economies, so low income families need to plan carefully when they want to set some money aside. They mostly take the money personally to avoid high transaction costs. An average BiH migrant visitor brings up to €1,000 when visiting BiH, for a period of 7-10 days. Of that, €450 are given to the family and the rest is spent purchasing groceries or services. Research findings also show that the majority of the Bosnia and Herzegovina diaspora have family-related commitments and they provide financial assistance to their immediate or close family members, mostly on finance consumption needs, repairs, construction, and are usually not spent for businesses investments. Interviews with key informants indicate that many migrants have invested their earnings in building homes for themselves and their families in their homeland. Certainly, this was a significant contribution, not only to their family, but also to the local community in the country of origin. Unfortunately, these homes are often left empty with migrants and their families permanently settling in communities abroad, where they develop social networks and personal relations, while social networks established in their countries of origin are slowly dissolving. Migrants experiences are, that they are living in some kind of limbo, trying to create and maintain households in two countries.

Most individuals living in Slovenia, especially in Ljubljana, come from an area that is very close to Slovenia. That means about 2.5 to 3 hours to Bosnia. And, of course, they still visit a lot, not just relatives, but have their own houses, build them there /... / Houses are empty, but they go on vacation, on holidays there (NG, p.10).

Experience with the use of these properties is different. An older generation of Slovenian emigrants also is facing a similar process. The challenges for the next generation immigrants and people

with migrant backgrounds is how to get the most out of this contribution so that it does not become a burden.

The story of these immigrants in Slovenia that have been here for a long time is very similar to those of our emigrants throughout Europe, especially in Germany. Many houses were built, which then remain empty for good (DV, p. 6).

Example of how home is defined and understood by migrants is probably most illustrative way to present individual struggles of people on the move. People who on the one hand bear the strength and the courage to pursue better life for themselves and

their families abroad, but on the other hand feel closely related to their homelands, feel responsibility towards those who they leave behind, and attachment to their communities.

OBSTACLES THAT IMPEDE MIGRANTS' FULL CONTRIBUTIONS TO DEVELOPMENT



The following chapter identifies the obstacles that hamper migrants' ability to develop their full potential and meaningfully contribute to the development of Slovenia and of their countries of origin. As shown above, the economic crisis accelerated migrations, emigrations and secondary migration movements, pushing low-waged migrant workers toward Western European countries to look for jobs, frequently as posted workers. They were often subjected to exploitation and precarious working arrangements. When considering that one in every eight residents of Slovenia is a migrant, it is important not only understand public perceptions of migration and migrants, but also systemic solutions to the issues that migrants are facing.

As already mentioned, the Government announced the preparation of a migration strategy, and appointed members of an inter-sectorial working group consisting of representatives of relevant ministries, to prepare a strategy until the end of July 2019. The working group preparing the strategy faces a key challenge on how to comprehensively include all relevant aspects of migration in the strategy and how to avoid the reduction of the phenomena of migration to one common denominator – the need to prevent and to manage effectively irregular migrations.

Obstacles in Slovenia

Lack of legal protection & non-recognition of migrants' rights under the law

As illustrated in the previous chapters, in Slovenia the primary sectors of employment are the construction sector and manufacturing, followed by transportation and storage. These sectors often include activities that are an integral part of so-called 3-D jobs, jobs that are dirty, dangerous, and demeaning (Quandt et al., 2013). In the case of the construction and

transportation sector, workers are regularly posted abroad or are engaged as agency workers. Migrants working in so-called 3-D conditions and precarious arrangements tend to earn less, work longer hours in worse conditions than their non-migrant peers and are frequently subjected to human rights violations, abuse, human trafficking, and violence (ILO 2015).

As can be observed from the 2017 annual report of the Labour Inspectorate of the Republic of Slovenia there has been an increase in violations related to the provisions governing the employment of foreigners in Slovenia.²³ These violations are mainly related to employers demanding work other than the work to which consent had been given, wages not being paid

²³ There were total of 45 violations of Employment, Self-employment and Work of Foreigners Act in 2017, a 44% increase compared to 2016.

on time by employers and the withholding of wage-related benefits by employers. The Workers Counselling Office, an advocacy organisation specialised in the protection of migrant workers in Slovenia, reports that their most frequent service users are truck drivers in international transport. The main problems reported are burnout, fatigue, mental health problems, long separations from families, life in a cabin-truck, enormous workloads and pay-per-kilometre fees. The second group regularly seeking their assistance are cleaners, employed in cleaning services that are outsourced by the public sector and ministries. Here they are dealing with unpaid overtime, unpaid contributions, and the disregard of the time spent for transportation from one location to another as part of the working time. The third group of migrants seeking help are those dealing with disabilities, where employers are ignoring their disability and limitations, and are illegally terminating employment agreements or forcing migrants to sign an agreement on the termination of their employment. The fourth group are subcontracted port workers who are regularly pressured to do 300 hours of overtime per month. If there is a lack of work, then the port cancels the agreement with them, since they are employed as subcontractors. Port Koper, the only port in the country, has developed a non-ethical business model in the recent decade and regularly engages independent contractors to avoid the legal obligations towards regular employees, thereby lowering the costs of labour.

Recognition of education and inclusion in education system of migrant children and adults

Migrant workers are often also under-employed, that is to say over-qualified for the position they are holding. Compared to

In 2016 there were around 47,000 workers posted abroad, most frequently to Germany, Austria, Belgium and Italy. Many of them were posted multiple times (Posted Workers website 2018). The Association of Free Trade Unions of Slovenia (2018) has warned against the poor regulation and control of this area not only in Slovenia but across the EU. Workers, mainly migrants from Western Balkan countries, were posted without valid employment contracts, without or counterfeit A-1 forms or without visas. The temporary residences of posted workers were not registered and nor were construction workers registered in the parity funds SOKA BAU in Germany or BUAK in Austria, etc. The minimum labour rights of workers were violated, forcing workers to work overtime, failing to pay a minimum wage, disregarding the right to rest breaks and recuperation and preventing workers taking their annual leave. This led not only to unfair business practices but also to social dumping and bad reputation for Slovenia. These findings also correspond to concerns raised by Eurofund (2017). Another area where migrants are in a more vulnerable situation are occupational fatalities. In 2017 there were total of 17 workplace fatalities, of which 47% were migrant workers.

An important aspect of the prevention of exploitation and violations of labour rights is the awareness about rights and access that enable full enjoyment of these rights, be it labour, social, health related, educational and others. As stated by Lukić (2018), an informed and aware migrant worker is able to effectively exercise his or her rights and protect his/her legal interests.

the majority of the population, studies have shown that non-western immigrants are more likely to work in jobs for which they are overqualified (Larsen et al. 2018). One of the main issues related to overqualification in Slovenia is the recognition of educational qualifications.

Recognition of education is a problem. I know number of migrants, that are formally avoiding to use academic titles, since their education was not recognised in Slovenia. /.../ One can say that this leads to the degradation of knowledge and skills of migrants. (MZ, pg. 4)

Complex and expensive procedures can put-off people from even starting the procedure of the recognition of their education, which is especially the case with refugees who fled their countries without formal certificates of educational attainment. Decree on the methods and conditions for ensuring the rights of persons with international protection (Official Gazette no. 72/17) is regulating the procedures for

people who are not able to present such certificates, ensuring them access to the assessment and recognition of education. Assessment and recognition of education is carried out by ENIC – NARIC centre, the national academic recognition information centre, while certificates are issued by National Education Institute Slovenia or National Examinations Centre, a central institution for external assessment of pupils, apprentices, students and adults in Slovenia.

Learning the Slovene language is one of the main challenges that migrants from non-Slavic language groups are facing. The Slovene language is spoken by slightly more than two million people, has 46 dialects, uses dual grammatical number and is considered to be one of the most archaic languages in Europe (Posedel, 2017). Learning a language is important for migrants entering the Slovene labour market, since national legislation defines the obligatory use of Slovene language in all work-related communication and documentation (including employment contracts). In cases of seasonal work, an exception of using a foreign language as a secondary language is allowed.

Special deliberation should be given to the education of migrant children in Slovenia, especially considering the fact that in the past decade the share of foreign-born children has increased. To eloquently illustrate this fact with figures; in the school year

2005/2007, 77 foreign-born children were enrolled in pre-school education and in the school year 2017/2018 this figure rose to more than four thousand. In the same school year there were more than nine thousand foreign-born children enrolled in primary school (SORS database).

An increase in the number of foreign-born children enrolled in formal pre-school and basic education is addressed in the document *Integration of Immigrant Children into the Slovenian Educational System*, prepared in 2017 by the Ministry of Education, Science and Sport. The document highlights the need to develop an additional support for children learning Slovene as well as teachers who are teaching the language on all levels. For now limited level of support is ensured in primary, secondary schools and in student dormitories. Document stresses out the importance of supporting teachers through their capacity building and practical trainings on various approaches to teaching strategies suited for multi-cultural classrooms. Learning about customs, social norms and culture is an important aspect of reducing cultural misunderstandings and communication noise. There are number of promising practices being developed in Slovenia, such as cultural mediators that are supporting migrants in their communication with institutions, schools, at their workplaces and vice-versa, supporting organisations wishing to improve their communication with migrants, co-creating space for dialogue and understanding.



Photo: Caritas Internationalis

Intensive language courses for relocated refugees

Learning Slovene is an important aspect of integration for migrants, including refugees. According to the national legislation, migrants have a right to attend free of charge a programme for learning the Slovenian language and culture. Courses comprise 180 or 60 + 120 hours, depending on the length of residence permit.

Integration counsellor prepares, together with the refugee, an individual integration plan, which also entails learning of Slovene language. Refugees are entitled to 300 hours course of Slovene language, which can be extended for additional 100 hours when attendance rate is higher than 80 %.

Those refugees who are included in supported accommodation scheme (integration houses or subvention for private accommodation and have a minimum of an 80% attendance rate in the Slovenian language learning course during the first 18 months from acquiring their status, are entitled to a grant for private accommodation for a further 18 months.

Refugees who arrive to Slovenia on the basis of a relocation programme are included in a three-month orientation programme of learning Slovenian and getting to know Slovenian society carried out by non-governmental organisations.

The experiences of different NGOs supporting the migrants in this process are showing that special consideration should be given to groups of migrants in more vulnerable situations, such as women, migrants with learning disabilities and those who are either illiterate or poorly literate.

According to UNESCO research (2018), Slovenia is a country with a rather unfavourable migration integration policy, targeting the needs of immigrant children, parents and teachers. Although there are a number of policies and solutions aiming to improve the situation of migrants in the area of education – from alternatives to the recognition of education for refugees and other groups in vulnerable situations who are not holding official proof of their education, to special measures for integration of migrant children in schools, there

is still significant room for improvement. Responsibility for these improvements is shared by policy makers, educational institutions, non-governmental organisations, communities and migrants alike. Inclusive education, the recognition of migrant skills and qualifications, and the closing of gaps related to education is something that needs to be co-created by all involved.

Today most of the migrants that are arriving to Slovenia, bring their families soon afterwards. If we don't wish them to vegetate here and to move to more prosperous European countries in five or ten years, than it would be good to develop integration programmes that make sense to them and potentially tie them to Slovenia for longer period of time. (NG, pg. 4)

Poverty and social exclusion challenges integration of migrants

Challenges of integration are closely related to the risks of poverty and social exclusion that affect third-country nationals more than host-country nationals. This is evident from Eurostat data on 'at risk of poverty or social exclusion'. In 2016 almost 40% of foreigners between 20 and 64 years of age living in the EU28 countries risked poverty and social exclusion, with Slovenia exceeding the EU28 average by 8%, meaning that in Slovenia nearly every second migrant was at risk of poverty or social exclusion. For the national born population such risks were significantly lower – in the EU28 an average 23% of national born inhabitants risked poverty or social exclusion and in Slovenia the figure was 18%. This gap evidently indicates the number of obstacles and issues migrants are facing. Disaggregated data on foreigners who are living below at risk of poverty rate or are experiencing social exclusion, shows that even among foreigners there are differences – those who were born in EU Member States (except reporting country) are less exposed to poverty or social exclusion compared to those born in non-EU states (so-called third country nationals). The gap between EU-born (42% risking poverty or social exclusion) and non-EU (49% risking poverty or social exclusion) born foreigners living in Slovenia is smaller than the EU28 average (Eurostat database).²⁴

Especially worrying is poverty affecting migrant children. Eurostat data shows that in the EU, almost one in five (17.2%) children whose parents were nationals were at risk of poverty in 2017, while the equivalent for children who had at least one foreign parent was more than twice as high at 42.2%. The gap between children with a migrant background and children with a non-migrant background in Slovenia is even bigger. In Slovenia, children with at least one parent who was a foreign citizen were four times (41.5%) as likely to be at risk of poverty as children whose parents were nationals (10.2 %) (Eurostat database).

A specific issue for the Albanian immigrant community is that they speak a non-Slavic language and they are the biggest group of immigrants speaking a language which is not widely understood or spoken. The consequent language barrier negatively influences the ability of the Albanian speaking community to adapt to the host environment and vice-versa. Since the migration of Albanians from Kosovo to Slovenia is also specific when it comes to gender structure and reasons for migration, there are challenges on how to integrate Albanian women into Slovene society and how to ensure Albanian children are receiving enough support for their school work and language learning.

The importance of developing successful integration strategies that enable women and especially children to reach their full potential was well described in few interviews.

Some Albanians are quite versatile when it comes to the integration into mainstream society, yet again others are closed in their own ghettos, failing to integrate after many years of life in Slovenia. This are mainly women, who are poorly educated, some of them didn't complete primary education. [...] Women are in subordinate position here, largely because of their culture and how men treat women. But things are also improving, especially with younger generations, with girls and women getting more opportunities for social integration and with better access to education. (SC, pg. 6)

²⁴ In the EU28, almost 28% of EU-born foreigners (except reporting country) risk poverty or social exclusion compared to almost 48% of non-EU born foreigners (Eurostat database).

Inclusive policies and practices need to be horizontal and overarching to ensure that migrants and people with migrant background are not worse-off because of socio-economic inequalities that fuel social segregation and reduce opportunities for people with different family and national backgrounds. The risk that the cost of non-integration will turn out to be higher than the cost of investment in

integration policies should be avoided at all costs. Integration efforts should be a shared responsibility of migrants and hosting communities who have the capacities and ability to give needed pull factors to ensure the quality of integration activities in order to facilitate meaningful opportunities for all to participate in society and the economy.

Housing deprivation of migrants

According to the SORS (2017) on 1 January 2017, there were around 5,500 (every sixth) immigrants living in worker dormitories, 2,500 of them who had been there the whole period since their arrival. On 1 January 2015, fewer than 5,000 foreign citizens (17.5%) were living in owner-occupied dwellings which should be placed in the context that 81% of occupied dwellings in Slovenia are owner-occupied. Data for the EU28 average show a similar picture; in 2016, seven out of ten nationals owned their home, while this was the case for only three in ten foreign citizens.

Renting suitable housing can be a challenge for migrants and nationals alike, but as illustrated by a sample of interviewee landlords, landlords are not keen on renting out to other than natives. The rental market in Slovenia is marked by a shortage of dwellings, especially in the non-profit sector, as well as the shortage of affordable dwellings in the private sector (Petrović, 2014).

In Slovenia in 2016, almost 27% of non-EU migrants experienced a burden in housing costs, as compared with 5% for nationals. Overcrowding is one of the most important indicators of quality of life. Eurostat data for 2016 show that overcrowding for non-EU nationals living in Slovenia was almost 40%, while the general overcrowding rate was 12%, meaning that immigrants were living in smaller dwellings as compared to non-immigrants. On the other hand the data on the average size of a household shows, that in 2015, immigrant household were with 2.26 average size smaller than the Slovenian ones (2.47) (SORS database).

People on the move, irrespective of whether they are refugees, asylum-seekers, or migrants, are particularly exposed to a range of human rights violations, including violations of the right to adequate housing. In many countries, a sizeable proportion of the homeless population are migrants (FEANTSA and Foundation Abbé Pierre 2018). However, there is no research data on the structure and background of homeless population in Slovenia, which would allow an insight on the issue of homelessness among migrants.



Photo: Jana Lampe

Migrants health

Research studies for Slovenia show that groups of migrants are often relatively healthy upon arrival, but are afflicted by rapidly deteriorating health thereafter, and reflect the health levels of the rest of the population after just a few years. Eurostat data on self-perceived health for 2016 shows a small share of non-EU born population (17.5%), perceived their health as very good, as compared to the national population (20.6%). Eurostat data for 2016 on self-reported unmet needs for medical examination show, that among the non-EU born population the most frequent reasons for not seeking medical help is the fear of doctors, hospital or examinations (1.1%) and secondly because of the high cost (0.4%). We will examine the need for specific measures to be taken to tackle fears that discourage migrants from seeking medical help and advice below.

In Slovenia there are two main issues related to the access of health-related rights and services. The first is related to the basic scope of health services that are available through compulsory health insurance and the supplementary health insurance. The supplementary insurance covers the difference in cost for medical services not covered fully by the compulsory health insurance (the Health Insurance Institute of Slovenia 2018). The second issue is related to language barriers that are especially evident with asylum seekers and migrants. Reports from health care professionals and non-governmental organisations show, that due to the gaps in the system, there is

no formal system established or standard operating procedures in place to assure suitable translation and cultural mediation. Currently there are different procedures for translation in health care. In communities where larger number of migrants are living, there are translators, who are employed in health care centres. In some cases, medical staff who speak the language can support the translation process but this is not recognised as part of their workload. In certain cases, professional translators are outsourced and in other cases ad hoc translators are engaged. These are most frequently relatives or acquaintances of the patient (Kocjančič Pokorn 2015).

The latter is not the best solution, since the use of close relatives as translator intervenes into patients' rights and has potentially negative effect on the family life. Additionally, it, prevents the establishment of a confidential relationship between healthcare professionals and the patient. One of the risks associated is also a possibility that the patient is the victim of domestic violence, whereby the presence of a family member can affect the safety and well-being of a patient. It is also inappropriate to use children as interpreters. This is against the best interests of the child, and can have a potentially negative impact on the child's health and well-being.

Migrants victims and survivors of trafficking in human beings

According to the Group of Experts on Action against Trafficking in Human Beings (GRETA) report published in 2018, Slovenia continues to be primarily a country of destination and transit of victims of trafficking in human beings and to a lesser extent a country of origin. From 2013 to first half of 2018, there were 289 victims of trafficking formally identified, approximately 50 per year. In 2017 the Police investigated 39 cases, and in first half of 2018 103 victims of trafficking in human beings (Ministry of Interior 2018). Increase in identification of victims can be attributed to targeted trainings of professionals, intensive cross-border cooperation and awareness raising activities conducted in past years. Majority of victims identified in first half of 2018 were from already mentioned case of forced labour of Chinese citizens in illegal call centres.

GRETA reports that majority of victims identified between 2013 and first half of 2018 were foreign women that were subjected to sexual exploitation, while men were trafficked for the purpose of forced labour, organised or forced begging, or slavery and practices similar to slavery.

The main countries of origin of the victims were Romania (29% of the identified victims), Ukraine (19%) and Serbia (13%). Other countries of origin included the Czech Republic, the Republic of Moldova, Bulgaria and North Macedonia. Five of the identified victims, all of them adult women, were Slovenian nationals. Slovenia is also a transit country, with groups of perpetrators and victims travelling from countries of origin (such as Bulgaria, Romania and the Slovak Republic) across Slovenia to other EU Member States (Italy, Austria, France) and stopping in Slovenia for only a short period at rest areas on motorways or in towns they travel through. During the refugee and migrant crisis in Europe there were no cases of human trafficking recorded, but the question remains if this was due to the short stay in challenging circumstances that

did not allow the proper identification of potential victims. GRETA notes that the real scope of human trafficking in Slovenia is probably higher than the above-mentioned figures of identified victims of trafficking suggest.

As the 2016 report by the Inter-Ministerial Working Group for combating trafficking in human beings points out, victims are in a vulnerable situations due to a range of personal circumstances, including unemployment, poor employment possibilities, low levels of education, exceptionally low earnings, indebtedness, obligation to support small children, disability, serious illness in the family, etc. Victims usually do not recognise themselves as victims, often justifying the perpetrators, minimise their actions, ignore the situation, feel ashamed or deny that they were subjected to trafficking.

It is relevant to note that migrant workers are frequently victims of exploitation. For example, the Labour Inspectorate reported cases where often well-known hotels and restaurants were offering practical training or internships to students from Western Balkan countries. Hotels were signing illegal bipartite or tripartite agreements and where it was written that they the trainees or interns would receive €1 per hour of work. In addition to the illegality of the contracts signed, the remuneration of labour violates the Minimum Wage Act (Inter-Ministerial Working Group for combating trafficking in human beings, 2017; Trade Union Youth Plus 2017).

There are a number of preventative measures, legal support, direct services for victims of trafficking and training for relevant professionals from different institutions, NGOs and other organisations who are in contact with potential victims of trafficking. The main guiding document for practitioners is the Manual on the Identification, Assistance and Protection of Victims of Trafficking in Human Beings that was adopted

by the Government in 2016. The manual defines the role and tasks of different stakeholders in the identification, assistance and protection of victims of trafficking. Caritas Slovenia was actively engaged in the preparation of this manual and is an active member of the aforementioned working group. From 2006 onwards, Caritas Slovenia has been implementing programmes on crisis accommodation and the provision of care for victims of trafficking, financed by the Ministry of Labour, Family, Social Affairs and Equal Opportunities and the foundation for financing of organisations working in the field of disability and humanitarian organisations – FIHO.

According to GRETA report (2018), Slovenia has made progress in the combat against human trafficking, including legislative changes, but there is still much room for improvement in victim assistance. Among other recommendations, GRETA (2018) suggests that the Government and relevant bodies encourage law enforcement officials (including border police), social workers, labour inspectors and other relevant actors to pursue a more proactive approach and increase their outreach work to identify the potential victims of trafficking, in particular, as regards other forms of exploitation (other than sexual) such as labour exploitation, forced marriages, forced begging.

Unfortunately, a number of practices that bear certain elements of human trafficking are becoming an integral part of the Slovenian labour market, especially for low-qualified or precarious workers. In this situation, migrant workers are, when compared to exploited national-born workers, in a more vulnerable situation, since they frequently lack the means, knowledge, skills or social capital, to tackle the problems.

Hostile public opinion against migrants and refugees

Public opinion on migrations and migrants is largely based on often mistaken perceptions of migrants as immediate threat to the integrity of countries. Hatton (2016) draws particular attention to the exposure of economic, social or cultural threats or risks, which are deemed to be posed by migrations and are especially evident in times of social or economic crises. Public and media discourses related to migrations are highly emotional and based on the construct of the Other. Migrations can thus be understood as the context that legitimises the construct of the Other. The latter can be seen as the process of ascribing moral codes of inferiority to the groups and individuals defined as different (Riggins 1997). It occurs in the form of value judgements, through social distancing and because of the insufficient knowledge of history and culture

of individuals and groups defined as the Other. According to Riggins (1997), our perception and relation to the Other do not change significantly, even when we know some people from the category of the Other. It should however be noted that the process of othering does not always have the same intensity – to some people, we are able to show more empathy than towards the other. In the example of migrations and migrants, we have less social distance from certain migrant groups (e.g. children with refugee status) compared to the other (e.g. adult male migrants in irregular situations). All this leads to collective identification, which results in the shaping of self-image and self-perception of the group through the comparison with others. The Others are externalised, while the process of othering is internalised and normalised. The final result is the duality of we/they or our/their culture.

The Slovenian public opinion research, carried out by Zavratnik, Falle Zorman and Brodar (2017), reveals similar results; at declarative level, we are all open to migrants, though there are differences, which are seen in the form of social distance and ascription. We have a greater affinity for groups of people that are not present in our environment or the ones we are quite familiar with. An important factor in accepting or excluding is the attribution of responsibility for the situation of a migrant. We feel more affinity for a person if we assess that their situation is due to factors outside our control (e.g. conflicts, wars, illness, vulnerability), than if we assess that the migrant's situation is a result of an individual responsibility or the absence of certain actions (e.g. perception that the flight of an adult man from the consequences of war is a cowardly act).

The research (ibid) mentioned above showed that public opinion is affected by conflict perceptions made by policy makers and public policies. They systematically create moral panic when they sense the increased presence of migrants or refugees and react to it, thereby establishing "crisis situations" and affecting the feeling of urgency and threat within the general public.

We cannot expect from everyone, to act politely, to be a good, loving person. But it is important how the system responds. How state acts as organised community. /.../ It is important that the system is set in a way that it doesn't allow it [hate speech]. (PB, pg. 6)

In first half of 2018, the police investigated 16 cases of offences of public incitement to hatred, violence or intolerance. In 2017, there were 23 such cases investigated. Compared to 2016 and 2015, when there were a total of 86 cases investigated, the number of cases has decreased substantially (Ministry of the Interior 2018). The typical report to Spletno oko²⁵ in 2017 was of hate speech directed towards refugees and members of Islamic community. The number of reports decreased by 57%

According to Wittig (2000), we all tend to make other people out to be different, but only those with influence in society are successful what concerns the concept of Otherness. By doing this, they establish and maintain social norms as well as prevailing ideologies and often perpetuate and deepen social inequalities.

As noted by Vezovnik (2013), migrants from former Yugoslavian countries were subjected to stereotyping, discrimination and social distancing. This was especially the case during the socio-political transition when Slovenian public discourse was trying to draw a distinction between Slovenians and other ex-Yugoslavs. Although a social distance between Slovenians and other Yugoslavs had existed throughout history, this intensified after the 1992 when this distance was legitimated in law and policy.

Combatting discrimination against migrants requires structural reforms that incentivise cohesion, and makes cohesion a fundamental logic of government policy and involves the private sector.

between 2016 and 2017. This can be explained by the proactive editorial policies of online media outlets, that contributed to the decline of hate speech in online comments. One of the factors that influences the diminishing of hate speech in online media as recognised by Spletno oko is also the increasing awareness among the general public of prosecution measures and possible negative consequences.

There is actually omnipresence of hate speech. Just open newspapers, online chatrooms, and you will see loads of it. (MZ, pg. 4).

The results of the World Values Survey in 2011 show that in Slovenia 11% of respondents would prefer not to have a neighbour that is from another race, and almost 14% would neither appreciate a migrant or migrant worker neighbour. Additionally, almost 9% of respondents did not like the idea of having a neighbour from a different religious background and 5% would not like a neighbour speaking a different language. In the same survey, the desired values of children were evaluated – tolerance and respect toward other people was with 81% a highly appreciated value in Slovenia. In comparison, only 67% of German respondents in marked tolerance and respect towards others as values they would want their children to have (WVS 2015).

²⁵Hotline Spletno oko (Web Eye) enables internet users to anonymously report online hate speech.

People who have experienced or are experiencing discrimination in legal and other proceedings can seek assistance from the Advocate of the Principle of Equality. The Advocate is an autonomous body and advises legal remedies and how to use them when dealing with other national authorities. The Advocate office conducted a public opinion poll in 2018 which showed that 30% of respondents were very strongly or strongly opposing to the employment of migrants in Slovenia, while 38% would not rent a house or an apartment to a refugee.

Considering the facts presented, it can be concluded that we are aware of the unacceptability of public expressions of hatred and intolerance, though this social norm is seriously threatened when it comes to misleading perceptions of migrations and migrants, provided to the public by policy makers and other decision makers with the aim to create moral panic and score political points as well as gain support. Migrations are a very emotive subject, which can easily provoke emotions in people and where rational arguments and evidence are difficult to find. This is precisely why it is important to strengthen media

reporting on migrations, to be able to understand the process of instrumentalisation of migrations. Further, it is important to develop openness towards multicultural society among children and young people as well as recognise migrations as a phenomenon that has been present throughout history and as such, will also mark out our future.

Situation in the countries of origin

As written by Zavrtnik and others (2017) migrations were throughout the history recurring phenomena powered by social, political and economical differences among regions across the world. These differences that are noticeable also within the regions, including the countries comprising Western Balkan region, where people from less developed communities in the region are looking for better employment opportunities abroad

One of the major drivers of migration from the Western Balkans to Slovenia is the lack of employment opportunities in the home countries. The employment rate in Bosnia and Herzegovina at the end of 2018 was 34.3%, unemployment 18.4% and the average monthly wage €463 net (Agency for Statistics of Bosnia and Herzegovina database). The Croatian share of the working-age population in employment was with almost 47% significantly higher, the unemployment rate was slightly above 10%, and average monthly net wage €846 (Croatian Bureau of Statistics database). In Serbia the employment rate at the end of 2017 was 44%, the unemployment rate 14.7%, and the average net wage €424 (Statistical Office of the Republic of Serbia database). North Macedonia had a 45% employment rate, a 20.8% unemployment rate and an average monthly net wage of €421 by the end of 2018 (Republic of North Macedonia State Statistics Office database). Data from the Kosovo Agency of Statistics shows that the employment rate in 2017 was almost 30%, with a relatively low 13% employment rate for women. The unemployment rate was 30.5% and the average wage €457 net per month (2016 data). With an employment rate above 52%, unemployment at 4.4% and an average monthly net wage €1,162 (SURS database) combined with linguistic and cultural proximity, Slovenia has become an important destination for a migrating workforce.



Photo: Jana Lampe

One of the major obstacles that hinders a possible positive contribution of migrants to their countries is related to corruption. According to the Transparency International Corruption Perception Index 2018, Bosnia and Herzegovina ranks 89, Croatia 60, Serbia 87, North Macedonia 93, and Albania 99 out of 180 countries. Slovenia in the 36th position is significantly better when compared to other Western Balkan countries. However, Slovenia has not recorded any significant improvements since 2012.

The European Commission and the Group of States against Corruption (GRECO) assessments have repetitively recommended that BiH does more to control corruption – a precondition to its accession to the European Union – and take measures aimed at political party financing and anti-money laundering. Unfortunately, little progress is visible and few significant changes have been made in everyday practices (Lee-Jones 2018).

In Serbia, corruption remains a serious problem affecting public and economic life. Further reforms, with sustained efforts, are needed to effectively detect, prevent and sanction acts of corruption. Serbia has, in recent years, made substantial progress in curbing corruption with anti-corruption campaigning and legislation, but there is still room for improvement (Ninua 2018). Croatia is facing a series of corruption scandals ranging from non-transparent business agreements, unclear procedures in public procurements and the granting of concessions without public knowledge (Transparency International Secretariat 2018). In Albania, political corruption presents a serious problem identified by the European Commission and GRECO. The country is addressing these issues through different measures, such as restricting the immunity of high-level public officials, politicians and judges, along with sanctions for the conflict of interest violations, the funding of political parties, and other situations. Despite these efforts, political corruption remains a challenge (Jenkins 2018). In North Macedonia progress has been made in establishing the legal and institutional framework for fighting corruption but according to Ninua (2018a) the implementation of anti-corruption laws and the independent handling of corruption cases by the relevant supervisory bodies and courts remains a major challenge.

Corruption is not just an issue in the Western Balkans. As already mentioned in the section 5.5., refugees from Eritrea were, alongside refugees from Syria, the most frequently resettled in Slovenia. Eritreans are most frequently fleeing compulsory military service and a lack of democracy. In the Transparency International Corruption Perception Index 2018, Eritrea is ranked 157 among 180 countries, reflecting the harsh political situation and challenges people there are facing.

OPPORTUNITIES FOR FACILITATING AND ENHANCING MIGRANTS' OWN DEVELOPMENT, CONTRIBUTIONS OF MIGRATION TO DEVELOPMENT, AND SHARED RESPONSIBILITY AND ACCOUNTABILITY

There are numerous promising practices of pilot projects, programmes, services, self-organised and other relevant initiatives, that facilitate migrant contributions to development. Agenda 2030 acknowledges the role and potential of migration reflected in the Sustainable Development Goals (SDG). Slovenia's commitment to the SDGs in the context of migrations will be reflected in a strategy for migration as well as the implementation of the Global Compact for Safe, Orderly and Regular Migration (GCM) adopted by Slovenia.

This section focuses on pilot projects and policies that aim to strengthen migrants' participation in various areas of society – from the labour market to cultural and political engagement. We will also present different opportunities that facilitate the contribution of expat communities to their countries of origin.

Opportunities for migrant contributions to development of Slovenia

Sustainable development goals in Slovenia

Slovenia prepared and presented a national report on implementing and achieving the SDGs in 2017 through a high-level political forum (HLPF) meeting under the auspices of ECOSOC. According to the Slovenian Development Strategy 2030, the primary objective of the national 2030 Strategy is to provide a high quality of life for all. The State's strategic orientations for achieving a high quality of life are: (1) an inclusive, healthy, safe and responsible society; (2) learning for and through life; (3) a highly productive economy that creates added value for all; (4) a well-preserved natural environment; and (5) a high level of cooperation, competence and governance efficiency. The realisation of these indicators will be monitored through six key performance indicators, including healthy life years, PISA²⁶ scores, the number of people at risk of social exclusion, the GDP per capita in purchasing power parities, the employment rate in 20 – 64 age group, and the share of renewable energy in gross final energy consumption. Strategic orientations are closely linked with 17 Agenda 2030 development goals.

According to the 2017 SDG Index developed by the Bertelsmann Stiftung and UN Sustainable Development Solutions Network, Slovenia ranks 8th among 156 countries with an overall global performance rate of 80.5 % and a regional 76,9 %. The best results are shown in areas related to SDG 1 (End poverty); 10 (Reduced inequalities); 3 (Good Health and Well-Being); 4 (Quality Education); and 7 (Affordable and Clean Energy). Slovenia has room for improvement in relation to goals 14 (Life Below Water); 12 (Responsible Consumption and Production); 17 (Partnerships for the Goals); 9 (Industry, Innovation and Infrastructure); and 2 (Zero Hunger). SDGs monitoring general improvements which do not always revealing disaggregated data and microdata. When considering SDG 1 (End poverty) where Slovenia results are well above average, a closer look reveals that migrants are more exposed to poverty, social exclusion and housing deprivation.

²⁶PISA - Mean Score in Mathematics, Reading and Science.

The common point of different programmes, projects and initiatives aimed at supporting migrants in vulnerable situations, strengthening their participation in political, cultural life and their integration into the labour market and local communities is that they are project funded. Project funding is distributed to NGOs, humanitarian and faith-based organisations targeting migrants and other populations in vulnerable situations. As noted by Greer, Samaluk and Umney (2018) project organisation, on the one hand, promotes creativity, innovation, and responsiveness to local context, but, on the other, can lead to precarious employment. At the same time such an organisation of work also affects target groups, in our case migrants, who are not able to further develop promising practices, engage in long-term cooperation and establish meaningful networks and relationships. People working in the area of migration are subjected to a weakening of their professional status (Greer, Samaluk and Umney 2018) which, in Slovenia, is further extended to public services, where a number of public workers are working on short-term contracts. One such example is the Government Office for the Support and Integration of Migrants, where a culture of 'revolving-doors' has been established among front-line workers, hence weakening the capacity of the system to create a highly-skilled workforce. The current situation requires change. The project culture should be utilised as a supplement to a robust publicly-funded system of services, extending to all relevant areas of migrant lives.

Psychosocial support for migrants in vulnerable situations

In Slovenia there are numerous programmes and short-term projects targeting migrants. Services for migrant families, children and women in vulnerable situations are mostly funded by the Ministry of Labour, Family, Social Affairs and Equal Opportunities (MoLFSAE0). In 2017, three programmes in three bigger urban areas that attracted more than 1,500 migrants were funded by the Ministry. A number of programmes which are not specifically tailored for migrants are also frequently attracting a migrant population – day centres for school children providing after-school support, youth centres, programmes in mental health, and others are provided by various NGOs across the country and are regularly used by the migrant population. In 2017, MoLFSAE0 funded 203 programmes that were used by 163,000 service users, of which, one third were regular users (Smolej Jež et al. 2018).

Multilingual health

Within the framework of projects for assistance in the integration of foreigners into Slovenian society, the Ministry of the Interior co-financed a guidebook to facilitate communication between patients who do not speak Slovenian and health-care workers. The Faculty of Arts, the Faculty of Medicine, the Faculty of Health Sciences of the University of Ljubljana and the National Institute of Public Health and the Medical Chamber of Slovenia cooperated on the project, developing a pictogram guidebook in four booklets, each of which comprises a part in the Slovene language and a text in one or two other languages. The material was prepared in Slovenian/English/French, Slovenian/Russian/Chinese, Slovenian/Arabic/Farsi and Slovenian/Albanian versions (Ministry of Interior 2018).

Innovative interdisciplinary lifelong learning programme in child protection and protection of the children on the move

The Faculty of Social Work from the University of Ljubljana developed an innovative interdisciplinary lifelong learning programme in child protection, with a special focus of migrant children's rights. The programme was developed in collaboration between UNICEF and the Faculties of Law, Education, Medicine (all University of Ljubljana, Slovenia) and the Faculty of Criminal Justice and Security (University of Maribor, Slovenia) and the Faculty of Philosophy/Psychology Department from the University of Osijek, Croatia. This interdisciplinary programme, one of the first of its kind in Slovenia and the Balkan region.

WANNE (We all need new engagement)

The transnational project “We all need new engagement!” (WANNE) was conducted in 2018 and aimed at fostering the engagement of third country nationals (TCNs) in civil society and in the communities of the receiving society. The specific focus was on volunteering in diaspora and civil society organisations in educational, cultural and social activities and in decision-making frameworks in seven participating countries, including Slovenia (partners are the NGO Humanitas, the Peace Institute and the Municipality of Nova Gorica). In the project framework, an online database was established, a series of partnership fairs organised, awareness and advocacy training conducted. This helped strengthen diaspora and civil society organisations to advance their political demands (Mirovni Inštitut/Peace Institute²⁷).

www.infotujci.si website

One of the most frequently visited (almost 26,000 visits in 2018) websites contains information for both foreigners who already reside in Slovenia and for those who are preparing to come to Slovenia. The most visited content is on temporary residence permits, work permits, Slovenian language courses and citizenship (Ministry of Interior, 2019).

The ESIRAS project

A project implemented in seven EU countries, including Slovenia (the Slovenian Red Cross is the partner organisation) by the International Red Cross and the Red Cross (IFRC) is co-financed by the EU’s Employment and Social Initiative Program (EaSI). The project aims to provide information and training to asylum seekers and refugees to facilitate their integration into society and the labour market. Beneficiaries of the project mainly come from Eritrea and Syria and are receiving support where it is needed (training programmes, interpretation, support during contacts with Employment office and employers, etc).

www.napotenidelavci.si website

This website was part of the project Posting of workers: Sharing Experiences, Promoting Best Practices and Improving Access to Information, co-financed in part by the European Commission in the framework of the EU programme for Employment and Social Innovation (EaSI) and the Ministry of Labour, Family, Social Affairs and Equal Opportunities. The goal of the project was to increase the accessibility, transparency and coherence of information about posted workers so it can be used by different target groups (responsible public services, employers and posted workers) as a part of a service.



Photo: Caritas Slovenia

²⁷ Personal correspondence.

SKUHNA – “Slovenian World Cuisine”, improvement of social conditions of migrants, while enriching the Slovenian society

SKUHNA or “Slovenian World Cuisine” is an innovative social enterprise project which, together with migrants and refugees, has been developed by the Global Institute, in partnership with the Voluntariat Institute. The primary purpose of Skuhna is to offer Global South migrants and refugees support to enter the job market. Skuhna’s goals are two-fold: to increase the employability of migrants through culinary work and to bridge the understanding gap between migrants and locals who live in Slovenia. Besides the restaurant, the main activities of Skuhna are catering, cookery workshops, debates and cultural events. Considering that the cooks and waiters participating in the project are migrants and refugees coming from different corners of the world, Skuhna proposes a variety of typical dishes from Central and South America, Asia, and Africa (European Website on Integration).

The Migrant Participation Project – Slovenia

In Slovenia, the political participation of third country nationals (TCNs) is absent from public discourse and the turnout of immigrants at elections is not officially recorded. However, data collected through the European Social Survey suggest that long-settled non-EU-born adults (more than 10 years residence) are a third as likely to participate in politics compared to their Slovenian-born counterparts. The project has carried out research and lobbying activities in Slovenia and eight other participating countries in Central and Eastern Europe to strengthen the position of immigrants in the political life of their country of residence. The project was implemented between 2013 and 2015 and was funded by the EC DG Home Affairs, Migration, Asylum Directorate and carried out by NGO Slovene Philanthropy. The project resulted in the election of three representatives with a migrant background to the Council for the Inclusion of Foreigners: one from former Yugoslavia, one from an EU country and one from a third country (European Website on Integration).

Subsidized accommodation of people with recognised international protection

Under the International Protection Act, those with a recognised status of international protection have the right to supported accommodation in the so-called integration houses, which are facilities of Government Office for the Support and Integration of Migrants. There are three integration houses in Slovenia – Ljubljana with a capacity of 15, Maribor (45 places) and Velenje (30 places). Moreover, there are also apartments owned by the respective office available in Maribor (5 apartments) and Koper. The refugees have a right to stay in the accommodation for up to a year. Under certain circumstances, such as illness, this period can be prolonged for an additional 6

months. Those who decide to look for private accommodation have a right to obtain subsidies for 18 months. This period can be prolonged for an additional 18 months, if the refugee is enrolled in a Slovene language class and has an attendance rate of 80 % or more. The amount is calculated on basis of the minimum income and depends on the number of family members. For example, a single person is eligible to 100 % of subsidy, which amounts to €385 per month, while a family of four would be eligible to €693 of subsidy per month (see the Decree on the methods and conditions for ensuring the rights of persons with international protection, Official Gazette of the RS No. 72/17).

Empowerment of migrants through counselling and assistance programmes

Caritas in Slovenia has implemented a programme for migrants and refugees from the beginning of the establishment since 1990. The programme includes counselling and essential material assistance. In 2018, 4,395 migrants and refugees were provided with the basic necessities of life (food and hygiene items). One-off financial assistance is also provided to migrants and refugees, and especially to unaccompanied minors, as soon as they receive the status of international protection (and do not have social assistance). The main beneficiaries are migrant workers and their family members from Kosovo, North Macedonia and Albania. The Caritas network in Slovenia also cooperates with other institutions in order to jointly search for possible ways of supporting migrants (Centre for Social Work, school counselling office, asylum office, municipalities, etc.). At Diocese Caritas in Ljubljana, a counselling office assists over 80 migrants annually in the regulation of documents and status, the improvement of basic conditions, and directing migrants to the Slovene language course and other forms of assistance which contribute to self-sufficiency. At Diocesan Caritas Novo mesto, counselling is provided to the Albanian speaking community in their own language to over 80 users. In 2018, at Archdiocese Caritas Maribor over 40 migrants have benefited from regular counselling.

Multicultural summer camps for children and adolescents

Caritas Slovenia has for many years implemented the summer school/camp called “Biseri” (“Pearls”) in the seaside resort of Portorož which is in general dedicated to children and adolescents in vulnerable situations from across Slovenia. Through the MIND project, the programme was upgraded and has enabled migrant children living in Slovenia to join. The first such camp was implemented in 2018, which included 17 children and adolescents which come from the Congo, Syria, Iraq, Iran, BiH and Bulgaria. The children and young people learned about accepting people from different cultures through every day interaction where they got to know each other better and became more aware of other cultures.

Caritas Slovenia development work in Sub-Saharan Africa and the Western Balkans

Caritas Slovenia has been implementing projects and programmes in the field of international development cooperation and humanitarian aid in Sub-Saharan Africa since 2006, especially in the poor rural areas of Rwanda, Burundi, Malawi, Central African Republic and Madagascar. The projects/programs are implemented in partnership with Slovenian missionaries and local Caritas organisations with co-financing of Ministry of foreign affairs of Republic of Slovenia and Slovene Missionary office. The priority areas are water and food supply, health, education and helping parents in vulnerable situations to find work. The latter is implemented through the development programme “With work to a decent life”, which in 2019 includes 320 parents in five African countries (Rwanda, Burundi, Central African Republic, Eritrea and Madagascar), 17 parents in Albania and 14 parents in Sri Lanka. Through the income the parents earn from their own work, they can provide for their family – they can afford food, school fees for children and medicines. They were also able to buy some animals, land, etc.

National policies and practices

ASEF - American Slovenian Education Foundation

The American Slovenian Education Foundation enhances American and Slovenian education activities, uniting Slovenian scholars and educators globally. ASEF supports a broadly diverse community of highly talented, prospective students to build a community of educators and leaders of excellence, character and service. The Foundation offers a variety of high-impact grants and endowment programmes, teaching and learning materials, as well as foreign exchange opportunities for students and faculty. Their goal is to provide American businesses opportunities to invest and expand their presence in Slovenia and other Central and Eastern European countries. ASEF's mission is also to build bridges between Slovenia and Slovenes around the world and promoting the Slovenian language and heritage. In 2019, ASEF is working with 37 universities and Slovenian professors all over the world. One of the most important benefactors of ASEF is the Government Office for Slovenes Abroad (total \$100,000) (ASEF 2019).

Scholarships for Slovene emigrants and Slovenian minorities living in neighbouring countries

Each year Slovenia through the Public Scholarship, Development, Disability and Maintenance Fund of the Republic of Slovenia invites Slovenians living abroad to apply for a scholarship that can be granted to members of Slovenian minorities in the neighbouring countries and Slovenians

Since 1993, Caritas Slovenia has also been implementing projects and programmes in the field of development cooperation and humanitarian aid in the Western Balkans countries (North Macedonia, Serbia, Bosnia and Herzegovina, and Albania). In cooperation with the local Caritas and Slovenian missionaries, Caritas Slovenia provides food packages and other basic goods for poor families and individuals, supports social programmes for children and the elderly and rebuild the houses of poor families. In Albania, it is also implementing the programme “With work to a decent life” which includes unemployed vulnerable women. Caritas Slovenia is implementing projects of international development cooperation in Serbia and Bosnia and Herzegovina, which are co-financed by the Ministry of Foreign Affairs of the Republic of Slovenia from 2011 onwards. From 2017 to 2019 in both countries, a project of social and economic empowerment of women in vulnerable situations is being implemented, enabling them to live a more dignified life in their home environment.

around the world to study at first or second-cycle degree study programmes in Slovenia. The basic purpose of the scholarship programme is to connect young Slovenians living abroad with their homeland. Recipients of these scholarships are generally entitled to a subsidised lodging in student dormitories. In the study year 2018/2019, total of €275,000 were utilised for scholarships.

International development cooperation

International development cooperation is one of the priority areas of Slovenia's foreign policy. With development cooperation, Slovenia contributes to a more balanced and equitable global development and takes over the responsibility for the elimination of poverty and achieving sustainable development. Slovenia has been an Official Development Assistance (ODA) donor since 2004.

The EU and its Member States have pledged to increase their collective ODA to 0.7% of EU Gross National Income (GNI) by 2030. The ODA pledge is based on individual targets. Member States that joined the EU before 2002 are committed to achieve the 0.7% ODA/GNI target, while Member States which joined the EU after 2002 are committed to increasing their ODA/GNI to 0.33%. In 2017 Slovenia provided €67,229,443 for international development cooperation, which accounts for 0.16% of its GNI. Slovenia is in the process of designing an action plan to gradually increase this share. In 2017, €22,105,078 of total funds were allocated through bilateral channels and €45,124,364 through multilateral channels. Providers of bilateral development assistance are:

public institutions, private institutions (private humanitarian and non-profit institutions, Slovenian non-governmental organisations (NGOs) and renowned international NGOs), international organisations, and other providers. Multilateral development assistance was allocated mainly through the EU budget, the European Development Fund, the World Bank Group and the United Nations.

In 2017 and 2018, Slovenia renewed its legislative and strategic framework of development cooperation and humanitarian assistance.

The new Act on development cooperation and humanitarian assistance of the Republic of Slovenia (Act) was adopted in 2018. The Act defines the objectives and methods of long-term planning, financing and implementation of development cooperation in Slovenia. It is a fundamental tool for the effective, efficient and transparent implementation of development cooperation and humanitarian assistance. At the end of 2018, the Decree on implementing development cooperation and humanitarian assistance of the Republic of Slovenia was adopted.

At the end of 2017 a new Resolution on development cooperation and humanitarian assistance of the Republic of Slovenia (Resolution) was adopted and in 2018 a Strategy on development cooperation and humanitarian assistance by 2030 was published which further defines the objectives and strategic orientations of development cooperation and humanitarian assistance, as well as concrete measures for the coherent and effective implementation of the Resolution. The legislative and strategic framework are harmonised with the 2030 Agenda for sustainable development.

In line with the Resolution, the thematic priorities of the development cooperation are: (i) the promotion of peaceful and inclusive societies, with a particular emphasis on good governance, equal opportunities, including gender equality, and quality education and (ii) the fight against climate change, focused on the sustainable management of natural and energy resources. Cross-cutting issues are environmental protection and gender equality. Slovenia's geographical priorities are the Western Balkans, the European neighbourhood and Sub-Saharan Africa, notably the least-developed countries in this region.

In 2017 Slovenia allocated most its funds of available bilateral development assistance to Western Balkans' countries. Among other projects, in 2017 the Ministry of Foreign Affairs started supporting six three-year projects implemented by Slovenian NGOs. The projects are taking place in Bosnia and Herzegovina, Serbia, Montenegro, North Macedonia and Albania. Two of them are being implemented by Caritas Slovenia: one in Bosnia and Herzegovina and one in Serbia. Both of them focus on the social and economic empowerment

of women. By participating in these projects, most deprived women acquire new practical skills and knowledge; they get professional training and subventions to upgrade their small family businesses.

In other priority areas of Slovenian development cooperation, Slovenia dedicated smaller amounts of available bilateral assistance. In Africa, Slovenia supports mainly projects implemented by Slovenian NGOs and institutions. Currently, Caritas Slovenia is implementing a project in western Rwanda. Its goal is to improve access to natural resources and their efficient use, thereby increasing the possibilities of survival and improving the quality of life of the poorest sections of the population in one of the poorest regions. The project supports 600 households in improving their agricultural practices, income generating activities and using more efficient and environment-friendly energy sources.

Development cooperation interventions contribute to peace and security as well as to improve the living conditions of most vulnerable social groups. Therefore, development and humanitarian projects address numerous causes, which force people to leave their homes. Some of the projects supported by the Ministry of Foreign Affairs also address refugees as the main target group. Currently, such projects are carried out in Jordan, Lebanon and Uganda. In Jordan, a project which includes the vocational rehabilitation of most vulnerable women and social rehabilitation of their children takes place. Projects in Jordan, which concluded in 2018, focused on education about the dangers of mines and explosive remnants of the war for Syrian refugees. Since 2015, Slovenia has also financed projects involving Syrian and Palestinian refugees in Lebanon, which aim at the economic and psychosocial empowerment of women refugees. In the period 2015-2019 Slovenia has been supporting two projects in Uganda which address mainly refugee women living in the suburbs of Kampala. The projects aim at food security and creating opportunities for their self-employment. Beside supporting projects, the Ministry of Foreign Affairs allocated its funds to the United Nations Relief and Works Agency for Palestine Refugees (UNRWA), the office of the United Nations High Commissioner for Refugees (UNHCR), the EU Emergency Trust Fund for Africa, which was established to deliver an integrated and coordinated response to the diverse causes of instability, irregular migration and forced displacement in Africa as well as to EU Facility for Refugees in Turkey.

In the context of Policy Coherence for Development (PCD) which advocates the need for coherence or coordination of different sectorial policies with the policy of development cooperation, Slovenia is expected in future to devote special attention to the five priority areas of the PCD, which also represent EU priority areas: trade and finance, climate change, food security, migration, and security and development.

Opportunities for migrant contributions to countries of origin

The Republic of Slovenia, in the framework of bilateral protocols on cooperation in the field of education, enables the acquisition of professional education in Slovenia for young people from the Western Balkan countries under the same conditions as Slovenian citizens.

Outside formal structures, the contributions of migrants are also visible in actions of solidarity. Most diaspora families from former Yugoslavian countries are still willing and able to engage in gathering and distributing 'collective remittances' for humanitarian causes, as in the example of floods in BiH in 2014 (Halilovich et al. 2018). Similarly, the Chinese community organised a collection for humanitarian assistance when there were floods in Szechuan (Bofulin 2016).

Second-generation migrants maintain some links with their parents' local communities, mostly superficial and on a non-economic basis. This presents an opportunity to strengthen the links between the countries and between communities with the assistance of various funds, such as twinning programmes.

Migrants from Bosnia are frequently engaged in transitional employment patterns – pursuing job opportunities in other high-paid sectors and in other countries, with better working conditions. Employment of newly arrived BiH migrants usually takes place in deficit sectors and professions, such as transport or construction. Most migrants must 're-qualify' in order to acquire a new profession and to work in these sectors. The process of gaining equivalence for qualifications could be much eased if there were opportunities to start the process prior to migration movements. BiH migrants often relocate to another country to work for a Slovenian company (Halilovich et al. 2018). To prevent exploitation, it is important to ensure that correct information circulates through channels traditionally used by migrant communities.

Halilovich et. Al. (2018) remark that university-level cooperation between BiH-Slovenian institutions of higher education is rather underdeveloped, with only a few exchange programmes available. Similarly, there are no twinning projects and no reports of high-value projects that would concretely connect local communities in the Western Balkans with their diaspora communities in Slovenia. Thus, the authors recommend the development of a business-friendly and inviting atmosphere for attracting high-tech start-ups, especially in the health industry, medical research, and ecological projects, specifically wind power. They believe that this would bolster investor confidence to invest in dynamic and competitive markets.



Photo: Diocesan Caritas Koper

FINDINGS AND CONCLUSIONS

This section presents the main conclusions on the current situation of immigration and to and from Slovenia derived from the extensive research and stakeholder interviews conducted for this MIND publication. These conclusions summarise the main contours and challenges of contemporary migration to and emigration from Slovenia, the situation of and issues for migrants and refugees in Slovenia, and several features of the relationship between migration

and development for the country. From these conclusions, the subsequent list of recommendations proposes an agenda for action and advocacy to welcome, protect, promote, and integrate migrants, refugees and victims of human trafficking in Slovenia. These recommendations reflect Catholic Social Teaching and are consistent with the Twenty Pastoral Action points concerning migration approved by the Holy Father.

Overview of main conclusions

A country of emigration and immigration

When considering immigrations to Slovenia we have to take into account two distinctive groups of migrants. On one hand there are individuals who were born abroad but, at one point of their life, decided to move to Slovenia, eventually settle down and obtain citizenship. And on the other, there are migrants who live and/or work in Slovenia, but are not Slovene citizens and are in formal statistics recorded as foreigners. Both of these groups accounted for slightly more than 250,000 inhabitants of Slovenia in 2018 that were born abroad, representing 12.1% of total population in the country. More than half of them (128,351) has through time acquired Slovene citizenship by naturalisation or by origin, while the rest (121,875 individuals) had residence permit in Slovenia on January 1, 2018. It is relevant to note, that for 7% of them Slovenia was their first residence, meaning that they were born in Slovenia to foreign citizens living in the country. We can conclude that the share of foreign-born Slovene citizens among total population at the beginning of 2018 was 6.21 %, while the share of foreigners who are living in Slovenia on the basis of residence permit presented 5.9% of total population (Eurostat database)

Majority of foreign-born population living in Slovenia comes from Bosnia and Herzegovina (43%), Serbia (10%), North Macedonia (7%) and Kosovo (7%). Those who were born in non-European countries were most likely from Russia (3,009 individuals), China (977 individuals), the United States (768 individuals), Argentina (456 individuals) and Canada (372 individuals) (see Annex 2).

The main factor that has drawn and continues to draw people is Slovenian industrial development which has provided a steady income to people both natives and immigrants, including many Slovenes born elsewhere. It appears that the demand side, at least for non-Slovenes, was primarily for low-skilled workers to work in poorly waged sectors with generally poor or abusive working conditions

Glavni dejavnik, ki še vedno privablja ljudi, je industrijski razvoj Slovenije. Kot kažejo razpoložljivi podatki, so delodajalci v Sloveniji najpogosteje povpraševali po nizko kvalificiranih delavcih migrantih, največkrat za delo v slabše plačanih panogah, kjer je pogosto prisotna negotovost zaposlitve in slabši delovni pogoji, prav tako pa so pristojni organi in civilnodružbene organizacije zaznale večje število kršitev in izkoriščanja delavcev migrantov.

Immigration and industrial development

Immigration has been a significant factor in the industrial development of Slovenia over several decades. A large number of migrant workers are employed in the construction sector, followed by manufacturing, and transportation and storage – all important sectors of industrial activity. While this research cannot fully justify, it appears that Slovenia's former industrial development and its current economic recovery have been dependent on immigration of people bringing their labour and skills to the country.

A strong correlation between migration and the Slovenian economic performance can be seen in the significant immigration from the 1960s to 2000s, and then the decrease in work permits during the crisis period 2008 to 2015 – in some sectors by 50 % or more. This was followed more recently by increased immigration of working age migrants which correlated with the improvement of the country's economy.

The participation of immigrants in Slovenian economic activity is demonstrated by the relatively high proportion of immigrant men in employment. According to OECD data on employment rates for the year 2016, 69.4% of male foreign-born residents aged 15 to 64 were employed, slightly higher than the 68.8% for native males. For women, the employment rate was 55.2% for foreign born females aged 15 to 64 – a not-so-large contrast to the 63.5% for native females. The overall employment rates were 62.4% for all foreign-born of working age, close to the native rate of 66.2%.

Most immigrant communities are nowadays concentrated in Ljubljana, the capital of Slovenia and its industrial and commercial centre, and suburbs, as well as the cities of Maribor and Koper. Majority of migrants coming from Bosnia and Herzegovina, more than half from Montenegro and almost



Photo: Jana Lampe

forty percent from Serbia is living in Central Slovenia region. As noted, Albanian migrants from Kosovo are settling in more dispersed way, which could be attributed to the phenomena of so called 'ethnic economy'. There are number of migrant communities that moved to Slovenia during post-war industrialization. Many of these regions are today worse off, with higher levels of unemployment and underdeveloped economy.

Demographic concerns

Immigration is already a key factor compensating for the ageing population and declining workforce in Slovenia. Slovenia's average fertility rate of only 1.6 children/woman is far below the 'population replacement rate' of 2.1. Slovenia's population stopped growing in the mid-1980s, and the median age has been increasing ever since. According to the Eurostat and SORS for 2017 an average inhabitant of Slovenia was 43.6 years old, which is slightly more than the EU28 average (42.8 years of age). Share of children in general population was in first quarter of 2018 19%, which is 1 percentage points less than in EU28. Share of population who are over 65 years was 19.4 %, which is 0.4 percentage points more than in EU28. From 2007 to 2017 there was 3 percentage points growth in the share of population from this age group, which is significantly more than in EU average (0.6 percentage points rise in given period). Population in Slovenia is therefore getting



Photo: Jana Lampe

older lot faster than in other EU member states, which presents a serious sustainability concern.

The ageing workforce, combined with continuing emigration and 'brain drain' mentioned below, spells increasing pressures on the viability of the national social security system, specifically pensions, disability insurance and other coverage. Today's children face increasing future challenges, not only linked to ensuring sustainable economic growth and the preservation of social security systems, but also the reconciliation of both private and working life in the context of increasing the dual care of looking after both children and ageing parents. Migrations are important factor, that directly influences all of these perspectives, especially considering the potential of migrations in addressing these challenges. Comprehensive migration policies and measures that are agreed within the international community and are supporting safe, orderly and regular migrations harness an ability to successfully address all of the potentials but also challenges that migrations are bringing.

Emigration and diaspora

According to the SORS data total of 17.555 people emigrated from Slovenia in 2017 and 18.808 immigrated, meaning that there is no significant difference in number of people immigrating to and people emigrating from the country.

According to the UN Population Division there were 143.500 people born in Slovenia or who are citizens of Slovenia living in another country, most frequently another EU member state, such as Germany (27.8 % of all emigrants), Austria (13.7 % of all emigrants) or Croatia (13.3 %). Largest expat communities outside EU member states can be found in Serbia (8 %), Canada (6.7 %), USA (6.6 %) and Australia (6.2 %).

If all Slovene emigrants abroad in 2017 were placed in one city, it would be the second largest city of the country.

The age structure of emigrants and immigrants is similar, with 41 % of all emigrants aged between 25 and 39. An important concern is the number of Slovene nationals with tertiary education emigrating abroad, with a 2.5-fold rise in 2016 compared to 2011, typically in the productive and family-forming age of 25 to 29 years old.

Little attention has been given to identifying and mobilising the Slovene diaspora – in broad terms people around the world who have identifiable Slovenian ancestry. The number may exceed one million; one study indicated that in the USA alone, "A more reasonable estimate is 500,000 people of Slovene descent in the United States, if one includes those who have only one-quarter or one-eighth Slovene ancestry" (one grandparent or great-grandparent) (Klemenčič 2001). Other

countries have realised that diasporas with ancestry of several generations can contribute to integral human development of the origin country as well as their contemporary places of residence

Remittance flows

The large contributions of migration to development – and integral human development – is highlighted not only by remittance flows, but also by the much larger value of migrant contributions to the development of where migrants work as measured by the remunerated value of their economic activity. World Bank data for Slovenia for 2017 show annual remittance inflow to Slovenia at \$478 million equivalent. Two different calculations of the outflow give two very different figures for Slovenia. The total based on data from IMF Balance of Payments Statistics database and data releases from central banks, national statistical agencies, and World Bank country desks is \$226 million for 2017. However, the outflow estimates for Slovenia in 2017 based on a different methodology developed by Ratha and Shaw at the World Bank shows total remittances outflow at \$813 million for 2017.

Remittances are mainly the transfers of personal earnings and are generally used for family housing, nutrition, health care and schooling/education. However, remittances also show the huge contributions made by migrant labour to their resident countries' economies. Only about 20%, on average, of migrant earnings are remitted. In contrast, some 80% of migrant take-home pay and benefits remain in and contribute to the resident country's economy. Contributions made by migrant skills and labour to the Slovenian economy are likely to approach a value of \$2.5 billion dollars per year measured just by take-home pay. A similar extrapolation for Slovenian emigrants abroad based on their remittances indicates that their contributions to their destination country economies approaches \$2 billion.

Internal migration

In 2017 well over 112,000 people change their place of permanent residence within Slovenia and are considered as internal migrants. In context of internal migrations migrants are moving more frequently than Slovene born population, with one in ten foreign-born inhabitants moving at least once in their lifetime while this is the case in one out of twentytwo inhabitants that were born in Slovenia (SORS 2017). Their average age is 34 and a typical move would be from Central Slovenia to Upper Carniola, Southeast Slovenia or the Savinja region. Underlying reasons for these movements are related to the high real estate prices in Central Slovenia region, resulting in number of working age population moving to other regions, while commuting to Central Slovenia for work. Around 50 % of Slovene population is daily commuting to other regions for work. A large challenge for Slovenia's own

integrated development is the brain drain in the context of the internal migrations of people commuting from under-developed regions to Central Slovenia or in case of Mura region permanently moving to Central Slovenia, affecting high development risk index²⁸ in the region.

Women in migration

Slovenia's migrant population is highly differentiated by gender factors. Males predominate in the working age population and a high proportion is employed. In contrast, the employment rate for adult women migrants is lower – as noted above. The many migrant women not employed are in education, retirement or caring for their family. The experience of Caritas and other agencies indicates that women immigrants are more at risk of social exclusion, isolation and face greater difficulties in finding employment. Particular groups require specific attention in integration support, notably women migrants from Kosovo, where targeted support and integration programmes, such as Slovene language courses and cultural mediation, would be needed to ensure early integration in social environment and labour market.

Migrant children

Migrant children should, similarly to migrant women, have access to targeted programmes enabling early integration in their newsocial and learning environment. Pre-school enrolment in Slovenia went from 77 migrant children in pre-school education in 2005/2007 to more than 4,000 today. Children with at least one foreign citizen parent were almost five times as likely to be at risk of poverty as children with both parents Slovenes. UNICEF (2018) research on inequalities in education in 41 developed countries showed Slovenia among the countries where 'second-generation' children of immigrants are worse off compared to their peers. Research also showed that children with similar socio-economic status and cultural capital tend to enrol in similar schools, reinforcing social stratification and the segregation of children, especially migrant children. UNESCO (2018) research also showed Slovenia having a rather unfavourable migration integration policy, significantly inadequate for the needs of immigrant children, parents and teachers.

International refugee protection in Slovenia

Although Slovenia has ratified the 1951 'Geneva Convention' and its 1976 Protocol on the Status of Refugees, its provision of international refugee protection to persons in need remains very modest. From 1995 to 2018, a total of 818 persons were granted international protection refugee status in Slovenia, an average of less than 40 per year. In 2018, refugee protection status was granted to 102 individuals.

Slovenia had few applications until 2016, when the number jumped to 1,308 applications followed by 1,476 in 2017. The number almost doubled again in 2018 with a total of 2,875 individual applications. However, this number remains very small in an international context, equivalent to just over 0.14% of the Slovenian population.

Overall, 90% of asylum-seeker applicants in 2018 were male, while the share of children was 27 % (790 children). Among children there were 556 unaccompanied and separated, mostly boys.

The largest numbers of applicants in 2018 were from Pakistan nationals (27%), followed by Algeria (17%) and Afghanistan (16%). The remarkable fivefold rise in applications filed by Pakistanis between 2017 and 2018 (140 to 778 persons) needs to be considered as it may reflect an emerging issue of international protection. However, Slovenia manifestly remains a transit country for most refugee asylum-seekers. 62% of pending applications were suspended in 2018 because the applicant left the country before a decision on status was taken.

A serious concern for care as well as policy attention is high number of unaccompanied and separated boys transiting through Slovenia. Considering that most of them leave accommodation facilities or family foster placements, continuing their journeys towards Western European countries. While it is assumed that most departed of their own free will – presumably to travel onward to other countries where they may have family - the possibility that some asylum-seeking children may be victim of trafficking, labour or sexual exploitation should be assessed.

Another problem meriting attention is the increasingly long application processing time. In 2017 asylum applicants waited for the first in-merit decision up to 18 months (Nabergoj 2017). As the ADB-ECRE data-base puts it: "in practice the time limits are not respected, and duration of procedures is one of the biggest shortcomings of the Slovenian asylum system. Although decision making process is in accordance to the legislation also when considering the length it is evident, that lengthy procedures are an issue (ECRE, AIDA-Asylum Information Database).

Governance of migration

Slovenia has yet to complete the elaboration and implementation of legislation adequately recognising and protecting the rights of migrants/migrant workers human and labour rights. It has ratified ILO Convention 97 on migration for employment and ILO Convention 143 on migrant workers, as well as 83 International Labour Conventions and two Protocols. These

²⁸ The Development Risk Index (DRI) is a relative indicator of regional development calculated based on the weighing of indicators of development, risk and development potential (Pečar 2018).



Photo: Darko Bračun

provide a strong foundation for protection of labour rights and decent work for all migrants and refugees – but only to the extent that they are integrated into national legislation, implemented and supervised. Comprehensive recognition and protection of migrants' human rights is lacking in the absence of ratification and domestication of the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families and ILO Convention 189 on Decent Work for Domestic Workers particularly concerning migrant women. A full review of existing national legislation and further elaboration filling legislative and policy gap is needed to ensure good governance as well as conformity with international standards.

However, Slovenia is in advance in putting in place migration control legislation that may be more repressive than the enabling of migration and protection of migrant and refugee rights. In late 2018 the Government proposed a new Act Amending the Foreigners Act. The draft is based on the EC Returns Directive, focusing on accelerated border procedures, faster issuing of return decisions, streamlined appeal procedures and other measures in the directive. The EU adoption of this directive was contested by many civil society and faith-based organisations.

Detention, expulsion

The rapid increase in border apprehensions, detention and expulsion of migrants, some of whom may be refugee asylum-seekers, raises concerns about both human rights protection and access to refugee protection. In 2018 a total of 9,149 unauthorised border crossings were registered by the Slovenian police, 373 % more compared to previous year. 52 % (4,549) of these individuals were returned to neighbouring countries, mainly Croatia, in 2018, again a five-fold increase compared to 2017. Data provided did not permit any conclusions on whether the increase reflects either an actual increase in

arrivals or a significantly increased border surveillance and apprehension or indeed both. More of concern was that the data did not show whether returns expelled persons in refugee-like situations to non-EU neighbouring countries without an opportunity to present their claims.

Immigration detention – particularly of children – is a serious concern. There were 1,301 people accommodated in Centre for Foreigners in Postojna, in reality a detention centre for those in return procedures, among them 309 were children, majority (245) of these children were unaccompanied and separated children (UASC). Any such non-criminal detention of children is contrary to the 'best interests of the child' as stipulated in the International Convention on the Rights of the Child (ratified by Slovenia) and opposed by religious teachings including those of the Roman Catholic Church.

Poverty, social exclusion and violations of human rights

Poverty and social exclusion are major risks for migrants in Slovenia, and the gap with the native population is particularly large. Nearly every second foreigner in the country was at-risk-of poverty or social exclusion in 2016. This was higher than the almost 40% of foreigners between 20 and 64 years of age at risk across the EU28. In contrast, risks for the native-born population were significantly lower in Slovenia at 18% contrasted with the EU28 average of 23%. Available data shows that migrants are more exposed to the risk of poverty, including transitional poverty. This refers to individuals and families who experience poverty cyclically, mostly because they are lacking stable and decent income, and wealth as key factors preventing transfer of poverty from one generation to the other. For this reason it is important to adopt measures that are aiming to prevent poverty and social exclusion and minimize negative consequences of poverty and affects it has on individuals, and especially children.

Exposure to hate crimes, discrimination and xenophobia

Anecdotal evidence and reported experience and public opinion surveys indicate large concerns regarding discrimination and xenophobic hostility. A poll conducted by the Advocate of the Principle of Equality in 2018 showed that 30% of respondents were very strongly or strongly opposing employment of migrants in Slovenia, while 38% would not rent a house or apartment to a refugee.

However, formal reporting and police follow-up appears extremely low. In the first half of 2018 the police investigated 16 cases of offences of public incitement to hatred, violence or intolerance, in 2017 only 23 such cases were investigated. This noticeable decrease from 86 cases investigated in 2016 and 2015 can be explained by proactive editorial policies and an increasing awareness among the general public of potential prosecution measures.

Protection of labour rights, decent work and occupational safety and health

The situation of workplace protection of migrant workers is especially preoccupying. Particularly emblematic is the record of occupational fatalities: in 2017 out of the total reported 17 deaths, nearly half (47%) were migrant workers. While the numbers are small for statistical reliability, they suggest an occupational fatality rate for migrant workers three times higher than for nationals given that migrants represent about 15% in the workforce.

Data from the national Labour Inspectorate reported 45 cases of violations of Employment, Self-employment and Work of Foreigners Act (Official Gazzete No. 31/18) in 2017, double more than in previous year. In 2017 labour inspectorate considered 156 violations of posted workers directive, a decrease as compared to a year 2016 when 246 such cases were identified. Reports by the Labour Inspectorate of an increase of cases of violations of rights of inter-EU posted workers by unfair business practices and social dumping also raise serious protection concerns.

In 2016 there were 47 thousand workers posted abroad, most frequently Germany, Austria, Belgium and Italy. The Association of Free Trade Unions of Slovenia was raising concerns against the poor regulation and control of this area not only in Slovenia but across the EU. As posted workers are, by definition, temporary, they are not counted in 'migrant stock' figures based on residence of at least one year. However, they are in fact workers doing work in Slovenia and therefore entitled to a set of core rights in force in the host Member State under the EU Posted Workers directive. Additional regulation of the area is needed, especially to prevent exploitation of workers and development of harmful business practices.

National Labour Inspectorate reported more than 11,000 cases of labour rights violations in 2017, most of these were related to wages not being paid on time by employers and the withholding of wage-related benefits by employers. The absence of a breakdown of the data by migration situation and by number of individuals concerned versus cases involving multiple workers makes it impossible to assess the prevalence of poor if not abusive treatment of migrant workers. However, the very high proportion of migrant fatalities among occupational deaths implies that reported complaints could be disproportionately higher for migrant workers. As elsewhere, it can be assumed that many violations against migrant workers go unreported. Anecdotal evidence reinforces this hypothesis.

The Workers Counselling Office (WCO), an independent advocacy entity specialized in protection of migrant workers in Slovenia, reports that migrant truck drivers in international transport are suffering from burnout, fatigue, mental health problems, long separations from families, living in a truck cabin, enormous workloads and pay-per-kilometre fees. Similarly, the WCO reports widespread violations of migrant cleaners' rights, including unpaid overtime, unpaid social contributions, and discounting the necessary transport time between multiple work locations as part of the paid working time. At Slovenia's main port, Koper, migrants employed as 'subcontractors' by employers who refused to engage them as full-time employed workers were regularly pressured to do up to 300 hours of 'overtime' per month!



Photo: Caritas Slovenia

Among other concerns regarding the protection of rights and decent work is the high rate of foreign-born workers relegated to jobs for which they are over-qualified, due to a lack of recognition by competent institutions and employers in Slovenia of their educational attainments, skills qualifications, and/or relevant employment training/experience. This is of triple concern: first in downgrading people into work far below their abilities; second a loss of remunerative potential – their earnings not reflecting the often years of investment in higher education and/or skills training; and third, it denies Slovenia itself the employment of skills it needs for its own national development.

Housing issues

Overcrowding, as one of the most important indicators of the quality of life, is a very serious challenge for migrants in the country. Eurostat data shows that in 2016, overcrowding for non-EU nationals living in Slovenia was almost 40%, while the general overcrowding rate was 12%. In 2016, almost 27% of non-EU migrants were experiencing burdens in their housing costs, as compared with 5% of nationals. In 2015 17.5% of migrants were living in owner-occupied dwellings, in contrast to the 81% overall for owner-occupancy of dwellings. The fact that every second migrant household is a one-person household also implies serious risks of individual isolation, which can be expected to contribute to social exclusion.

Health and accessing health care services

Research shows that many migrants do not have access to suitable and understandable information about local public health programmes or institutions, on how to access them, on services that are available to them and possible additional costs that relate to some health services. Reports from health care professionals and non-governmental organisations show, that due to the gaps in a system, there is no formal system established or standard operating procedures in place to assure suitable translation and cultural mediation. This study did not have the means to identify and compare health indicators between migrant and native populations, but other indications suggest that the general health of some migrant populations may be worse than the national norms, particularly in areas of psycho-social and mental health.

Trafficking in human beings

Trafficking in human beings remains a concern, although numbers of identified cases are modest: 289 victims of trafficking in human beings were identified, an average of about 50 per year, from 2013 to 2018 (first half). However, police data for 2017 and 2018 shows a substantial increase of identified cases, which could be attributed to the results of targeted trainings for professionals and awareness-raising activities in recent years.

According to 2018 GRETA report, Slovenia has made progress in combatting human trafficking, including legislative changes. But, there is still much room for improvement in victim assistance such as the detection of victims, assuring unconditional access to assistance for victims, providing training, support for groups most at risk (e.g. unaccompanied minors, Roma children, etc.) and ensuring access to compensation for victims.

Development cooperation

Slovenia has been an Official Development Assistance (ODA) donor since 2004. In line with the international commitments (implementation of the New European Consensus on Development, amongst others), it has been striving to increase the share of its Gross National Income (GNI) for ODA to 0.33% and in the process of designing an action plan for that aim. In 2017, Slovenia allocated 0.16% GNI for development assistance.

Slovenia has developed and reformed its institutional system for delivering development co-operation and built key development expertise and experience in the ministries and institutions, which deliver ODA.

The new legislative and strategic framework of Slovenian development cooperation and humanitarian assistance is harmonised with the 2030 Agenda for sustainable development. The thematic priorities of development cooperation are: (i) promotion of peaceful and inclusive societies, with a particular emphasis on good governance, equal opportunities, including gender equality, and quality education and (ii) fight against climate change, focused on the sustainable management of natural and energy resources. Cross-cutting issues are environmental protection and gender equality. The geographical priorities of Slovenian development cooperation are the Western Balkans, the European neighbourhood and Sub-Saharan Africa, notably the least-developed countries in this region.



Photo: Caritas Internationalis

In 2017, Slovenia allocated most of the available funds for bilateral development cooperation to Western Balkans' countries. To other regions, especially to Sub-Saharan Africa, ODA is mostly allocated through multilateral channels.

Bilateral projects are implemented mainly by Slovenian institutions and non-governmental organisations (Caritas Slovenia being one of the most active ones).

Challenges for Slovenia

Slovenia has made substantial progress on some aspects of migration, including a number of measures to improve the situation of migrants, asylum seekers, victims of trafficking in human beings, refugees living, residing or passing through Slovenia. However, there are still large challenges that need to be addressed.

Slovenia must create an environment respecting, protecting and fulfilling human rights and the human dignity of migrants, providing necessary care and assistance to in migration, and enabling environments that support the development of the human, economic and social capacities of migrants and their contributions to local communities and global integral human development.

Slovenia needs to ratify and domesticate the international migration governance conventions that put migration governance under the rule of law and thus ensure implementation and accountability. The new migration strategy being prepared by inter-sectoral working group needs to adopt a broad view on migration and be both knowledge and values-based. It should consider the complexity of migration and give special attention to migrants at risk of economic deprivation and social exclusion. This includes children, women, people with disabilities, ethnic, religious, and other minorities, victims of trafficking, violence, persecution, and those who have suffered trauma.

Slovenian legislation, policy and strategy concerning migration should consider both integral human development and the challenges of national development, the economy, labour force, demographic changes and the sustainability of social protection. It must address rising xenophobia, racism and discrimination against migrants.

Slovenia needs to create a welcoming and stimulating environment that supports the participation and integration of all local communities. This entails factual and positive representations of migration in the media and public discourses; targeted education and public awareness raising; public events, and other forms of direct engagement supporting inclusive communities; stimulating social cohesion and co-creating environments that welcome, protect, promote, and integrate migrants, refugees and victims of human trafficking.

Slovenia as a country, and all concerned organisations including Caritas, should continue activities and work on the area of development. This includes addressing the root causes of migration, dealing with specific groups of people in migration and promoting a holistic approach towards migration and development building capacity and knowledge that can bring positive results in an efficient manner. Community level outreach work is an answer to immediate needs in the field. These activities should complement advocacy efforts and humanitarian work.

In sum, the engagement of all relevant stakeholders is crucial to ensure that rights-based laws and policies are in place, and that individuals, institutions and government act in a socially-

responsible way towards all people living in the country as well as those emigrating from the country.





Recommendations

In the context of the migration-development nexus in Slovenia, we articulate a number of recommendations to improve migration governance in Slovenia and towards strengthening the important roles and contributions made by migration to development and social welfare of the country. Certain major improvements are needed in legislation, policy and practice. Therefore, we propose the following:

Strengthen democratic rule of law migration governance in legislation, policy, institutions and practice.

① Complete the legal foundation for migration governance in Slovenia by ratifying and domesticating: the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, ILO Convention 143 on migrant workers and ILO Convention 189 on Decent Work for Domestic Workers, complementing the ratified ILO Convention 97 on Migration for Employment.

② Ensure that the new national strategy on migration being elaborated:

- adopts an overarching perspective, redefining migration in the overall economic, social, demographic, cultural, political and security development of the country;
- aligns with global and European human rights and labour standards;
- takes account of the needs of the labour market, issues resulting from a decrease in the active population, demographic changes and the sustainability of the national social security system;
- addresses rising xenophobia, racism and discrimination against migrants;
- assures appropriate special attention to gender and age, notably women and children in migration;
- mandates efforts on education, in particular, the awareness raising of children on migration.

③ Strengthen labour law legislation, its full application to all persons working in Slovenia, and full supervision and enforcement of labour standards and occupational safety and health protection by an adequately resourced and trained labour inspectorate.

④ Engage all relevant stakeholders to assure rights-based laws and policies are adopted and implemented and that individuals, institutions and the government act in a socially-responsible way towards all people living in the country and those emigrating from the country.

⑤ Develop effective networks of cooperation among the entire spectrum of Slovenian migration stakeholders: State institutions, local authorities, employers' associations, chambers of commerce, professional associations, trade unions, competent NGO's and IGO's, faith-based/church organisations, refugee and immigrant associations, academic and research entities, etc.

Reform migration discourse in Slovenia and vigorously combat discrimination, racism and xenophobia.

① Articulate an accurate, values- and knowledge-based narrative of government authorities, political institutions, public figures, the communication media on the reality of migration – both immigration and emigration, including the nature, roles and contributions of migration to Slovenia.

② Demand proactive communication by national and local public officials and administrations with messages and actions welcoming migrants and refugees and encouraging integration.

③ Enforce existing anti-discrimination legislation and adopt new laws as necessary to prevent discrimination and violence against migrants and provide redress for victims, in conformity with the International Convention for the Elimination of Racial Discrimination – ICERD (ratified by Slovenia) and its Treaty Body recommendations.

④ Ensure that the media in the country work actively, objectively and professionally in informing the public about migration, in highlighting migrant contributions to society, countering misinformation and stereotyping, and vigorously discouraging discrimination and xenophobia.

Measures for effective integration of migrant workers and their families

- ❶ Pro-actively create environments at all levels throughout Slovenia in which positive interactions among different stakeholders, including policy makers can begin and develop.
- ❷ Allocate additional resources to raising awareness, diminishing negative attitudes, encouraging inter-cultural sensitivity, providing spaces for social interaction among national and immigrant population, and generally improving the integration of migrants in host communities.
- ❸ Strengthen community level outreach work by all actors concerned as an answer to immediate needs in the field, complemented by advocacy efforts and humanitarian work.
- ❹ Strengthen the legal protection of migrants' rights and decent work at their workplaces and in the process of their recruitment.
- ❺ Broaden accessible and affordable Slovenian language teaching for all immigrants needing it as an essential prerequisite for their successful integration.
- ❻ Undertake measures and innovative schemes to assess needs and address the problems of immigrant children in education and schooling and provide them with needed language training.
- ❼ Promote qualification recognition schemes and apprenticeship policies to minimise skills mismatches and brain waste among immigrant workers.

Promoting and strengthening migration and development linkages

- ❶ Develop high-quality educational and school system policies and skills retention policies with the aim of reducing the brain drain of highly educated and skilled persons emigrating; promote contacts with Slovenians abroad, and help build their networks and associations.
- ❷ The dependence of NGOs, humanitarian and faith-based organisation on projects in the area of migration is leading to precariousness. Projects should be a supplement to and not a replacement of a robust publicly-funded system of services, extending to all relevant areas of migrant lives.
- ❸ Strengthen cooperation with the main countries of origin and transit of immigrants to Slovenia and destination countries of Slovenian emigrants, including trade unions, business groups, civil society organisations and migrant associations in those countries.
- ❹ Reinforce increasing official development aid and its attention to neighbouring counties as well as least developed countries, while avoiding the use of development resources for migration control.
- ❺ Ensure strict controls on exports and trans-shipments to prevent arms and weapons made in or shipped through Slovenia from being deployed in armed conflicts.

Research and information and statistics on migration and migrant workers

- ❶ Improve the competence and capacity of government agencies to collect, process, analyse, present and apply to policy the comprehensive data on migration to and from Slovenia.
- ❷ Ensure greater financial, institutional and expert support for research on labour migration issues and for official cooperation between domestic and foreign institutions including academic and research bodies.

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Annexes

ANNEX 1

LIST OF INTERVIEWS (CHRONOLOGICAL ORDER)

Interviewee	Organisation
dr. Dejan Valentinčič	The Government Office for Slovenes Abroad
Lenart Rihar, Director	Rafael Society
Max Zimani, Director	Global, NGO
Goran Popović, Headmaster	Primary School Livada, Ljubljana
mag. Katarina Štrukelj, Head of Reception and Support Division	Government Office for the Support and Integration of Migrants
Priest Peran Bošković	Serbian Orthodox Church in the Republic of Slovenia
Fr Robin Schweiger, SJ	Jesuit Refugee Association
Mufti prof. dr. Nedžad Grabus	The Islamic Community in the Republic of Slovenia
Iva Perhavec	IOM Slovenia
Sr. Slavka Cekuta	Diocesan Caritas Novo mesto
Mateja Švajger, Nina Stenko Primožič	Assistance for the victims of THB Caritas Slovenia
Barbara Godler, Alenka Petek, Danilo Jesenik Jelenc	Diocesan Caritas Celje and Ljubljana, Caritas Slovenia
Department for Development Cooperation and Humanitarian Assistance	Ministry of Foreign Affairs, Republic of Slovenia
Theologian and publicist	dr. Drago Ocvirk
Alojz Kovačič, member of Executive Board and Maja Murn, Head of ESIRAS programme	Red Cross Slovenia
Jana Lampe, Head of International Development Cooperation and Humanitarian Aid	International Development Cooperation and Humanitarian Aid Caritas Slovenia
Goran Lukić, President	Workers Counselling Office, NGO
Ljubljana Archbishop Mons. Stanislav Zore OFM, President of the Slovenian Bishops' Conference	Slovenian Bishops' Conference
dr. Franci Jazbec	Odnos, NGO
Daniel Nzotam, Director	African Village, NGO

ANNEX 2

POPULATION ON 1 JANUARY 2018 BY AGE GROUP, SEX AND COUNTRY OF BIRTH

Total population: 2.066.880

Foreign country citizens: 250.226

Country of Birth	2018 population
Slovenia	1.816.654
Bosnia and Herzegovina	107.676
Croatia	44.994
Serbia	25.372
North Macedonia	17.128
Kosovo (under UN Security Council Resolution 1244/99)	17.050
Germany	7.255
Italy	4.136
Montenegro	3.344
Russia	3.009
Asia	2.966
Austria	2.641
Ukraine	2.495
America	2.358
Bulgaria	1.241
Northern America	1.140
Eastern Asia	1.123
France	1.119
China including Hong Kong	977
Switzerland	922
South America	832
Africa	822
United States	768
United Kingdom	642
Western Asia	554
Slovakia	541
South-Eastern Asia	529

Country of Birth	2018 population
Southern Asia	464
Hungary	429
Argentina	413
Romania	407
Poland	392
Canada	372
Oceania	372
Australia and New Zealand	368
Czechia	363
Moldova	361
Australia	342
Netherlands	336
Northern Africa	333
Sweden	324
Belgium	308
Central Asia	296
Caribbean	288
Thailand	269
Western Africa	214
Syria	199
Belarus	192
Kazakhstan	187
Dominican Republic	185
Turkey	184
India	181
Spain	179
Brazil	165
Eastern Africa	164
Philippines	150

Country of Birth	2018 population
Iran	143
Egypt	127
Albania	126
Greece	119
Central America	98
Iraq	93
Japan	87
Cuba	85
Mexico	78
Tunisia	78
Venezuela	75
Uzbekistan	70
Denmark	68
Nigeria	64
Southern Africa	62
Jordan	60
Portugal	59
Ireland	58
South Africa	58
Ghana	56
Indonesia	56
Peru	56
Central Africa	49
Colombia	49
Libya Source	47
Pakistan	46
Lithuania	46
Israel	42
Luxembourg	41
Afghanistan	38

Country of Birth	2018 population
Finland	37
Algeria	37
Chile	36
South Korea	35
Kenya	33
Morocco	31
Guinea-Bissau	31
Lebanon	30
Nepal	28
New Zealand	27
Eritrea	26
Somalia	25
Azerbaijan	25
Georgia	24
Norway	23
Cameroon	23
Estonia	22
Vietnam	22
Taiwan	22
Saudi Arabia	21
Gambia, The	20
Kyrgyzstan	13
Madagascar	18
Armenia	18
Sri Lanka	17
United Arab Emirates	17
Ethiopia	16
Zimbabwe	15
Yemen	15
Uruguay	14
Bangladesh	13
Kuwait	12
Sudan	12
Turkmenistan	12

Country of Birth	2018 population
Bolivia	12
Democratic Republic of the Congo	11
Malaysia	11
Ecuador	11
Liberia	10
Liechtenstein	10
Singapore	9
Tajikistan	9
Congo	9
Cambodia	8
Cyprus	7
Guinea	7
Jamaica	7
Malta	7
Mauritius	7
Zambia	7
Burkina Faso	7
Iceland	6
Costa Rica	6
Sierra Leone	5
Uganda	5
Belize	5
Burundi	4
Cape Verde	4
Mali	4
Mongolia	4
Mozambique	4
Nicaragua	4
Palestine	4
Senegal	4
Trinidad and Tobago	4
Angola	4
Côte d'Ivoire	3
Honduras	3

Country of Birth	2018 population
Laos	3
Malawi	3
Melanesia	3
Namibia	3
Paraguay	3
Tanzania	3
Barbados	3
Central African Republic	2
Guyana	2
Haiti	2
Myanmar/Burma	2
Panama	2
Papua New Guinea	2
Qatar	2
Rwanda	2
Western Sahara	2
Aruba (NL)	2
Benin	1
Botswana	1
Chad	1
Dominica	1
El Salvador	1
Fiji	1
Former Netherlands Antilles	1
Gabon	1
Guatemala	1
Maldives	1
North Korea	1
Oman	1
Polynesia	1
San Marino	1
São Tomé and Príncipe	1
Togo	1

Country of Birth	2018 population
Wallis and Futuna (FR)	1
Andorra	1

Source: Eurostat [migr_pop3ctb]

ANNEX 3

ASYLUM APPLICATIONS AND DECISIONS IN SLOVENIA 1995 - 2018

Year	Applications total	Request for new procedure	New procedure	Cases solved	Recognised status	Rejection	Suspended	Dismissed	Safe third country	Refugee crisis	Resettlement	Relocation
1995	6	/	/	17	2	4	10	1	/			
1996	35	/	/	26	0	0	5	21	/			
1997	72	/	/	51	0	8	15	28	/			
1998	337	/	/	82	1	27	13	41	/			
1999	744	/	/	441	0	87	237	117	/			
2000	9.244	/	/	969	11	46	831	0	81			
2001	1.511*	/	/	10.042	25	97	9.911	9	0			
2002	640	/	60	739	3	105	619	12	0			
2003	1.101	35	45	1.166	37	123	964	17	25			
2004	1.208	35	70	1.125	39	317	737	20	12			
2005	1.674	77	160	1.848	26	661	1.120	38	3			
2006	579	61	339	901	9	561	228	43	0			
2007	434	39	56	576	9	276	238	53	0			
2008	260	18	52	325	4	145	164	12	0			
2009	202	15	22	228	20	89	96	23	0			
2010	246	35	31	239	23	55	120	27	14			
2011	358	51	19	392	24	78	177	40	73			
2012	304	43	21	328	34	75	110	57	52			
2013	272	31	23	374	37	82	177	59	19			
2014	385	27	23	360	44	51	216	49	0			
2015	277	18	22	265	46	87	89	44	0	141		
2016	1.308	7	44	1.136	170	96	621	249	0	1.184		124
2017	1.476	20	51	1.572	152	89	949	382	0	0		108
2018	2.875	40	27	2.886	102	135	2.372	277	0	0	40	21

Source: http://www.mnz.gov.si/si/mnz_za_vas/tujci_v_sloveniji/statistika/

Ministry of Interior 2019, own calculations

ANNEX 4**VALID WORK PERMITS IN SLOVENIA, BY SECTOR, 2008 AND 2018 (JANUARY TO OCTOBER)**

Activities	Total 2008 (I - X)	Total 2018 (I - X)
Agriculture, forestry and fishing	551	340
Mining and quarrying	70	14
Manufacturing	11.896	6.516
Electricity, gas, steam and air conditioning supply	23	48
Water supply, sewerage, waste management and remediation activities	402	29
Construction	44.913	7.922
Wholesale and retail trade, repair of motor vehicles and motorcycles	3.802	735
Transportation and storage	5.356	5.122
Accommodation and food service activities	2.933	425
Information and communication	363	34
Financial and insurance activities	179	3
Real estate activities	304	168
Professional, scientific and technical activities	2.255	536
Administrative and support service activities	3.945	1.210
Public administration and defence, compulsory social security	28	2
Education	376	51
Human health and social work activities	505	45
Arts, entertainment and recreation	471	16
Other service activities	361	101
No data on type of activity	12.043	823
Total	90.749	24.139

Source: SORS database



Caritas Slovenia
Kristanova ulica 1
1000 Ljubljana - Slovenia
+386 (0)1 300 59 60
info@karitas.si
www.karitas.si



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