



# CoMiDe – Initiative for Migration and Development

Report/ Slovenia

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# 1. National political and social context

In the wake of its declaration of independence in 1991, Slovenia adopted several pieces of legislation on regulating admission of foreigners and conditions of their access to specific fields of social life, including employment. However, the first policy documents in the field of migration were only adopted at the end of the mentioned decade. In line with the EU migration provisions, the then acceding country committed itself to close regulation of migratory movements and limited admission of migrants based on the country's interests, especially addressing the needs of the country's economy for migrant labour force. These documents also committed the country to a multicultural approach to the integration of migrants. While having a clear impact on the highly selective migration inflows to the country, these documents did not provide for an immediate impact on the improvement of the situation of migrants, including their integration into mainstream society. For the most part of this last decade, some integration measures were only applied to persons who were granted international protection (i.e. asylum). Only recently have Slovenian authorities, mainly influenced by policies at the EU level and coupled with initiatives on the part of civil society, undertaken some initial and more focused efforts towards better inclusion of migrants. From 2007 until now, strategic documents have been adopted in the field of education and economic migration, and in 2008 an implementing act aimed at the integration of foreigners was adopted by the government.

In regard to the international development assistance (or official development assistance), Slovenia officially became a donor country in 2004. The legislative framework providing for the regulation of this field was enacted in 2006, while the first policy document was only adopted by the National Assembly in 2008.

With the exception of admission policies, Slovenia is currently in the process of designing and establishing more comprehensive mechanisms for the implementation of the relevant policies into practice in some of the aforementioned fields (e.g. integration measures aimed at migrant population, mechanisms for monitoring and more effective provision of development assistance). Although both the legislative framework and the relevant policies relating to migration and international development cooperation have been, and still are, influenced by the policy developments at the EU level, the existent Slovenian policies in the areas in question tend to be highly unrelated at present, and an integrated approach towards migration and development cooperation with a view to the Policy Coherence for Development (hereinafter PCD) is yet to be achieved in Slovenia.

## 1.1. Migration-related legislation and policies in Slovenia

Migration-related legislative framework and policy are laid down in the Aliens Act, specific provisions of sectoral legislation and the Resolution on Migration Policy of the Republic of Slovenia.<sup>1</sup> The latter was adopted in 2002 and is still the principal policy document in the field.

According to the Resolution, foreseen measures shall be implemented with a view to contemporary migrant flows as well as new approaches towards developing a common policy on immigration and asylum at the EU level. Pursuant to the Resolution, Slovenian immigration policy shall be based, among other things, on the following principles: (1) the principle of solidarity, committing Slovenia to provide protection and assistance to refugees; (2) the principle of responsibility to Slovenia and its citizens relating to relatively free migration flows and regulation of naturalisation. This principle also applies to immigration of nationals and persons of Slovenian origin and the responsibility to preserve and develop the identity of the Slovenian nation; (3) the principle of respect for the rule of law and human rights, providing for Slovenia's compliance with the international treaties; (4) the principle of long-term macroeconomic benefits defining the relatively free nature of migration. According to this principle, it is possible to define the criteria of controlled admission of migrants to meet the demands of the Slovenian labour and capital market, while, at the same time,

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<sup>1</sup> Resolution on Migration Policy of the Republic of Slovenia, Official Gazette of the Republic of Slovenia No. 106/2002; Aliens Act, Official Gazette of the Republic of Slovenia No. 50/2011

preventing illegal (i.e. unauthorised) immigration and employment; (5) the principle of equality, freedom and mutual cooperation which is primarily related to the integration of migrants. The latter shall refer to actions of the state and society providing for favourable living conditions of migrants, including active prevention of discrimination, xenophobia and racism, and thus allowing migrants to become responsible participants in the social development of Slovenia.

As an EU Member State, Slovenia is obliged to follow development at the EU level. This results in migration-related legislation and policy which provide for strict regulation of migrant flows and migrants' access to specific areas of social life, while applying different regimes to different groups of migrants. In 2011, the new Aliens Act was adopted, representing the principal piece of legislation regulating migrations to Slovenia. It lays down the conditions and manners of entry, departure and stay of foreigners in the Republic of Slovenia. According to this act, the National Assembly adopts a resolution on the migration policy in Slovenia which defines the economic, social and other measures and actions to be adopted by the Republic of Slovenia in this field. This act also stipulates that the Ministry of the Interior shall perform administrative and expert tasks relating to the migration policy, entry, exit and residence of foreigners in the country, and shall take measures related to the foreigners where specified by the law.

In regard to the strict regulation of migrant flows, the government may, in compliance with the resolution, set up a quota, namely may determine the number of residence permits which may be issued to foreigners.<sup>2</sup> This act also grants preferential treatment to the specific groups of foreigners based on their legal status. For instance, the act provides for free movement of EEA-nationals, while visa and residence permit requirements are imposed on non-EU nationals. Furthermore, it also differentiates between the specific groups of non-EU nationals.

An illustration of this is the right of foreigners to family reunification. The first temporary residence permit issued to a non-EU national who is a family member of a Slovenian citizen or an EU national with a permanent residence permit shall be valid for a period of five years. As the adoption of this new act the Council Directive 2009/50/EC of 25<sup>th</sup> May 2009 on the conditions of entry and residence of third-country nationals for the purposes of highly qualified employment has been transposed into the Slovenian legislation, the relevant provision stipulates that a first temporary residence to a non-EU national who is a family member of an EU Blue Card holder with a permanent residence shall be issued for the period of three years. If such a permit is issued to a non-EU national who is a family member of another non-EU national with a permanent residence permit, it is only issued with a one year validity. At the other end of the spectrum, there are seasonal workers who do not have the right to reunite their families.

In general, a non-EU national may enter Slovenia only if he/she possesses a valid visa or a residence permit, and may stay in the country for the validity period of these documents if not otherwise defined by the government or agreed on in international agreements. A visa is usually issued for the purpose of a foreigner's stay in the country which does not exceed three months in a six-month timeframe. A visa for a long-term stay of up to one year may be issued *inter alia* to a family member of a Slovenian or an EU citizen for the purpose of family reunification, to diplomatic personnel, journalists, professional sportsmen and trainers. A visa may only be issued to individuals who provide evidence that, among others, they have health insurance and prescribed funds to sustain themselves in the period of the visa validity.

A residence permit may take the form of the temporary residence permit or the permanent residence permit. The temporary residence permit is issued for a specific purpose and a fixed period of time, while the permanent residence holder may stay in the country for undetermined period of time. Among other things, a foreigner who wishes to reside in the Republic of Slovenia must have a valid travel document, the validity of which is at least three months longer than the intended stay, health insurance and sufficient means of subsistence during his/her stay in the country of at least the level of the basic minimum income in the Republic of Slovenia. Generally, a foreigner must obtain the first temporary residence from the Slovenian diplomatic mission or a consulate abroad before entering the country. Such a permit shall be issued for a

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<sup>2</sup> This quota shall not apply to temporary residence permits issued for the purpose of family reunification, to permanent residence permits issued to family members of the Slovenian and the EU nationals and to permanent residence permit issued to victims of trafficking in human beings and of unauthorised employment, among others.

period up to one year, unless specified otherwise by the law. It shall only be issued for specific purpose, namely employment and work, family reunion, study or other valid reasons or reasons covered by the law or international instruments.

A permanent residence permit may be granted to a non-EU national who has had five years of continuous legal residence in Slovenia on the basis of the temporary residence permit. This condition is also met if a foreigner was absent from the country less than six consecutive months, and not more than ten months in the five-year time period. Such a foreigner is granted the status of a long-term resident. An EU blue card holder meets the condition of five years of continuous legal residence if he/she has resided in the EU for this period of time as an EU blue card holder, provided that he has lived in Slovenia for the last two years. He/she also satisfies less than twelve consecutive months and not more than eighteen months in a five-year time period.

In regard to foreigners who are EU nationals, the Aliens Act stipulates their right to unrestricted admission to Slovenia. If a EU national wishes to stay in Slovenia for more than three months for the purpose of work, family reunification, study or other reasons, he/she must, by stating the reason (e.g. work, family reunification, study or other reason), lodge an application for residence registration with the competent administrative unit, which may issue a certificate of residence registration, authorising the applicant to reside in Slovenia.

Available data produced by the Ministry of the Interior showed that the number of foreigners living in Slovenia decreased from 100,255 at the end of 2009 to 96,880 at the end of 2010. On 31<sup>st</sup> December 2010 there were 53,806 foreigners living in Slovenia on the basis of the temporary residence permit or residence registration certificate, of which 46,308 were non-EU nationals and 7,498 were the EU or the EEA nationals. Additional 43,074 foreigners lived in Slovenia on the basis of the permanent residence permit, of which 41,812 were non-EU nationals and 1,262 were the EU or the EEA nationals.<sup>3</sup>

Among the relevant measures, the Aliens Act lays down an obligation on the part of the Republic of Slovenia to provide for the inclusion (i.e. integration) of foreigners into cultural, economic and social life in Slovenia. Pursuant to this Act, all state bodies and institutions shall ensure their protection against discrimination. The Ministry of the Interior shall provide information necessary for foreigners' inclusion into society, particularly information regarding their rights and obligations. The integration of foreigners into the Slovenian schooling system shall be governed by the relevant legislation in the field of education. Foreigners who are not EU nationals shall be eligible to Slovenian language courses, courses aimed at their acquaintance with the Slovenian history, culture and constitutional framework, programmes aimed at mutual recognition and understanding between the Slovenian citizens and foreigners as well as provision of information relating to their integration.

In 2008, the government issued, on the basis of the then Aliens Act, the Decree on the Integration of Foreigners, the first ever piece of legislation elaborating in some detail certain integration measures including non-EU nationals.<sup>4</sup> This Decree was also the first to define foreigners' eligibility to measures, such as language courses and courses related to the Slovenian culture, history and constitutional system. In 2010, upon the civil society organisation's campaigning, the Decree was amended to extend its application to some additional groups of foreigners.<sup>5</sup>

The new Aliens Act determines that, as already set out in the Decree in question, the following groups of non-EU nationals shall have the right to the relevant courses which shall be free of charge: those having

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<sup>3</sup> Ministrstvo za notranje zadeve, Direktorat za migracije in integracijo (2011) Statistično poročilo Direktorata za migracije in integracijo za leto 2010, pp. 13-15, available at:

[http://www.mnz.gov.si/fileadmin/mnz.gov.si/pageuploads/DMI/Statisticko\\_porocilo\\_-\\_SLO\\_-\\_Lektorirano\\_01.pdf](http://www.mnz.gov.si/fileadmin/mnz.gov.si/pageuploads/DMI/Statisticko_porocilo_-_SLO_-_Lektorirano_01.pdf) (10.01.2012)

<sup>4</sup> Official Gazette of the Republic of Slovenia No. 65/2008. It should be noted that the then Aliens Act, which was adopted in 1999, stipulated the obligation of Slovenia to assist foreigners regarding their integration into Slovenian society. In 2002, this Act was amended to include provision, laying down the obligation on the part of the government to issue a regulation determining the manners for providing and implementing conditions aimed at the integration of foreigners. However, the above-mentioned Decree was adopted only in 2008. This Decree shall be in use until the adoption of new implementing instruments under the 2011 Aliens Act.

<sup>5</sup> Official Gazette of the Republic of Slovenia No. 86/2010

permanent residence permit and their family members who have a temporary residence permit for family reunification, regardless of the duration of their stay and the validity of their permit; those residing in Slovenia on the basis of the temporary residence permit with a validity of at least one year; family members of Slovenian and EU nationals who reside in Slovenia on the basis of the temporary residence permit for family reunification, irrespective of the length of their stay and validity of their residence permit.<sup>6</sup>

A vast majority of foreigners, the overall majority of which originates from successor states of the former Yugoslavia, and predominantly from Bosnia and Herzegovina, migrate to Slovenia for the purpose of work. The general legislative framework regulating their employment in Slovenia is laid down in the Employment and Work of Aliens Act. In April 2011, a new Employment and Work of Aliens Act came into force, transposing, for example, the EU Blue Card Directive into Slovenian legislation, and introducing certain more favourable provisions targeting non-EU nationals.<sup>7</sup>

The latter were mainly adopted after focused campaigns by certain actors, most notably civil society organisations, trade unions and Human Rights Ombudsman, which called on the government to provide measures aimed at improving working and living conditions of migrant workers.<sup>8</sup> In spite of this, the new Act, as it was with the previous similar acts, remained restrictive. It provides for closely regulated and highly selective access of specific groups of migrants to Slovenian labour market depending on the labour market situation, whereas differentiated measures are applicable to differentiated groups of migrants and their family members.<sup>9</sup>

In general, this piece of legislation mirrors policies adopted at the EU level, granting more rights to those who are better qualified, have resided and worked in the country for longer periods of time, including their family members, while the recent migrants face close regulation of their access, mostly related to possible labour market mismatches.

An example of the more favourable treatment of migrant workers are the first time provisions granting unlimited free access to the labour market for the specific groups of non-EU nationals. This means that they are not required to obtain a personal work permit which previously granted a free access to employment, and was the most expensive among work permits. This measure applies to, for example, family members of Slovenian citizens who have the permanent or temporary residence permit, family members of citizens of a EU Member State, EEA or Swiss Federation who have a permit for the temporary residence or a visa for long-term residence, foreigners with the permanent residence permit and refugees.

The above mentioned example is at the same time an example of the preferential treatment of certain groups of non-EU nationals, as all the other groups of non-EU nationals may be in employment in Slovenia only if a

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<sup>6</sup> Pursuant to the new Act, the government is obliged to issue a new regulation determining types and extent of measures targeting »third country« nationals. When in October 2011 the new Act enters into use, the aforementioned Decree shall cease to apply.

<sup>7</sup> Employment and Work of Aliens Act, Official Gazette of the Republic of Slovenia No. 26/2011; Council Directive of 25<sup>th</sup> May 2009 on the conditions of entry and residence of third-country nationals for the purposes of highly qualified employment, Official Journal of the European Union L 155 of 18.06.2009

<sup>8</sup> Human Rights Ombudsman is defined in Article 159 of the Constitution, which provides that in order to protect human rights and fundamental freedoms in relation to state authorities, local self-government authorities and bearers of public authority, the office of the Ombudsman for the rights of citizens shall be established by law. See e.g.: <http://www.varuh-rs.si/medijsko-sredisce/sporocila-za-javnosti/novice/detajl/poziv-varuhinje-k-spremembi-predpisov-za-boljso-pravno-zascito-delavcev/?cHash=d03137c3ca> (10.01.2012)

<sup>9</sup> For example, in its last report on the implementation of the European Social Charter (revised), launched in November 2008, the European Committee of Social Rights noted that Slovenia failed to meet the requirements of Article 18§3 of the Revised Charter (i.e. to liberalise, individually or collectively, regulation governing the employment of foreign workers). According to the Committee, 'there remain many restrictive rules which are problematic in respect of Article 18§3 of the Revised Charter: the dual procedure for granting residence and work permits; the fact that temporary residence permits may in principle be obtained only in the foreign worker's country of origin and for a specific activity, the fact that foreign workers may in principle only be granted an initial work permit for a specific job with a specific employer (Conclusions 2005), and the fact that work permits and related temporary residence permits may be cancelled in the event of an early termination of the employment relationship or of the independent activity of self-employed workers.' See: Council of Europe, European Committee of Social Rights (2008) Conclusions 2008 (Slovenia): Articles 1, 9, 10, 15, 18, 20, 24, and 25 of the Revised Charter, p. 25, available at: [http://www.coe.int/t/dghl/monitoring/socialcharter/Conclusions/State/Slovenia2008\\_en.pdf](http://www.coe.int/t/dghl/monitoring/socialcharter/Conclusions/State/Slovenia2008_en.pdf) (10.01.2012)

work permit was issued to them. The hierarchy among migrant workers is further established through the types of work permits they are issued. For instance, a work permit shall be issued as a personal work permit, an employment permit or a permit for work. A personal work permit is a work permit allowing a foreigner to freely access the labour market during the period of its validity. An employment permit is a work permit related to the permanent employment needs of an employer. With the employment permit, a foreigner is obliged to take up employment solely with the employer to whom such a permit was issued. A permit for work is a work permit with a predetermined validity on the basis of which a foreigner may be in temporary employment or may perform temporary work. The latter, among other things, applies to the seasonal work after which a migrant is obliged to leave the country for a specified period of time.

Moreover, an employment permit shall be issued to an alien under the condition that, in the records of the Employment Service, there are no domestic unemployed persons or persons who are, regarding the rights to employment, equal to citizens of the Republic of Slovenia. Such a permit may be renewed by the same employer for the same foreigner who will continue to perform the same type of job for a maximum of one year, provided that the foreigner was uninterruptedly registered in social insurance. In addition, an employment permit may only be issued or extended if, among others, the employer was withholding tax return for income from the work relationship or wage bill respectively, and paying employment, work taxes and contributions for the period of the last six months before submitting an application or for the time of operation. The last mentioned provisions adopted under pressure by NGOs, trade unions and Human Rights Ombudsman are provisions introduced by this new Act in order to prevent employers to deregister migrant workers from the social insurance scheme, as there were numerous cases when migrant workers continued to work with an employer without knowing that their social insurance was invalid. The implementation of this provision, however, must be subject to close monitoring.

The Act also lays down the possible introduction of protective measures restricting or prohibiting the work and employment of foreigners. Upon assessing the labour market trends, the government may, in accordance with its migration policy, annually determine the quota of work permits through which it would restrict the number of foreigners in the labour market. The government may, in addition to the overall quota, also set restrictions to the number of self-employed aliens, restrictions and prohibitions on the employment of foreigners by region, area of activity, company and occupation, and may also set restrictions or prohibitions on the inflow of new foreign workers in its entirety or from specific regional areas if this is well-founded with reasons of public order, public safety, public health, general commercial interest or situation and anticipated trends in the labour market.

Available data and research studies show that migrants working in Slovenia, particularly recent migrants employed in construction industry, face precarious working conditions. Research suggests that legal provisions binding migrants to one employer contribute to such a situation, undermine migrants' bargaining powers as they may be easily dismissed. The research also suggest that migrants tend to leave their first employer as soon as possible, while some of them leave their employers to work in an unauthorised manner because they face situations which amount to exploitation.<sup>10</sup>

For example, a case when the migrant workers went on hunger strike because they did not received payment for almost 18 months was reported. The reason why they insisted with the same employer over such a considerable period of time was that they hoped to fulfil the requirements for the personal work permit. This type of work permit would grant them the free access to the labour market. This again showed that the legal provision requesting the migrant workers to be employed with one employer for a substantial period of time puts migrants in a vulnerable position.<sup>11</sup>

In general, recent years were dominated by reports, including media reports, on the unfavourable situation of non-EU nationals in the Slovenian labour market. According to these reports, the majority of migrants take up jobs in less paid and more demanding sectors, especially in the construction industry, facing irregularities

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<sup>10</sup> See e.g. M. Pajnik, V. Bajt (2011) »Third Country« Migrant Workers as »Third Class Non-Citizens« in Slovenia, in: M. Pajnik, G. Campani (eds.) *Prekarious Migrant Labour Across Europe*, Ljubljana: Mirovni inštitut, pp. 97-118

<sup>11</sup> Medica, K., Lukič, G., Kralj, A. (2011) *Delovne in življenske razmere delavcev migrantov v Sloveniji: Zaključno poročilo študije*, Koper, Znanstveno-Raziskovalno središče Koper

and violation of labour legislation. For example, an overview of migrant workers' pay slips undertaken by the Association of Free Trade Unions of Slovenia showed that the earnings of migrant workers were lower for app. EUR 100-120 than the minimum earnings, as set out in the construction sector collective agreement. There were also irregularities regarding the payment of overtime work. Cases were also recorded, where a specified amount was deducted from worker's earnings for the 'common savings' scheme. This amount should have been returned to workers after a few months, but this was not the case. The report also indicated that irregularities in relation to overtime work tend to be a substantial problem in the Slovenian labour market, and noted a case of a worker from Bosnia and Herzegovina employed in the construction sector, who was working 34 days without a day-off. On one occasion, this worker and his co-workers were at work for 34 consecutive hours without a break, and, at the end, were not paid. There were also cases noted, where employers failed to pay the workers for their first month at work, or did not pay them social contributions and wages for their last month at work. One such case involved 20 workers from Bosnia and Herzegovina, Macedonia and also an EU Member State, namely Bulgaria. Safety at work also tends to be an issue of concern. Workers oftentimes face a lack of protective equipment, or this equipment is inadequate. Some workers also confirmed that accidents at work occur on practically daily basis, but are not recorded, although this is mandatory under the relevant legislation.<sup>12</sup>

The reports also indicate a growing number of cases where employers unregistered migrant workers from the social insurance scheme while these were still at work. By rule, the migrant workers were not notified about the employers' move, and were left, among other things, without health insurance. According to the relevant legislation, when a migrant worker is unregistered from the social insurance scheme, his/her residence permit expires. In practice, this means that migrant workers are not aware of the fact that their further stay in Slovenia is without legal basis.<sup>13</sup>

It is also worthwhile noting that, in 2011, amendments to a bilateral social agreement between Slovenia and Bosnia and Herzegovina came into force, with an important implication for Bosnian workers who lost their jobs. According to the relevant legislation, all workers in employment shall be compulsory insured against unemployment. In case of unemployment, they are entitled to a cash benefit provided that, among other things, they reside in Slovenia, while their citizenship or the types of residence permits are not relevant. In the previous version of this agreement, the Bosnian workers were only eligible for the unemployment allowances if they stayed in Slovenia on the basis of the permanent residence permit, otherwise their rights to such benefits were suspended. As international bilateral agreements take precedence over the domestic legislation, migrants originating from Bosnia and Herzegovina faced the adverse treatment compared to other non-EU nationals. With the amendments to the social agreement between the countries concluded, Bosnian migrants are equalled in their rights with other non-EU nationals, and may also receive unemployment cash benefits if they reside in the country on temporary basis.

Slovenia also concluded a similar agreement with Macedonia, but granting Macedonian migrants the right to unemployment cash benefits if they reside in Slovenia on a permanent basis. In April 2011, the Slovenian government adopted the initiative for the conclusion of amendments to the social agreement between Slovenia and Macedonia and transferred it to parliament for approval. At the time of submitting this draft report, migrant workers from Bosnia and Herzegovina and from Macedonia are still subject to differential treatment. However, as, so far, no changes to the actual agreement have been made, Macedonian nationals still experience discrimination in accessing the unemployment benefits, compared to other non-EU nationals. Furthermore, if they are left without employment, they are not entitled to basic healthcare insurance, as the relevant legislation in the field of healthcare stipulates that only persons who receive the unemployment allowances shall be guaranteed this insurance.

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<sup>12</sup> G. Lukič, K. Medica, J. Nemanič (2008) National Report on the Situation of Migrant Workers in Slovenia, available at: <http://www.emf-fem.org/content/download/28573/241447/file/Migrant%20workers%20Slovenia.pdf> (10.01.2012); Zveza svobodnih sindikatov Slovenije (2008) Analiza položaja delavcev migrantov v perspektivi kršitve v zvezi z delom in zaposlovanjem tujcev ter njihovimi bivalnimi pogoji

<sup>13</sup> Zveza svobodnih sindikatov Slovenije (2010) Delavci migranti v primežu politike: Poročilo o polžaju delavcev migrantov v Sloveniji in izvajanju migrantske politike: Gradivo za novinarsko konferenco, available at: [http://www.zsss.si/attachments/article/371/DELAVCI%20MIGRANTI%20V%20PRIMEŽU%20POLITIKE\\_porocilo.doc](http://www.zsss.si/attachments/article/371/DELAVCI%20MIGRANTI%20V%20PRIMEŽU%20POLITIKE_porocilo.doc) (10.01.2012)

The vulnerability of non-EU migrants was also pronounced in 2009 when Slovenia, and particularly the construction sector which employs the largest share of this population, was hit by the current economic crisis. Since March 2009 until the end of April 2011, the number of valid work permits decreased for almost 20 per cent, from 92,644 to 74,356.<sup>14</sup> Apart from the impact of the crisis and bad management in the relevant enterprises, this was also due to the restrictive measures adopted by the government in the wake of the crisis. Immediately in February 2009, the government adopted amendments to the Rules on Work Permits, Registration and De-registration of Work and the Supervision of the Employment and Work of Aliens putting under control the so-called deficit professions, namely professions regarded as those with systematic labour shortages in the Slovenian labour market. In effect, this meant that »third country« nationals might only be employed in such professions, provided that there were no Slovenian nationals, EU nationals or »third country« nationals holding personal work permits available for the job. In addition, the government also adopted, for the first time, the Decree on Restrictions and Prohibition of Employment and Work of Aliens in June 2009. The latter provided for restrictions and prohibitions of new employment and work of foreigners by type of activity, businesses and professions and by certain regional areas. The Decree prohibited, among other things, seasonal work apart from agriculture and forestry, which meant that the largest share of permits for seasonal work could not be utilised as the largest stock was previously mainly issued for the purpose of the construction industry. The period from 2007 until 2009 also saw an increasing trend in the number of unemployed non-EU nationals, by origin from successor states of the former Yugoslavia, who held the personal work permit and were allowed to be registered with the Employment Service. This figure rose from 1,677 to 3,607.<sup>15</sup>

The aforementioned developments clearly resonated in the figures related to major corridors of remittance outflows from Slovenia. Workers' remittances from Slovenia to extra EU-27 countries fell from EUR 27,3 in 2008 to EUR 24, 2 million in 2009. The evidence connected to the outflows of compensation of employees is even more striking, decreasing from EUR 168,7 in 2008 to EUR 68,5 million in 2009. For example, according to Eurostat, the figures for outflows to Bosnia for the period in question were EUR 71,3 and EUR 15,9 million, respectively.<sup>16</sup>

Pursuant to the Aliens Act, migrant population shall be included in the education system of Slovenia on the basis of legislation governing the field in question. The legislation package dealing with access to education on different levels includes as follows: Elementary School Act, Grammar School Act, Vocational Education Act, Post-secondary Vocational Education Act, Higher Education Act, Temporary Protection of Displaced Persons Act, International Protection Act, Rules on the rights of applicants for international protection (i.e. asylum seekers) and Decree on the methods and conditions for ensuring rights of persons with International Protection (i.e. refugees), Rules on the Assessment of Knowledge and Promotion of Pupils in the Elementary School, Rules on secondary school enrolment, Rules on Norms and Standards for Implementation of Educational Programs and a Schooling Programme in Secondary Education.

In Slovenia, the relevant legislation stipulates that the right to elementary education is guaranteed to all persons regardless of their legal status. Slovenian citizens, EU nationals, persons of Slovenian origin, or their direct descendants to the third degree, who do not possess Slovenian citizenship, have equal access to all

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<sup>14</sup> Zavod Republike Slovenije za zaposlovanje (2009) Mesečne informacije, Vol. 16, No. 3, pp. 34-36, available at: <http://www.ess.gov.si/files/125/MI0309.pdf> (10.01.2012); Zavod Republike Slovenije za zaposlovanje (2011) Mesečne informacije, Vol. 18, No. 4, pp. 34-36, available at: <http://www.ess.gov.si/files/2513/MI0411.pdf> (10.01.2012). See also: M. Pajnik, V. Bajt (2011) »Third Country« Migrant Workers as »Third Class Non-Citizens in Slovenia«, in: M. Pajnik, G. Campani (eds.) Precarious Migrant Labour Across Europe, pp. 97-118. Please note that in late April 2011 the new Employment and Work of Aliens Act came into force. The Act in question laid down free access to the Slovenian labour market for specific groups of »third country« nationals. The latter do not need the work permit since, and their work permits have actually been abolished. This means that from April 2011 such individuals are not captured by the statistics measuring trends with regard to the number of work permits valid in Slovenia, and, as a result, April 2011 was the last date when meaningful comparison of trends was possible.

<sup>15</sup> Vlada Republike Slovenije (2010) Strategija ekonomskih migracij za obdobje od 2010 do 2020, pp. 50-51, available at: [http://www.mddsz.gov.si/fileadmin/mddsz.gov.si/pageuploads/dokumenti\\_pdf/Strategija\\_ekonomskih\\_migracij-2010-2020.pdf](http://www.mddsz.gov.si/fileadmin/mddsz.gov.si/pageuploads/dokumenti_pdf/Strategija_ekonomskih_migracij-2010-2020.pdf) (10.01.2012)

<sup>16</sup> <http://appsso.eurostat.ec.europa.eu/nui/submitViewTableAction.do> (11.07.2011). See also: The World Bank (2011) Migration and Remittances Factbook 2011 (2nd edition), Washington: The International Bank for Reconstruction and Development/ The World Bank, p. 223, available at: <http://siteresources.worldbank.org/INTLAC/Resources/Factbook2011-Ebook.pdf> (10.01.2012)

levels and types of education, ranging from basic schooling to university education. Non-EU nationals have access to all types of secondary and higher education on the basis of the principle of reciprocity, i.e. when a relevant agreement between Slovenia and the state concerned is concluded. In the absence of such an agreement, the non-EU nationals may only take programmes they wish to attend if there are vacant places available after the last round of enrolment.

In 2011, the Elementary School Act was amended to include a new provision stipulating that the children residing in Slovenia whose mother tongue is not Slovenian be provided with the courses of Slovenian language and culture. Furthermore, in cooperation with their countries of origin, the courses of their native language and culture shall be provided. This new provision is more inclusive, as the former version of the law only granted such lessons to pupils with migrant background under the condition that an agreement had been signed between Slovenia and their countries of origin.<sup>17</sup>

In general, measures aimed at integration of migrants into the education system of Slovenia were late in coming and are still in their initial phase. In 2007, the Strategy of Inclusion of Migrant Children, Pupils and Students into the Upbringing and Education System in the Republic of Slovenia, the first comprehensive strategic document relating to the integration of migrants in schooling, was adopted. The document described a rather unfavourable picture of the situation of migrant children in the field of education. A 2006 survey, conducted among Slovenian kindergartens and elementary and secondary schools for the purpose of the Strategy, showed that migrant children face problems in keeping up with lessons and events in the school environment.<sup>18</sup> The main reasons include the lack of legal basis providing for better planning integration procedures, the lack of strategies and instruments for inclusion, pedagogical workers lack expert knowledge for facilitating sustainable co-operation with parents, the lack of the command of Slovenian on the part of migrant children, mainly as a result of insufficient number of lessons in Slovenian as a second language and the lack of curriculum and educational tools for this subject, insufficient inclusion of parents and children in their school and living environment, and inadequate appreciation of the importance of preservation of migrant children's language and culture, including unequal appreciation of these in comparison with the Slovenian language and culture.<sup>19</sup>

Following the adoption of the aforementioned document, several projects have been financed by the competent authorities aimed at better integration of migrants into education in Slovenia.<sup>20</sup> In spite of this, several recent studies indicated that obstacles, as noted in the aforementioned strategy, still persist.<sup>21</sup> While the situation in Slovenia is characterised by almost complete absence of national data enabling equality monitoring in the field of education, available international studies and surveys showed that individuals with migrant background lag behind their Slovenian peers. For instance, a recent OECD report showed that, in Slovenia, foreign-born 20-24 year-olds are three times more likely not to be in education and not to have attained upper secondary education. This report also shows that 46 per cent of 25-29 year-olds born in the country have a tertiary education qualification or are currently enrolled in a tertiary education programme

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<sup>17</sup> Official Gazette of the Republic of Slovenia No. 87/2011

<sup>18</sup> Migrant population has been classified in the following groups: a) migrants with Slovenian citizenship: 1. persons who moved to Slovenia from abroad, 2. persons born in Slovenia (second or third generation of migrants); b) migrants without Slovenian citizenship: 1. persons with temporary residence permit, 2. persons with permanent residence permit; c) temporary refugees, asylum seekers and refugees; d) EU nationals; children of migrants of Slovenian origin (with or without citizenship), who returned to Slovenia. It must be also pointed out that members of ethnic groups by origin from ex-Yugoslav republics form the distinct majority of population with immigrant background.

<sup>19</sup> Ministrstvo za šolstvo in šport (2007) Strategija vključevanja otrok, učencev in dijakov migrantov v sistem vzgoje in izobraževanja v Republiki Sloveniji, pp. 4-6, available at: [http://www.mss.gov.si/fileadmin/mss.gov.si/pageuploads/podrocje/razvoj\\_solstva/projekti/Strategija\\_vkljucevanje\\_migrantov.doc](http://www.mss.gov.si/fileadmin/mss.gov.si/pageuploads/podrocje/razvoj_solstva/projekti/Strategija_vkljucevanje_migrantov.doc) (10.01.2012)

<sup>20</sup> See e.g.: <http://www.projektmigranti.si/> (10.01.2012); [http://www.centerslo.net/l2.asp?L1\\_ID=8&L2\\_ID=94&LANG=slo](http://www.centerslo.net/l2.asp?L1_ID=8&L2_ID=94&LANG=slo) (10.01.2012); <http://www.medkulturni-odnosi.si/> (10.01.2012)

<sup>21</sup> See e.g. R. Bešter, M. Medvešek (2010) Vključevanje migrantskih otrok v vzgojno-izobraževalni sistem, in: M. Medvešek, R. Bešter (eds.) Državljeni tretjih držav ali tretjerazredni državljani?, Ljubljana: Inštitut za narodnostna vprašanja, pp. 205-269; N. Vrečer (2011) Učeče kulture: večkulturno izobraževanje v primerjalni perspektivi, in: IB revija. Revija za strokovna in metodološka vprašanja trajnostnega razvoja, Ljubljana: Urad za makroekonomske analize in razvoj, pp. 19-27, available at: [http://www.umar.gov.si/fileadmin/user\\_upload/publikacije/ib/2011/1-2-2011-splet.pdf#page=21](http://www.umar.gov.si/fileadmin/user_upload/publikacije/ib/2011/1-2-2011-splet.pdf#page=21) (10.01.2012)

compared to 14 per cent of those born abroad. According to the report, this differential was nine percentage points in 2003.<sup>22</sup>

Similarly, the last round of the PISA exercise measured reading literacy and was carried out in 2009. This survey also showed that Slovenia was among the countries where the first-generation immigrant students are at least twice as likely to perform among the bottom quarter of the students when compared to the students without an immigrant background. For example, the gap between the native and the first-generation immigrant students was 74 score points. The second-generation immigrant students performed better, but still lagged behind the native students for 33 score points. In this PISA round, one school year's progress accounted for an average of 39 score points on the PISA reading scale.<sup>23</sup>

Migrant population also faces unfavourable situations in the field of housing. According to the Housing Act, the primary act in the field, only Slovenian citizens and, on the basis of reciprocity, EU nationals with permanent resident status shall have the right to apply for non-profit rental housing, rental subsidies and housing loans.<sup>24</sup> Non-EU nationals are thus completely excluded from non-profit schemes, including those who are long term residents in Slovenia. In this respect, Slovenia, for example, failed to comply with the provisions of Council Directive 2003/109/EC as well as European Social Charter (revised) guaranteeing equal access to housing for long-term residents and nationals of States Parties to the Charter in question, respectively.

As a consequence, non-nationals are forced to seek accommodation in the private market sector, where, as some reports suggest, they oftentimes face discrimination. Migrants also have to register the address at which they live in Slovenia. As this procedure can only be done with the consent of landlords, there were reports of landlords increasing the cost of rent in order to provide their approval.<sup>25</sup>

A research on working and living conditions of migrant workers also showed that, in general, migrant workers live in substandard conditions. For example, migrants were accommodated in rooms without heating, which were overcrowded and lacked windows or had windows that could not be opened. Researchers also noted that sometimes kitchens are inadequate and the tenants are only able to eat uncooked food. While the costs are paid by the employers, the report indicates that the prices are too high compared to the offered accommodation. According to the researchers, the tenants are called 'gold retrievers' by the landlords.<sup>26</sup>

Only upon a strong pressure on the part of civil society and trade unions, the government set to include certain housing-related provisions in the new Employment and Work of Aliens Act before submitting it to the parliament for adoption. In March 2011, the National assembly adopted the Act in question. According to this Act, employers who conclude a work contract with a foreigner and ensure accommodation to these foreigners shall be obliged to ensure these foreigners minimal accommodation and hygiene standards.<sup>27</sup>

With regard to the field of healthcare, it should be noted that health insurance in Slovenia is based on the Bismarck model (i.e. compulsory health insurance), and is, according to the Health Care and Health Insurance Act, closely tied to employment.<sup>28</sup> Therefore, all persons, regardless of their legal status, and provided that they are in regular employment, are compulsorily insured. In cases when health insurance does

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<sup>22</sup> OECD (2010), *Education at a Glance 2010: OECD INDICATORS*, p. 336, 358, available at: <http://www.oecd.org/dataoecd/45/39/45926093.pdf> (10.01.2012)

<sup>23</sup> OECD (2011) *Education at a glance 2011: OECD indicators*, Paris, OECD Publishing, pp. 92, 94, 98. For the purpose of the survey in question, native students were students who were born in the country of assessment and had at least one parent who was also born in the country of assessment. Students with an immigrant background were students whose parents were born in a foreign country.

<sup>24</sup> Official Gazette of the Republic of Slovenia No. 69/2003, and subsequent modifications.

<sup>25</sup> J. Pirc (2010) Stanovanjska problematika državljanov tretjih držav v Sloveniji, in: M. Medvešek, R. Bešter (eds.) *Državljeni tretjih držav ali tretjerazredni državljani*, Ljubljana, Inštitut za narodnostna vprašanja, p. 188, 191, 199

<sup>26</sup> G. Lukič, K. Medica, J. Nemanič (2008) National Report on the Situation of Migrant Workers in Slovenia, pp. 21-27, available at: <http://www.emf-fem.org/content/download/28573/241447/file/Migrant%20workers%20Slovenia.pdf> (10.01.2012)

<sup>27</sup> Official Gazette of the Republic of Slovenia No. 26/2011

<sup>28</sup> Official Gazette of the Republic of Slovenia No. 9/1992, and subsequent modifications.

not arise from employment, different regimes apply to different categories of foreign nationals. Foreign nationals with permanent residency, including refugees, are entitled to compulsory health insurance on equal footing with Slovenian nationals. According to Article 7 of the Health Care and Health Insurance Act, persons with temporary residence or without established residence have limited access to healthcare services, and have only the right to emergency healthcare. The latter includes maintaining vital functions and preventing the deterioration of an individual's health condition.<sup>29</sup>

Research studies related to the situation of migrants in the field of healthcare are rare. Some available studies, however, tend to indicate various obstacles migrants face in their access to healthcare. A study carried out among migrant workers from the republics of the former Yugoslavia suggests that migrants closely link their health state with demanding working conditions and unfavourable housing situation. Concerned by their employment status, they oftentimes only visit medical institutions in case of serious health problems and only after being encouraged to do so by their relatives or fellow workers. With regard to the employers' attitudes toward workers' health state, the picture is mixed. While noting that some employers encourage migrant workers to visit a medical institution in case of illness, the study also suggests that some employers create an environment, in which the workers do not dare to express a need for a medical practitioner. The researcher also recorded a case of a worker who was late for a surgery, as he/she was only allowed to leave the workplace half an hour before the scheduled medical intervention. Some interviewees also reported language barriers. The study also indicates poor knowledge of the Slovenian healthcare system on the part of migrant workers.<sup>30</sup> In general, available studies suggest that there is a lack of measures aimed at migrants' integration into Slovenian healthcare system.<sup>31</sup>

With regard to their political participation, the foreigners who hold the permanent residence permit have been entitled to vote in local elections since 2002, the legal basis being the Local Elections Act. In spite of this, there have been no regular communication channels established in Slovenia between the migrant communities and the Slovenian authorities. For example, in 2008, the government established the Council for the Integration of Foreigners. It reports to the government, issues recommendations and monitors the implementation of integration measures. However, the body in question only includes state authorities' representatives as well as civil society representatives, while migrants are not represented.<sup>32</sup>

## 1.2. Legislation and policies on international development cooperation in Slovenia

Slovenia officially became a donor country in terms of the international development cooperation (i.e. official development assistance) in 2004. The International Development Cooperation of the Republic of Slovenia Act, the first relevant piece of legislation regulating this field, was adopted by the National

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<sup>29</sup> Some researchers noted that the definition of emergency healthcare, as set out in the aforementioned Act, is too general and may result in a different interpretation by medical practitioners, while some of them might provide all necessary assistance in order to prevent deterioration of a patient's condition regardless of the type of his/her illness, some might only provide assistance in case that a patient needs reanimation. See: U.L. Čebren (2010) Slepa pega evropskega zdravstva: analiza nekaterih vidikov zdravja migrantov, in: K. Medica, G. Lukič, M. Bufon (eds.) Migranti v Sloveniji – med integracijo in alienacijo, Koper: Univerza na Primorskem, Znanstveno-raziskovalno središče Koper, Zgodovinsko društvo za južno Primorsko, Univezitetna založba Annales, p. 76

<sup>30</sup> D. Rotar Pavlič, M. Brovč, I. Švab, J. Ahčin, M. Šlajpah (2007) 'Attitudes to illness and use of healthcare services by economic immigrants in Slovenia', in: Croatian medical journal, Vol. 48, pp. 675-683. See also: U.L. Čebren (2010) Slepa pega evropskega zdravstva: analiza nekaterih vidikov zdravja migrantov, in: K. Medica, G. Lukič, M. Bufon (eds.) Migranti v Sloveniji – med integracijo in alienacijo, Koper: Univerza na Primorskem, Znanstveno-raziskovalno središče Koper, Zgodovinsko društvo za južno Primorsko, Univezitetna založba Annales, pp. 57-79

<sup>31</sup> See e.g. M. Bofulin, R. Bešter (2010) Enako zdravstvo za vse? Imigranti v slovenskem zdravstvenem sistemu, in: Državljeni tretjih držav ali tretjerazredni državljani?, Ljubljana, Institut za narodnostna vprašanja, pp. 270-311

<sup>32</sup> T. Huddleston, J. Niessen, Eadaoin Ni Chaoimh, E. White (2011) Migrant Integration Policy Index III, Brussels: British Council, Migration Policy Group, p. 180, available at: [http://www.mipex.eu/sites/default/files/downloads/migrant\\_integration\\_policy\\_index\\_mipexiii\\_2011.pdf](http://www.mipex.eu/sites/default/files/downloads/migrant_integration_policy_index_mipexiii_2011.pdf) (10.01.2012)

Assembly as late as in 2006.<sup>33</sup> This Act sets out objectives and methods of long-term planning, funding and implementing international development cooperation (hereinafter IDC).

Pursuant to Article 3 of the Act, the Slovenian objectives regarding IDC shall be the following: the fight against poverty in developing countries by means of supporting their economic and social development; ensuring peace and human security in the world, in particular by strengthening and promoting democracy, rule of law, human rights and good governance in developing countries; the combat against HIV / AIDS, malaria and other diseases and infant and maternal mortality reduction; basic level of education for all, irrespective of their gender, race or religion; ensuring sustainable development by means of balancing environment preservation, protection of natural resources, economic growth and sustainability, including a concern for social inclusion and equity; provision of basic social services and good governance while taking into account social and personal security; strengthening bilateral and multilateral cooperations with priority countries and other specific objectives in the field in question, based on the country's interests in the field of foreign affairs and the Resolution on International Development Cooperation of the Republic of Slovenia for the period until 2015.

According to Article 4 of the Act, the latter shall be the basis for planning and implementing IDC. In addition, the Resolution shall define Slovenia's geographical and sectoral priorities, and shall indicate levels of funds for the purpose of IDC. The Resolution should be based on the Act in question and the Slovenia's Development Strategy, and should be in conformity with the agreed common objectives of the EU in the field of IDC.<sup>34</sup>

Article 5 of the Act stipulates that the national coordinator of IDC shall be the Ministry of Foreign Affairs. Upon proposal of the Minister of Foreign Affairs, the government shall appoint the Interministerial Working Body for International Development Cooperation tasked, among other things, to plan, coordinate, monitor and evaluate the implementation of ICD. Pursuant to Article 6 of the Act, the Minister of Foreign Affairs shall establish the Expert Council for ICD. The Council's tasks include the formulation of the draft proposal of the Resolution, advising the Minister regarding IDC, and participation in the evaluation of Slovenia's efforts in the field of IDC. According to the Act, members of the Council shall be representatives of ministries involved in the provision of IDC, representatives of organisations implementing IDC, experts in the field of IDC, representatives of chambers of commerce and representatives of public or private entities publicly authorised for the implementation of the technical-operational part of the Resolution.

Pursuant to the Act in question, the Slovenian IDC may take the following forms: (1) planning and implementation of development projects in developing countries; (2) funding development projects undertaken in developing countries; (3) education and training of individuals, organisations and institutions in developing countries; (4) participation of representatives of the Republic of Slovenia in international peacekeeping and humanitarian operations and the deployment of representatives of the Republic of Slovenia to participate in international development and humanitarian operations in accordance with the law governing the referral of persons in international civil missions and international organizations; (5) cultural and scientific cooperation with, and information and technology transfer to developing countries; (6) establishment and operation of public sector services and other departments within the institutions of public or private law in the Republic of Slovenia authorised for the purpose of IDC; (7) training professionals and

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<sup>33</sup> Official Gazette of the Republic of Slovenia No. 70/06

<sup>34</sup> The Slovenia's Development Strategy is a policy document adopted by the government in 2005 covering the period from 2006 to 2013. The Strategy sets out the vision and objectives of the country's development, including development priorities and the relevant action plans. According to the Strategy, four strategic goals of Slovenia's development in the period in question are as follows: (1) the economic development objective is to exceed the average level of the EU economic development (as expressed in GDP per capita in PPP) and increase employment according to the Lisbon Strategy goals; (2) the social objective is to improve the quality of living and the welfare of all individuals, measured by the indicators of human development, social risks and social cohesion; (3) the cross-generational and sustainable development objective is to enforce the sustainability principle as the fundamental quality measure in all areas of development, including the objective of sustained increase in population; (4) development objective in the international environment is to employ its distinct development pattern, cultural identity and active engagement in the international community to become a recognisable and distinguished country around the world. See: Vlada Republike Slovenije, Urad Republike Slovenije za makroekonomske analize in razvoj (2005) Slovenia's Development Strategy, available at: [http://www.umar.gov.si/fileadmin/user\\_upload/projects/slovenia\\_development\\_strategy.pdf](http://www.umar.gov.si/fileadmin/user_upload/projects/slovenia_development_strategy.pdf) (10.01.2012)

employees of legal persons in Slovenia working in the field of international development cooperation, and providing funds and material resources for their operation; (8) advising, planning and preparing studies in the Republic of Slovenia relating to IDC; (9) design and implementation of programmes aimed at raising public awareness in the Republic of Slovenia on the importance of international development cooperation.

Based on the International Development Cooperation of the Republic of Slovenia Act, in 2008, the National Assembly adopted the main policy document in this area, namely the Resolution on International Development Cooperation of the Republic of Slovenia for the period up to the year 2015.<sup>35</sup> Among other things, the Resolution stipulates that the Slovenian IDC shall be implemented in compliance with the values and development directions of the Slovenian society and economy, in compliance with development objectives of the international community, particularly with the EU and the UN objectives, and in compliance with the objectives of the Slovenian foreign policy, of which IDC is an integral part.

Furthermore, the Resolution spells out that Slovenia, as an EU Member State, shall implement its IDC in conformity with the principles of complementarity, coordination and policy coherence, and shall respect its commitments regarding PCD in twelve areas, including in the field of migration.

According to the Resolution, the first Slovenian geographical priority shall be the Western Balkans Countries, followed by countries in Eastern Europe, Caucasus and Central Asia, while the third geographical priority shall be Africa. In the regions in question, Slovenia shall provide its IDC on project or programme basis, the latter being based on the relevant strategic programme documents and financial commitments for a longer period of time, and implemented in up to three countries in the period covered by the Resolution.

Pursuant to the Resolution, the Slovenian sectoral priorities include humanitarian and post-conflict assistance emphasising poverty reduction, demining and assistance to children in post-conflict situation, and provision of social and economic services. Social services shall include strengthening of good governance and the rule of law, with an emphasis of accession to Euro-Atlantic structures, as well as scientific and technological cooperation and education of experts from target countries. According to the resolution, economic services shall involve planning, construction or reconstruction of public infrastructure and business services aimed at promoting development of small and medium-sized companies and their internalisation. In addition to this, the Resolution prioritises, among other things, multisectoral and horizontal types of IDC emphasising good governance with a view to human rights and equal opportunities, as well as planning, construction and reconstruction of environmental infrastructure and implementation of programmes targeting climate change, reducing greenhouse gas emissions, and providing for efficient use of non-renewable resources and sustainable management of renewable resources for the purpose of achieving food sovereignty and access to adequate drinking water.

Based on the Resolution, and in accordance with internationally agreed commitments, Slovenia shall undertake efforts to increase the volume of its IDC to 0.17 per cent of GNI by 2010 and to 0.33 per cent of GNI by 2015. The Resolution also includes guidelines which foresee the establishment and strengthening of a comprehensive organisational structure within the Ministry of foreign Affairs, providing for planning, efficient use of funds, and the implementation and monitoring of the Slovenian IDC. This policy document also stipulates that education for development or global education shall form an integral part of the Slovenian development policy, aimed at rising public awareness of the importance of IDC as well as at gaining public support for European and domestic policies targeting developing countries.

Pursuant to this document, the Slovenian authorities shall strive for a comprehensive involvement of civil society in the Slovenian IDC. NGOs shall be eligible to compete for IDC funds with other interested legal entities. According to the Resolution, special attention shall be given to the development of small and institutionally weak NGOs working in the field of IDC.

On the basis of the Resolution in question, which is the main policy document in the area of the IDC, a medium-term strategy serving as a substantive basis for the preparation of annual programmes should have

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<sup>35</sup> Official Gazette of the Republic of Slovenia No.73/08

been adopted. As of yet, the Slovenian authorities failed to adopt such a strategic document. In spite of this, recent years have seen the preparation of two framework programmes, namely the Framework Programme of International Development Cooperation and Humanitarian Aid of the Republic of Slovenia for 2010 and the Framework Programme of International Development Cooperation and Humanitarian Aid of the Republic of Slovenia for 2011 and 2012. These documents mainly define bilateral activities in the field of IDC as well as activities aimed at involvement of NGOs and awareness-rising activities of the role of IDC.<sup>36</sup>

In line with its strategic priorities in the field of IDC, from 2005 until 2011, Slovenia concluded bilateral agreements on development cooperation with the following countries: FYR of Macedonia, Bosnia and Herzegovina, the then Serbia and Montenegro (subsequently, with Montenegro after the country in question declared its independence), Kosovo, Albania, Moldova, Ukraine and Cape Verde. These international documents define social and economic areas targeted by the Slovenian IDC as well as the main principles of the bilateral cooperation, including the Slovenian commitment to implement the relevant development projects in compliance with the EU acquis.

In accordance with the aforementioned Resolution, the task of comprehensive reporting on objectives and achievements of the country's development cooperation shall lay with the Ministry of Foreign Affairs. Regular annual reports produced by the ministry in question represent the main source of official data on IDC in Slovenia. Available official data showed that a constant upward trend in the Slovenian official development assistance (hereinafter ODA), expressed as a share of GNI, was recorded between 2004 and 2009, when ODA rose from 0.09 to 0.15 per cent of GNI.<sup>37</sup> However, in 2010, ODA sank to 0.13 per cent of GNI, an indication of the Slovenian failure to meet its obligations under, for example, the European Consensus on Development.<sup>38</sup>

Although the Slovenian bilateral assistance in terms of ODA has been in rise in recent years, available data also indicate that multilateral assistance regularly represents a considerably larger share of the Slovenian ODA compared to bilateral assistance. Bilateral assistance amounted to 28 per cent of ODA in 2009 and 38 per cent in 2010, compared to 68 per cent and 62 per cent of multilateral ODA provided in 2009 and 2010, respectively.<sup>39</sup> A substantial share of multilateral assistance is allocated to the European Development Fund.

In accordance with the Resolution on International Development Cooperation of the Republic of Slovenia for the period until 2015, bilateral ODA is, among other things, provided on the basis of geographical priorities. As a result, a substantial share of ODA is allocated to Western Balkans countries. For example, in 2010, 74 per cent of the available bilateral ODA was earmarked to the region in question, with Croatia receiving the largest share of funds, followed by Montenegro, Bosnia and Herzegovina and Macedonia. In comparison, 2 per cent of the available bilateral funds was allocated to countries of Eastern Europe, Caucasus and Central Europe; additional 4 per cent was earmarked to African countries and countries of South and central America respectively, 3 per cent of the available ODA funds was allocated to countries of Eastern and South-eastern Asia, 1 per cent of funds was allocated to Middle East, while 12 per cent of ODA was allocated for the activities which were not directly linked to specific recipient countries.<sup>40</sup>

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<sup>36</sup> [http://www.mzz.gov.si/si/zunanja\\_politika/mednarodno\\_razvojno\\_sodelovanje\\_in\\_humanitarna\\_pomoc/dokumenti/](http://www.mzz.gov.si/si/zunanja_politika/mednarodno_razvojno_sodelovanje_in_humanitarna_pomoc/dokumenti/) (10.01.2012)

<sup>37</sup> Ministrstvo za zunanje zadeve (2010) Slovenia's International development Cooperation 2009, Ljubljana, p.5, available at: [http://www.mzz.gov.si/fileadmin/pageuploads/Zakonodaja\\_in\\_dokumenti/dokumenti/Porocilo\\_MRS\\_EN.pdf](http://www.mzz.gov.si/fileadmin/pageuploads/Zakonodaja_in_dokumenti/dokumenti/Porocilo_MRS_EN.pdf) (10.01.2012)

<sup>38</sup> Vlada Republike Slovenije (2011) Poročilo o mednarodnem razvojnem sodelovanju in humanitarni pomoči Republike Slovenije v letu 2010, Ljubljana, p. 4, available at:

[http://www.mzz.gov.si/fileadmin/pageuploads/Zunanja\\_politika/RA/Porocilo\\_MRS\\_2010.pdf](http://www.mzz.gov.si/fileadmin/pageuploads/Zunanja_politika/RA/Porocilo_MRS_2010.pdf) (10.01.2012)

<sup>39</sup> See: Ministrstvo za zunanje zadeve (2010) Slovenia's International development Cooperation 2009, Ljubljana, p.6, available at: [http://www.mzz.gov.si/fileadmin/pageuploads/Zakonodaja\\_in\\_dokumenti/dokumenti/Porocilo\\_MRS\\_EN.pdf](http://www.mzz.gov.si/fileadmin/pageuploads/Zakonodaja_in_dokumenti/dokumenti/Porocilo_MRS_EN.pdf) (10.01.2012); Vlada Republike Slovenije (2011) Poročilo o mednarodnem razvojnem sodelovanju in humanitarni pomoči Republike Slovenije v letu 2010, Ljubljana, pp. 4-5, available at: [http://www.mzz.gov.si/fileadmin/pageuploads/Zunanja\\_politika/RA/Porocilo\\_MRS\\_2010.pdf](http://www.mzz.gov.si/fileadmin/pageuploads/Zunanja_politika/RA/Porocilo_MRS_2010.pdf) (10.01.2012)

<sup>40</sup> Vlada Republike Slovenije (2011) Poročilo o mednarodnem razvojnem sodelovanju in humanitarni pomoči Republike Slovenije v letu 2010, Ljubljana, p. 27, available at:

[http://www.mzz.gov.si/fileadmin/pageuploads/Zunanja\\_politika/RA/Porocilo\\_MRS\\_2010.pdf](http://www.mzz.gov.si/fileadmin/pageuploads/Zunanja_politika/RA/Porocilo_MRS_2010.pdf) (10.01.2012)

Available official data also indicate that 20 per cent of the available ODA funds was earmarked for the purpose of education, followed by a 15-per cent share allocated for the general support to governments and civil society, 11 per cent of the funds was allocated to governments and civil society for the prevention and solving conflicts, and for peace and security activities. Lower shares of the available ODA were allocated for a variety of other purposes, including water supply, health, industrial services, business activities and awareness rising.<sup>41</sup>

In its assessment of the implementation of development cooperation in the EU, including in Slovenia, in 2009, CONCORD, an umbrella organisation of the EU NGOs working in the field of development cooperation, noted that 12 per cent of Slovenian ODA represented an inflated aid mostly in relation to refugees and student costs. With regard to the quality of Slovenian assistance, CONCORD observed, among other things, the following inconsistencies with regard to Slovenian ODA: in spite of the fact that gender equality and women's empowerment were cross-cutting issues in Slovenian ODA, the gender dimension of development projects was questionable; the level of transparency on the part of the government, fragmentation of Slovenian ODA; a modest share of ODA allocated to Least Developed Countries indicating that poverty reduction was not among priority goals of Slovenian ODA, insufficient consultation with NGOs and a lack of mechanisms aimed at monitoring and assessment of development projects.<sup>42</sup>

In its report, covering the situation regarding development cooperation in 2010, CONCORD noted that Slovenia, with 0.13 per cent of ODA in its GNI, qualified among the EU Member States failing to meet its 2010 interim ODA target which was set at 0.17 per cent of GNI. According to the CONCORD report, Slovenia was among the highest ODA inflators in terms of student costs, and also qualified in the lower half of countries with a view to ODA transparency.<sup>43</sup>

In August 2011, the Court of Audit of the Republic of Slovenia published an audit report related to the efficiency of the international development cooperation system in Slovenia in the period from 1<sup>st</sup> January 2007 to 30<sup>th</sup> September 2010. The audit focused on the bilateral development assistance as a part of the international development cooperation. It covered main fund providers, including the Ministry of Foreign Affairs and other relevant ministries. The Court of Audit noted that procedures (e.g. planning, monitoring and implementing procedures) put in place by the relevant stakeholders "mostly did not ensure efficiency of the international development cooperation system. Among other things, the audit showed that objectives in the field of development cooperation were not measurable. Moreover, this evaluation indicated that the relevant legislation covering the field of international development cooperation did not stipulate international development cooperation principles which were vital for the efficiency of the system."<sup>44</sup>

### 1.3. PCD and migration and development policies in Slovenia

Migration trends in Slovenia and trends in Slovenian IDC have a common feature, namely a substantial majority of migrants in Slovenia originates from the successor states of the former Yugoslavia, and, at the same time, Slovenia allocates a substantial share of its ODA to Western Balkans countries, whereas countries

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<sup>41</sup> Vlada Republike Slovenije (2011) Poročilo o mednarodnem razvojnem sodelovanju in humanitarni pomoči Republike Slovenije v letu 2010, Ljubljana, pp. 23-26, available at:

[http://www.mzz.gov.si/fileadmin/pageuploads/Zunanja\\_politika/RA/Porocilo\\_MRS\\_2010.pdf](http://www.mzz.gov.si/fileadmin/pageuploads/Zunanja_politika/RA/Porocilo_MRS_2010.pdf) (10.01.2012)

<sup>42</sup> CONCORD (2010) Penalty Against Poverty: More and better EU aid can score Millennium Development Goals, Brussels, p. 48, available at:

[http://www.concordeurope.org/Files/media/0\\_internetdocumentsENG/4\\_Publications/3\\_CONCORDs\\_positions\\_and\\_studies/Positio ns2010/CONCORD\\_report\\_light.zip](http://www.concordeurope.org/Files/media/0_internetdocumentsENG/4_Publications/3_CONCORDs_positions_and_studies/Positio ns2010/CONCORD_report_light.zip) (10.01.2012)

<sup>43</sup> CONCORD (2011) Challenging Self-Interest: Getting EU aid fit for the fight against poverty, Brussels, pp. 13-14, 22, available at: [http://www.concordeurope.org/Files/media/0\\_internetdocumentsENG/1\\_Home/AW-report-2011-FINAL-1-page-view.pdf](http://www.concordeurope.org/Files/media/0_internetdocumentsENG/1_Home/AW-report-2011-FINAL-1-page-view.pdf) (10.01.2012)

<sup>44</sup> Računsko sodišče Republike Slovenije (2011) Revizijsko poročilo: Učinkovitost sistema mednarodnega razvojnega sodelovanja, available at: [http://www.rs-rs.si/rsrs/rsrs.nsf/I/K414588D34FC6FEC8C12578E1004868F1/\\$file/MRP\\_RS\\_SP05-09\\_porocilo.pdf](http://www.rs-rs.si/rsrs/rsrs.nsf/I/K414588D34FC6FEC8C12578E1004868F1/$file/MRP_RS_SP05-09_porocilo.pdf) (10.01.2012)

in question qualify as major recipient countries. This means that Slovenia channels the largest share of its ODA to Lower or Upper Middle Income Countries.<sup>45</sup>

At the same time, there is a growing awareness among international stakeholders and academia of the linkages between migration and development issues, whereas state of affairs with regard to development considerably influence migration and vice versa.

In spite of this, it seems that, with some rare exceptions, these issues are treated as completely separated areas in Slovenia. Its trade-offs as well as its synergies and possible benefits for both the sending and receiving societies, included in the perspective of PCD, and the role played by migration in the development of less-developed countries, were virtually completely unaddressed in existing Slovenian policies.

For example, while the Resolution on International Development Cooperation of the Republic of Slovenia for the period until 2015 confirms *inter alia* Slovenia's commitment to respect its obligation regarding PCD in twelve areas, including those in the field of migration, the term is practically completely absent from legislation and policy documents in Slovenia. Reports produced in 2006 and 2007 in the course of a project evaluating achievements by the EU and the EU Member States in promoting PCD noted, among other things, that there was a group of new Member States, with Slovenia being among them, which seemed to lack structures that focus on intentionally promoting PCD, whereas policy actors "make no apparent reference to policy coherence for development in policy statements. [...] While some of the new member states in this list use the term "coherence", they do so only in relation to the consistency of policies with their own national interests as expressed in their foreign policy."<sup>46</sup>

Similarly, in its first report on PCD in the EU, produced in 2007, the European Commission noted that "[c]ountries new to development cooperation without a PCD coordination mechanism across government (i.e. Bulgaria, Estonia, Slovak Republic, **Slovenia** and Romania) have made efforts in disseminating information on PCD but still face a widespread lack of understanding of development co-operation and a generally inward-looking policy making."<sup>47</sup> The 2009 assessment of the EU development in respect to PCD only mentioned that "**Slovenia** and Sweden (re)confirmed their commitment to PCD in long term government policies and/or coalition programmes."<sup>48</sup> The latest report on PCD-related development in the EU, produced by the European Commission in December 2011, includes a single reference to Slovenia, namely its involvement in the Mobility Partnership with the Republic of Moldova. In the report, this partnership is regarded as a good practice example in terms of PCD.<sup>49</sup>

Although not explicitly mentioning the concept of PCD, and arguing for stricter regulation of migratory movements as well as migrants' access to the Slovenian labour market, the Strategy of Economic Migration for the period from 2010 until 2020, adopted by the government in late 2010, tends to be one of the rare policy documents which address, to some extent, issues relevant within migration-development complex. Among other things, the Strategy foresees the promotion of mechanisms allowing for easier transfer of remittances to migrants' countries of origin, promotion of migrant entrepreneurship and economic role of

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<sup>45</sup> <http://www.oecd.org/dataoecd/32/40/43540882.pdf> (10.01.2012)

<sup>46</sup> European Centre for Development Policy Management, Instituto Complutense de Estudios Internacionales (2006) EU mechanisms that promote policy coherence for development – A scoping study, Maastricht, p. 27. See also: European Centre for Development Policy Management, Instituto Complutense de Estudios Internacionales, PARTICIP GmbH (2007) Evaluation of the EU institutions & Member States' Mechanisms for Promoting Policy Coherence for Development, Amsterdam, p.53. See also: M. Mrak, M. Bučar, H. Kamnar (2007) Mednarodno razvojno sodelovanje Republike Slovenije, in: IB Revija, No. 3-4, Vol. XLI, Ljubljana, p. 56, available at: [http://www.umar.gov.si/fileadmin/user\\_upload/publikacije/ib/2007/ib3-4-07.pdf#5](http://www.umar.gov.si/fileadmin/user_upload/publikacije/ib/2007/ib3-4-07.pdf#5) (10.01.2012)

<sup>47</sup> European Commission (2007) EU Report on Policy Coherence for Development, Brussels, p. 28, available at: [http://ec.europa.eu/development/icenter/repository/Publication\\_Coherence\\_DEF\\_en.pdf](http://ec.europa.eu/development/icenter/repository/Publication_Coherence_DEF_en.pdf) (10.01.2012)

<sup>48</sup> European Commission (2009) Commission Staff Working Document Accompanying the Report from the Commission to the Council: EU 2009 Report on policy Coherence for Development {COM(2009)461 final}, Brussels, p. 7, available at: [http://ec.europa.eu/development/icenter/repository/SWP\\_PDF\\_2009\\_1137\\_EN.pdf](http://ec.europa.eu/development/icenter/repository/SWP_PDF_2009_1137_EN.pdf) (10.01.2012)

<sup>49</sup> European Commission (2011) Commission Staff Working Paper: EU 2011 Report on Policy Coherence for Development, p. 83, available at: [http://ec.europa.eu/europeaid/what/development-policies/documents/eu\\_2011\\_report\\_on\\_pcd\\_en.doc.pdf](http://ec.europa.eu/europeaid/what/development-policies/documents/eu_2011_report_on_pcd_en.doc.pdf) (10.01.2012)

Diaspora organisations, better integration of migrants as well as prevention of brain drain from source countries.<sup>50</sup>

Another such document is the recently signed Agreement between the Government of the Republic of Slovenia and the Council of Ministers of Bosnia and Herzegovina on the Employment of Citizens of Bosnia and Herzegovina in the Republic of Slovenia. In the Preamble to the Agreement, the Parties ascertained the following: that the Agreement in question is based on a carefully planned migration policy; that the parties reached the Agreement on the basis of partnership dialogue and shared responsibility for the management of migration flows and for effective prevention of illegal migration; that the Agreement takes into account the beneficial effects of the circulation of labour, voluntary repatriation of migrant workers in the country of origin and ethical human resources policy in favour of reducing brain drain; that signatories are aware of the importance of promoting development policies, the creation of new jobs, better living conditions and ensuring the overall progress of both Parties.<sup>51</sup>

In spite of good intentions, this Agreement provides for highly selective migration policy on the part of the receiving country, which may at any time impose restrictions on employment of migrants from the sending country. Furthermore, the Agreement places no specific financial burdens on the receiving country apart from those already envisaged in the receiving country's legislation on the employment of foreigners. It should also be noted that no evidence-based documents relating to the Agreement in question were presented to public.

With the exception of the aforementioned examples, interrelatedness of migration and development policies in general, and Slovenian in particular, including its inconsistencies, has hardly been a subject of debate in Slovenia. As a result, no comprehensive assessments of its synergies and trade-offs is currently available. In spite of this, for the purpose of this report, and based on available data on the situation of migrants in various fields of social life, certain features within the Slovenian context call for further attention:

- Closely regulated labour market with imposed quotas and limited access for non-EU nationals, resulting in their vulnerable position in the field of employment. They tend to be in employment in demanding and lower-paid jobs. They are not entitled to freely choose their employer, are at risk of earlier dismissal, forcing them, for example, to work overtime, while this work is not adequately paid. Being in such a situation might, among other things, affect the amount of remittances they are able to send to their country of origin.
- Lack of measures for migrant integration at various levels of schooling, which might in long term hamper their employment prospects, and, consequently, also prevent them to contribute to their country of origin.
- Lack of relevant policies promoting involvement of Diaspora organisations in decision-making processes in the fields of migration and development.
- Lack of forums enabling regular communication between migrant communities and authorities (e.g. migrants are not represented in the current Council for the Integration of Foreigners).
- Migrants who are not Slovenian nationals are not eligible for non-profit rental housing and housing subsidies, which may affect the levels of remittances they send to their country of origin and force them to substandard accommodation.

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<sup>50</sup> Vlada Republike Slovenije (2010) Strategija ekonomskih migracij za obdobje od 2010 do 2020, Ljubljana, available at: [http://www.mddsz.gov.si/fileadmin/mddsz.gov.si/pageuploads/dokumenti\\_pdf/Strategija\\_ekonomskih\\_migracij-2010-2020.pdf](http://www.mddsz.gov.si/fileadmin/mddsz.gov.si/pageuploads/dokumenti_pdf/Strategija_ekonomskih_migracij-2010-2020.pdf) (10.01.2012)

<sup>51</sup> [http://www.mddsz.gov.si/fileadmin/mddsz.gov.si/pageuploads/dokumenti\\_pdf/word/sporazum\\_bih\\_zaposlovanje\\_jun2011.doc](http://www.mddsz.gov.si/fileadmin/mddsz.gov.si/pageuploads/dokumenti_pdf/word/sporazum_bih_zaposlovanje_jun2011.doc) (10.01.2012)

- Some rare research also suggest that migrants tend to be vulnerable in the field of healthcare. While such a situation may have an impact on their health state, it might also affect healthcare schemes in their country of origin upon their return.

## 1.4. National public debates and public awareness of the links between migration and development cooperation

National public debates on the migration-development complex are virtually non-existent in Slovenia. While both the Slovenian migration policy and development cooperation policy to a large extent target the same region, namely territories of successor states of former Yugoslavia, links between these policies are mostly overlooked, practically never debated, and, as a result, do not capture the general public. For example, the concept of PCD is never raised in public, and the fields in question are, in general, observed as separated issues.

In Slovenia, there is no research or other organisations consciously and comprehensively dealing with linkages between the two fields. This complex is also almost completely neglected by state bodies. For example, the Ministry of Foreign Affairs, the national coordinator for IDC, and Sloga, the national platform of NGOs working in the field of development, have been organising the Slovenian Development Days since 2009. This is an event aimed at raising awareness of Slovenian IDC and its importance. The event also serves as a forum for debates between national authorities and national development NGOs as well as between Slovenian and foreign experts. In the past years the migration-development complex was not specifically addressed during the event, while the main topics included: economic crisis and IDC, inclusion of human rights into IDC, gender equality and women empowerment in developing countries, exchange of experiences and good practice examples between Slovenian IDC providers, involvement of the private sector in IDC, fair trade and its contribution to development and aid effectiveness.<sup>52</sup> In 2011, the Slovenian Development Days also included among its topics the future of international development cooperation in the light of PCD. A news feature related to this event, which was published on the website of the Ministry of Foreign Affairs, briefly mentioned that development cooperation is an important tool for reducing global poverty and inequality. In this context, it was also mentioned that governments should ensure that all their policies, including those in the field of migration, are supported, or at least that they do not undermine development cooperation.<sup>53</sup>

Some other visible topics in Slovenia include global education and sustainable development, but are rarely linked to migration. It should be noted, however, that in the course of the Slovenian EU Presidency in 2008, Slovenian NGOs published a Manifesto “You Too Are a Part of This World”, namely an action plan, including, among other things, a list of actions required in the field of migration with a view to development cooperation. Some other events also include a series of round tables organised by the African Center of Slovenia on migration and development, which were aimed at raising awareness of the Slovenian general public about development challenges in Africa. The topics of the round tables included, among others, historical overview of migration from Africa to Europe, media depiction of migration from Africa and African migrants in Slovenia and impact of migration on sending and receiving countries.<sup>54</sup>

It is also worthwhile noting, that SLOGA, the umbrella organisation of Slovenian NGOs, seeks to promote the involvement of migrants in its activities. So far, the organisation mainly targeted Diaspora organisations set up by Africans living in Slovenia. In 2010 and 2011, respectively, SLOGA organised, in partnership with

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[http://www.mzz.gov.si/en/foreign\\_policy/international\\_development\\_cooperation\\_and\\_humanitarian\\_assistance/development\\_days/](http://www.mzz.gov.si/en/foreign_policy/international_development_cooperation_and_humanitarian_assistance/development_days/) (10.01.2012)

<sup>53</sup> [http://www.mzz.gov.si/si/zunanja\\_politika/mednarodno\\_razvojno\\_sodelovanje\\_in\\_humanitarna\\_pomoc/razvojni\\_dnevi/](http://www.mzz.gov.si/si/zunanja_politika/mednarodno_razvojno_sodelovanje_in_humanitarna_pomoc/razvojni_dnevi/) (10.01.2012)

<sup>54</sup> <http://www.etno-muzej.si/sl/razvoj-in-migracije> (10.01.2012)

the African Center of Slovenia, an event entitled Africa Week (Teden Afrike). This initiative is dedicated to the celebration of African unity, diversity and success. It also aims at bringing together the Africans living in Slovenia while providing them a channel to present cultural and social energy of African countries and to distance themselves from the stereotypical and negative images of the African continent. Africa Week is composed of a variety of events, including round tables, workshops and a football tournament. The initiative received considerable public attention, and its success serves as a platform encouraging discussion between public authorities and Diaspora organisations on improved involvement of Diaspora organisation in development assistance process.

In a similar vein, institutions and organisations working in the field of migration mainly deal with the situation of migrants, including refugees and asylum seekers in Slovenia, and their inclusion into the mainstream society and do not link migration-related issues to the field of development.

Ever since 2000, when a considerable increase of asylum seekers in Slovenia was met by stereotyping on the part of media and xenophobic attitudes by parts of general public, as well as visible initiatives aimed at solidarity with asylum seekers and at advocating for their rights, the debates on migrants and migration were, until recently, largely limited to official ,expert and activist circles, and were mostly neglected by the media and general public.

Recent years have, however, seen a growing interest in the situation of working and living conditions of migrant workers in Slovenia. Some pioneering initiatives by an informal network of activists and migrant workers aimed at raising the issue of violations of migrants' rights in public led to a variety of public requests for the improvement of their situation as well as for relevant changes to migration-related legislation, including civil society, trade unions and the Human Rights Ombudsman.<sup>55</sup>

An already unfavourable situation of migrant workers, particularly in the construction sector, further deteriorated after the current economic crises hit Slovenia, resulting in bankruptcy of some of the largest companies employing migrant workers and leaving migrant population without earned salaries. At the same time, there were no official channels of assistance . After years of negligence, cases of migrants who went on hunger strike demanding their payments and a migrant who died after being declined the healthcare assistance, were largely publicised in the media.<sup>56</sup> In addition to this, the national public broadcaster produced a documentary exposing poor working and living conditions of migrant workers which received several domestic awards.<sup>57</sup>

Research studies or surveys related to public opinion and awareness of the linkages between migration and development cooperation in Slovenia are almost non-existent. The only sources of some data tend to be Eurobarometer surveys. The first survey on development aid conducted in 2007 in the EU-27 showed that when asked about their opinion of migrant workers, for example from Africa, who often send money to their

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<sup>55</sup> See e.g. <http://www.njetwork.org/IWW-Nevidni-delavci-sveta> (10.01.2012); <http://www.varuh-rs.si/medijsko-sredisce/sporocila-za-javnosti/novice/detajl/poziv-varuhinje-k-spremembi-predpisov-za-boljso-pravno-zascito-delavcev/?L=6%2F%2Findex.php%3F1%3D&cHash=69b6d2e3a0%20> (10.01.2012); <http://www.mirovni-institut.si/Projekt/Detail/si/projekt/MIGRACIJSKI-FORUM/> (10.01.2012); [http://www.sindikatzsss.si/index.php?option=com\\_content&view=article&id=371:tekoe-aktivnosti-zsss-na-podroju-migrantske-politike&catid=98:migracije-tekoa-dogajanja&Itemid=182](http://www.sindikatzsss.si/index.php?option=com_content&view=article&id=371:tekoe-aktivnosti-zsss-na-podroju-migrantske-politike&catid=98:migracije-tekoa-dogajanja&Itemid=182) (10.01.2012)

<sup>56</sup> The latter case involved a migrant worker from Macedonia. Following a 12-hour workday, he paid a visit to a Ljubljana healthcare institution stating that he/she was suffering from thorax pain. A medical technician who received him, allegedly informed the migrant worker that his/her health insurance was not valid and that he/she should cover the costs of the examination if the latter showed that his/her matter was not urgent. As the migrant worker had no knowledge that the expenses of urgent examination of patients who lack health insurance are covered from the state budget, he left the institution in question and later on died in his/her rented room. Following the incident, the Minister of Health introduced an administrative and expert supervision of the tragic incident. According to the Ministry of Health, the administrative control showed that the main reason for the unfortunate incident was the migrant worker's lack of valid health insurance which is the systemic problem at the national level. In this respect, the Ministry noted that the regulation of non-payment of health insurance by employers should be prioritised in order to prevent similar events in the future. See: <http://www.dnevnik.si/novice/kronika/1042364155> (10.01.2012); [http://www.mz.gov.si/si/medijsko\\_sredisce/novica/browse/2/select/sporocilo\\_za\\_javnost/article/698/6080/4f28a23023/?tx\\_ttnews%5Byear%5D=2010&tx\\_ttnews%5Bmonth%5D=07](http://www.mz.gov.si/si/medijsko_sredisce/novica/browse/2/select/sporocilo_za_javnost/article/698/6080/4f28a23023/?tx_ttnews%5Byear%5D=2010&tx_ttnews%5Bmonth%5D=07) (10.01.2012)

<sup>57</sup> <http://www.rtv slo.si/odprtikop/dosje/gradimo-suzenstvo/> (10.01.2012)

relatives in their countries of origin, 33 per cent of the Slovenian respondents stated that these flows were bad for the national economy, 42 per cent stated that these flows are good for the national economy as they encourage trade between Slovenia and the recipient country, while 23 per cent of the respondents did not have enough knowledge to respond. Such shares of responses placed Slovenia somewhere in the middle of EU-27.<sup>58</sup>

According to an additional survey conducted only in the new Member States in the same year, when asked about the two most important priorities of the EU development aid, 48 per cent of Slovenian respondents stated that it was poverty reduction in developing countries, 39 per cent prioritised promotion of economic growth, 38 per cent of the respondents cited building infrastructure, 15 per cent was in support of helping developing countries to develop their trade in goods and services, 16 per cent favoured tackling environmental problems, while **13 per cent** stated that managing migration and immigration (e.g. stopping the “brain drain” from developing countries) should be prioritised. Additional 5 per cent of the respondents stated other priorities or did not know how to respond.<sup>59</sup>

Surveys conducted in 2009 and 2010 also showed that Slovenian respondents opined that migration flows tend to be among marginal challenges faced by developing countries. In the 2009 survey, 3 per cent of surveyed persons in Slovenia cited migration flows among the two biggest challenges facing developing countries, while in 2010 the share of such respondents was 2 per cent.<sup>60</sup>

Apart from the data presented above, surveys, including the aforementioned survey, separately target public attitudes towards two dimensions covered by this report. For example, as regards public awareness, the first 2007 survey showed that Slovenians tend to be among the most knowledgeable in the EU-27 about the Millennium Development Goals (hereinafter MDG). What was striking, however, was that only 7 per cent of the Slovenian respondents have heard or read about the MDG, 27 per cent have heard or read about the MDG, but did not know what it was, 65 per cent have not heard or read about the MDG, while 1 per cent of the respondents lacked knowledge to provide response.<sup>61</sup> As to the European Consensus on Development, the survey recorded similar shares of the Slovenian responses, placing Slovenia this time towards the middle of the EU27.<sup>62</sup> With respect to the MDG, the 2009 survey confirmed previous trends. While an overall majority of the Slovenian respondents have not heard or read about the MDG, the Slovenian respondents remained among the most aware.<sup>63</sup>

The surveys of 2009 and 2010 also asked the respondents about the levels of the EU development aid and its commitment towards increasing it, given the current economic situation. According to the surveys in question, a considerable majority of the Slovenian respondents stated either that the EU should increase the development aid beyond promised or that it should keep its initial promise to increase the level of aid to developing countries. However, the percentage of the respondents citing either that the EU should not increase its aid even though it has been promised or should reduce development aid rose to 34 per cent compared to 18 per cent in 2009. In 2009, 7 per cent of the Slovenian respondents stated that the levels of

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<sup>58</sup> The Slovenian sample included 1,015 persons. See: [http://ec.europa.eu/public\\_opinion/archives/ebs/ebs\\_280\\_en.pdf](http://ec.europa.eu/public_opinion/archives/ebs/ebs_280_en.pdf) (10.01.2012), p 11. See also Technical Specifications for more details on the survey.

<sup>59</sup> The total percentage exceeds 100 per cent as the respondents were allowed to give several answers to the cited question. The Slovenian sample included 1,037 persons. See: [http://ec.europa.eu/public\\_opinion/archives/ebs/ebs\\_286\\_en.pdf](http://ec.europa.eu/public_opinion/archives/ebs/ebs_286_en.pdf) (10.01.2012), p. 14

<sup>60</sup> The quoted report on the results of the 2009 survey does not include data on the Slovenian sample. See: [http://ec.europa.eu/public\\_opinion/archives/ebs/ebs\\_318\\_en.pdf](http://ec.europa.eu/public_opinion/archives/ebs/ebs_318_en.pdf) (10.01.2012), p.6. For the purpose of the 2010 survey, the Slovenian sample included 1,003 persons. See: [http://ec.europa.eu/public\\_opinion/archives/ebs/ebs\\_352\\_en.pdf](http://ec.europa.eu/public_opinion/archives/ebs/ebs_352_en.pdf) (10.01.2012), p. 27. See also Technical Specifications for more details on the survey.

<sup>61</sup> The Slovenian sample included 1,015 persons. See: [http://ec.europa.eu/public\\_opinion/archives/ebs/ebs\\_280\\_en.pdf](http://ec.europa.eu/public_opinion/archives/ebs/ebs_280_en.pdf) (10.01.2012), p 14. See also Technical Specifications for more details on the survey.

<sup>62</sup> The Slovenian sample included 1,015 persons. See: [http://ec.europa.eu/public\\_opinion/archives/ebs/ebs\\_280\\_en.pdf](http://ec.europa.eu/public_opinion/archives/ebs/ebs_280_en.pdf) (10.01.2012), p 20. See also Technical Specifications for more details on the survey.

<sup>63</sup> The quoted report on the results of the 2009 survey does not include data on the Slovenian sample. See: [http://ec.europa.eu/public\\_opinion/archives/ebs/ebs\\_318\\_en.pdf](http://ec.europa.eu/public_opinion/archives/ebs/ebs_318_en.pdf) (10.01.2012), p.9

development aid should not be increased even though it has been promised, while 11 per cent favoured that development aid be reduced. In 2010, the same figures stood at 14 and 20 per cent, respectively.<sup>64</sup>

Public attitudes oftentimes influence policy in specific fields, and this also applies to the field of migration. Data on the public opinions related to migrants and migration are currently available from several sources. One source of the most recent data is the 2008 Slovenian Public Opinion Survey, which was also conducted for the purpose of the 2008 round of the European Social Survey. The respondents were asked, among other things, about their opinion of immigration, namely to what extent Slovenia should allow people of the similar ethnic origin as most people in the country to come and live in Slovenia. Seventeen per cent of the respondents would allow many such people to come and live in Slovenia, app. 52 per cent would allow some people, while slightly less than 24 per cent of the respondents would only allow few people to come and live in Slovenia, and additional 6 per cent of the respondents would allow none. With regard to the immigration of persons from poorer countries outside Europe, the same figures were 10 per cent, 43 per cent, slightly more than 32 per cent and slightly less than 14.5 per cent. This survey also showed that more Slovenian respondents tend to think that immigration was bad for the economy, that Slovenia was a worse place to live due to immigration, and that, when accounting for tax payments and use of social benefits and services, immigrants received more than they contributed, when less Slovenian respondents were of the opinion that immigration was good for the economy, that Slovenia was a better country on account of immigration, and that, taking into account payment of taxes and use of social benefits and services, immigrants contributed more than they received. On the positive side, more Slovenian respondents stated that immigration enriched the country's cultural life, while less Slovenian respondents opined that the country's cultural life was undermined by immigration.<sup>65</sup>

Also in 2008, within the framework of a research project aiming to establish an evaluation model and longitudinal monitoring instruments for the purpose of integration policies, a pilot survey on public attitudes towards migrants and migration was conducted, in general confirming trends noted in the abovementioned survey.<sup>66</sup>

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<sup>64</sup> [http://ec.europa.eu/public\\_opinion/archives/ebs/ebs\\_352\\_en.pdf](http://ec.europa.eu/public_opinion/archives/ebs/ebs_352_en.pdf) (10.01.2012), p. 35

<sup>65</sup> Malnar, Brina in skupina. Slovensko javno mnenje 2008/2: Evropska družboslovna raziskava [datoteka podatkov]. Slovenija, Ljubljana: Fakulteta za družbene vede, Center za raziskovanje javnega mnenja in množičnih komunikacij [izdelava], 2008. Slovenija, Ljubljana: Fakulteta za družbene vede, Arhiv družboslovnih podatkov [distribucija], 2010., available at: <http://nesstar2.adp.fdv.uni-lj.si/webview/velocity?study=http%3A%2F%2Ffdv109923.fdv.uni-lj.si%3A80%2Fobj%2FfStudy%2Fsjm082&format=html&mode=transform> (10.01.2012)

<sup>66</sup> S. Zavratnik, A. Kralj, Z. Medarič, B. Simčič (2008) Migracije, integracija in multikulturalnost – Kontekstualizacije sodobnih migracij skozi javno mnenje: Zaključno poročilo ciljno-raziskovalnega projekta Integracijske politike – vzpostavitev evalvacijskega modela in instrumentov longitudinalnega monitoringa, Koper: Univerza na Primorskem, Znanstveno-raziskovalno središče Koper, available at: <http://www.dlib.si/v2/StreamFile.aspx?URN=URN:NBN:SI:DOC-BE0GFD6C&id=247898fc-b84c-4da5-a71a-72385f93d8d8&type=PDF> (10.01.2012)

## 2. Overview of actors

### 2.1. Main actors in the field: government institutions, CSOs, Diaspora organisations, academia, research institutes

As noted earlier in this report, interrelations between migration and development policies are rarely observed and researched in Slovenia. In spite of the fact that these policies mainly target the same geographic area, namely successor states of former Yugoslavia, and in spite of the fact that, for example, certain organisations work both in the area of migration and development cooperation, the interplay between migration and development assistance, including in terms of PCD, was rarely observed. In general, PCD perspective in the aforementioned two fields is virtually completely absent in Slovenian context, and no cross-cutting government or civil society structures for the purpose of PCD have been established until this day. As a consequence, a majority of relevant actors mainly focus on one of these fields.

#### 2.1.1. Actors in the field of migration

##### Government institutions

Ministry of the Interior, Migration and Integration Directorate/ Ministrstvo za notranje zadeve, Direktorat za migracije in integracijo

Migration and Integration Directorate is the principal government body in the field of migration. Among other things, the Directorate performs the following tasks: (1) monitors the situation in the field of migration, international protection (i.e. asylum) and integration of refugees and foreigners, observes trends and adopts adequate measures; (2) supervises the implementation of legislation and general acts in the field of migration, international protection and integration of refugees and foreigners; (3) implements policies in the fields in question and submits initiatives and proposals in relation to migration, international protection and integration of refugees and foreigners; prepares the relevant draft laws, regulations and opinions on draft laws in inter-departmental harmonisation procedure; (4) cooperates at European and international levels in matters related to the aforementioned fields; (5) produces analysis, statistical data and descriptive information. The Directorate consists of the Department for Migration, Department for the Integration and Department for International protection. ([http://www.mnz.gov.si/si/o\\_ministrstvu/organiziranost/direktorat\\_za\\_migracije\\_in\\_integracijo/](http://www.mnz.gov.si/si/o_ministrstvu/organiziranost/direktorat_za_migracije_in_integracijo/))

Ministry of Labour, Family and Social Affairs, Department for Labour Migration/ Ministrstvo za delo družino in socialne zadeve, Sektor za delovne migracije

Department for Labour Migration prepares draft laws and regulations relating to the employment and work of foreigners in Slovenia. The body also supervises the implementation of the relevant legislation and resolves complaints lodged by foreigners to whom the Employment Service of the Republic of Slovenia declined to issue a work permit. The Department also takes part in the preparation of legislative proposals

related to free movement of workers and employment of non-EU nationals. ([http://www.mddsz.gov.si/si/delovna\\_podrocja/trg\\_dela\\_in\\_zaposlovanje/delovne\\_migracije/](http://www.mddsz.gov.si/si/delovna_podrocja/trg_dela_in_zaposlovanje/delovne_migracije/))

### Ministry of Education and Sport/ Ministrstvo za šolstvo in šport

The Ministry of Education and Sport is responsible for the implementation of the education policy and to enforce legislation in the field of education. Among other things, the Ministry is responsible for the integration of children, pupils and students with migrant backgrounds into Slovenian upbringing and education system. For this purpose, in December 2009, the Ministry set up a special working group for the integration of migrants into the upbringing and education system in the Republic of Slovenia. The body in question is tasked to create conditions for the most effective inclusion of migrants in kindergartens, schools and other educational institutions under the jurisdiction of the Ministry of Education and Sport.

### Social partners

#### Union of Free Trade Unions of Slovenia/ Zveza svobodnih sindikatov Slovenije

Union of Free Trade Unions of Slovenia is the largest trade union organisation in the country. While it should be noted that Slovenian trade unions have mostly neglected the situation of migrants in the past, in recent years, the Union of Free Trade Unions of Slovenia became one of the most visible advocate of migrants' rights, exposing their unfavourable position in the field of employment as well as in other fields of social life. The union in question is currently coordinating a project targeting unemployed migrants, asylum seekers and refugees. (<http://www.zsss.si/index.php>)

### Civil society

#### Invisible Workers of the World/ Nevidni delavci sveta – Nevidljivi radnici svijeta

Invisible Workers of the World is an informal network of activists, who have in recent years pioneered the fight for the improvement of migrants' working and living conditions. The network includes a number of migrant workers who self-organised themselves to request, among other things, the rectification of violation of the rights of migrants who were dismissed, and oftentimes expelled from the country, without payment and social contributions. For this purpose, they organised several public events and demonstrations both in Slovenia and Bosnia and Herzegovina. Members of the network also produce a radio show aimed at migrant workers. The show is aired by a Ljubljana radio station.

#### Slovene Philanthropy, Association for the Promotion of Volunteering / Slovenska filantropija, Združenje za promocijo prostovoljstva

Slovene Philanthropy is a non-governmental organisation, which was established in 1991 with the intention to encourage and spread various forms of humanitarian work. The main mission of the Slovenian Philanthropy is to encourage and spread voluntary work and solidarity, as well as other charitable activities in the field of social care. The organisation is composed of several centres, including the Centre for Psycho-Social Assistance to Refugees. This conducts projects providing for psychosocial support to asylum seekers, refugees and migrants, and aiming at integration of the groups in question into Slovenian society. The organisation also provides language courses, study assistance to the aforementioned groups, including underage persons, and advocates migrants' rights, also in the field of employment. In addition to this, the organisation carries out global education workshops and was a part of a number of projects in the field of development cooperation, especially in regions affected by military conflicts and severe social conditions, including in Western Balkans, Caucasus and Africa. (<http://www.filantropija.org/en/>)

### Research institutes

#### Institute for Ethnic Studies/ Inštitut za narodnostna vprašanja

Institute for Ethnic Studies is a public research institute dealing with the issue of the Slovenian national question, with border studies and ethnic and minority studies. In recent years, the Institute conducted several research projects in relation to the migrant integration in Slovenia and their perceptions of Slovenia's immigration policy. (<http://www.inv.si/Dokumenti/dokumenti.aspx?iddoc=353&idmenu1=178&lang=eng>)

### Slovenian Migration Institute/ Inštitut za slovensko izseljenstvo in migracije

Slovenian Migration Institute is a part of the Scientific Research Centre of the Slovenian Academy of Arts and Sciences. It is involved in interdisciplinary research of migration processes in Slovenia and at international level. Researchers are focused on emigration and immigration studies, analyses of return migration, ethnicity, migration policies and different methodological and theoretic research approaches to migration. Among other things, the Institute is currently involved in researches dealing with ethnic entrepreneurship as well as education for intercultural relations and active citizenship. (<http://isi.zrc-sazu.si/index.php?q=en>)

### Peace Institute, Institute for Contemporary Social and Political Studies/ Mirovni inštitut, Inštitut za sodobne družbene in politične študije

Peace Institute is a non-profit research institution and an NGO, dedicated to contemporary social and political studies and interdisciplinary research in the fields of sociology, political science, anthropology, and philosophy. The institute endeavours to combine academic research with policy oriented activities, practical education and advocacy. The organisation has been one of the pioneers in researching migration issues, including trafficking in human beings, situation of asylum seekers and the precarious position of migrant population in employment and other spheres of social life. Jointly with several other organisations, Peace Institute is one of the most visible advocates of the rights of "erased" persons in Slovenia, namely individuals who were unlawfully removed from the Permanent Residence Registry after Slovenia declared its independence, and were consequently deprived of a variety of social and other rights. The organisation also carries out projects in the field of development cooperation. (<http://www.mirovni-institut.si/Main/Index/en/>)

## 2.1.2. Actors in the field of development cooperation

### Government institutions

#### Ministry of Foreign Affairs, Department for International Development Cooperation and Humanitarian Assistance/ Ministrstvo za zunanje zadeve, Sektor za mednarodno razvojno sodelovanje in humanitarno pomoč

Ministry of Foreign Affairs is the national coordinator of IDC. Department for International Development Cooperation and Humanitarian Assistance, which was established within the Directorate for Economic Diplomacy and Development Cooperation, is the main ministerial body in the field of IDC. It is composed of the Policy Planning Section, Policy Implementation Section and Humanitarian Assistance Section. The tasks of the Department include: planning and coordinating international development cooperation with foreign policy priorities; monitoring the legislative framework for Slovenia's international development cooperation; coordination of all forms of bilateral assistance; preparation of national annual and multi-annual operational development and humanitarian programmes for individual regions and sectors; implementation of IDC programmes by including direct providers (through public tenders stipulated by statute); assessments of IDC implementation and reporting. ([http://www.mzz.gov.si/en/foreign\\_policy/international\\_development\\_cooperation\\_and\\_humanitarian\\_assistance/international\\_development\\_cooperation\\_of\\_slovenia/](http://www.mzz.gov.si/en/foreign_policy/international_development_cooperation_and_humanitarian_assistance/international_development_cooperation_of_slovenia/))

For the purpose of the implementation of bilateral assistance the government also established or co-established several institutions:

- Centre for European Perspective/ Center za evropsko prihodnost – The institution provides assistance to the countries of the Western Balkans and other countries in their efforts to join the EU by means of sharing Slovenian best practices, experiences and practical know-hows. (<http://www.cep.si/>)
- Centre of Excellence in Finance/ Center za razvoj financ – The institution Established by Slovenian government in order to respond to the needs of Western Balkans countries for capacity development in public financial management. (<http://www.cef-see.org/>)
- International Trust Fund for Demining and Mine Victims Assistance/ Mednarodna ustanova – fundacija za razminiranje in pomoč žrtvam min – The institution initially assisted Bosnia and Herzegovina by means of fund raising and providing services and managing mine action projects. Being acknowledged as a reference model, the institution expanded its activities to other mine-affected parts of the world (e.g. Cyprus, the South Caucasus, Central Asia, Latin America and Middle East). (<http://www.itf-fund.si/>)
- Foundation »Together«, Regional Centre for the Psychosocial Well-being of Children/ Ustanova »Skupaj«, Regionalni center za psihosocialno dobrobit otrok – The institution was established by the government, Municipality of Ljubljana and Slovene Philanthropy, an NGO, with the intention to protect and improve the psychosocial well-being of children in areas affected by armed conflict, war, terrorist attacks, natural disasters or technical accidents. (<http://www.together-foundation.si/?lang=3&m=who>)
- Centre for International Cooperation and Development/ Center za mednarodno sodelovanje in razvoj - The institution, established by the government, the Slovene Export and Development Bank, carries out fundamental and applied research, as well as, among other things, advisory, promotional and educational activities in fields of importance for international development cooperation. (<http://www.cmsr.si/en/>)
- Centre for eGovernance Development/ Center za podporo razvoju e-upravljanja za JV Evropo – The institution has been established as a non-profit institution in the form of public-private partnership by, among others, Slovenian government, UNDP and Slovenian branches of Microsoft and Siemens. The main activity of the institution is coordination and organisation of events for ICT education, research, knowledge transfer in the field of e-governance into the region of South-Eastern Europe. (<http://www.cegd.eu/>)

## Civil society

SLOGA - Slovenian NGDO platform for development cooperation and humanitarian aid/ SLOGA – Platforma za razvojno sodelovanje in humanitarno pomoč

Established in 2005, SLOGA is a national umbrella organisation of NGOs working in the fields of development cooperation, global education and humanitarian assistance. The aim of the platform is to join forces and strengthen the partnership between Slovenian non-governmental and non-profit organisations (NGOs) that are active in developing countries, to raise awareness of the Slovenian and European general public of the importance of development cooperation and humanitarian aid as well as to provide for lobbying and advocacy in the course of adopting important political decisions related to development cooperation. For

the purpose of its activities, the network set up several working groups, including, for example, working groups on global education, aid effectiveness, climate change and environment, as well as a working group on Africa. The latter also includes topics such as migration and human rights. The network is also a member of CONCORD and several other relevant networks, and regularly publishes an electronic weekly, monthly and bi-monthly. It currently includes a membership of 35 organisations. (<http://www.sloga-platform.org/>; <http://www.sloga.sloga-platform.org/en/news/blog>)

### Ekvilib Institute/ Ekvilib inštitut

The Ekvilib Institute is a private non-profit organisation and a member of SLOGA network. The aim of the organisation's activities is to encourage and support policies and practices that contribute to global development and respect for human rights. The institute implemented various projects, including a project aimed at children in Moldova who were left behind after their parents' migration. The organisation also keeps a database on Slovenian NGOs working in the field of development cooperation and on their projects. (<http://www.ekvilib.org/>)

### Zavod Voluntariat

A non-profit and non-governmental organisation, Zavod Voluntariat organises and coordinates international exchanges of volunteers, and encourages voluntary work as a tool for the promotion of peace, justice and sustainable development. Recently, the organisation coordinated an international project dealing with the role of voluntary work in the activities concerning migration. The organisation is a member of Service Civil International. (<http://www.zavod-voluntariat.si/>)

### Association Humanitas/Društvo Humanitas

The organisation aims to address the situation of less-privileged social groups throughout the world. By means of global education, intercultural dialogue and development projects, the organisation raises awareness of human mutual dependence and the importance of human rights, while encouraging respect for diversity. (<http://www.humanitas.si/en/>)

### African Center of Slovenia/ Društvo Afriški center

African Center of Slovenia is a Diaspora organisation which brings together Africans living in Slovenia, but is also open to anyone who wishes to participate in various Africa-related areas. The organisation's objectives include the consolidation and empowerment of African Diaspora in Slovenia, linking individuals with a positive interest in Africa, raising awareness of Africa, supporting development initiatives in Africa, linking Slovenian and African culture and providing for accurate depiction of Africa. (<http://www.afriski-center.si/vsebine/home>)

### Institute for African Studies/ Inštitut za afriške študije

The main aim of the organisation is to become a research and information centre on African and global issues. Among other things, the organisation currently works with asylum seekers and is involved in the implementation of development assistance projects. ([http://www.africanstudy.org/Afriski\\_institut.html](http://www.africanstudy.org/Afriski_institut.html))

## 2.2. Historical context of migrations and statistics about migrant population

### 2.2.1. Historical context of migrations

In the late 1950s, when the number of migrants to Slovenia exceeded the number of persons emigrating from Slovenia (i.e. positive net migration ratio), Slovenia became a country of immigration for the first time in its history. Ever since that period until the end of 1980s, the net migration ratio was positive, reaching its peak between 1976 and 1979, when the ratio in question accounted for app. 8,000 persons *per annum*.<sup>67</sup> In this period, Slovenia, still a part of the former SFR of Yugoslavia, had the most advanced economy compared to other republics of the former country, and attracted migrants, predominantly from Bosnia and Herzegovina, Serbia and Croatia, to close the gap between the needs for labour force of an advancing economy and its supply.<sup>68</sup> This period is thus characterised by economic migrations of persons originating from other republics of the former Yugoslavia, arriving to Slovenia in search of jobs and better living conditions. In the first place, the migrant population was predominantly male, while only at a later stage females reached a similar share. Being citizens of the same country, these migrant populations were, in general, free to choose their place of residence and their mobility was considerable. A large share of these persons acquired Slovenian citizenship in the early 1990s. At the same time, in the period when Slovenia was still a part of the former country, migrations from other countries were virtually negligible.<sup>69</sup>

Following the dissolution of Yugoslavia, Slovenia gained its independence in 1991. The subsequent migration trends in Slovenia reflected its political and economic context. The most notable feature in the early 1990s was the arrival of a considerable number of refugees fleeing from war zones in the former Yugoslavia. The first half of the post-independence period was also characterised by an economic decline due to the loss of the former Yugoslav market, and in 1991 and 1992, Slovenia noted the first negative net migration in several decades. The number of non-nationals immigrating to Slovenia was also considerably modest. Since 1995, the Slovenian economy enjoyed a period of recovery and growth, which was reflected in an increased number of migrants to Slovenia, reaching the first peak in the post-independence country in 1996. Until 1999, a downward trend in the number of migrants was noted, and the year 1998 was the last year in this period that a negative net migration was noted.<sup>70</sup>

The end of this decade also saw a considerable increase in the number of persons seeking asylum in Slovenia. In 2000, after a new Asylum Act had been adopted in 1999, the Slovenian authorities recorded a total of 9244 asylum applications compared to only 774 and 337 in 1999 and 1998, respectively. The last decade, however, saw a steady decline in asylum applications (i.e. applications for international protection) lodged in Slovenia, which was especially pronounced in the last three years.<sup>71</sup> In general, the number of asylum seekers in Slovenia is low compared to most EU Member States, whereas the recognition rate is one of the lowest in the EU.<sup>72</sup>

In the last decade until the outbreak of the global economic crisis, a considerable rise of the Slovenian GDP, and labour force shortages in specific branches (e.g. construction industry), especially in the period between 2004 and 2008, fuelled a notable increase in the number of persons immigrating to Slovenia from abroad. The number of foreigners arriving to Slovenia rose from 8,011 in 2003 to 28,062 in 2008. While such movements of individuals revealed a growing need of the Slovenian economy for a migrant labour force, they also reflected its historical ties with territories of the former Yugoslavia, which were in the past the

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<sup>67</sup> M. Hanžek, T. Čelebič, V. Korošec, J. Pečar (eds.) (2009) Social Overview 2008, Ljubljana: Institute of Macroeconomic Analysis and Development, p. 81, available at:

[http://www.umar.gov.si/fileadmin/user\\_upload/publikacije/socrazgledi/2008/asocr08\\_s.pdf](http://www.umar.gov.si/fileadmin/user_upload/publikacije/socrazgledi/2008/asocr08_s.pdf) (10.01.2012)

<sup>68</sup> Please note that this period also saw considerable emigration from Slovenia, as many Slovenes migrated to Western European countries in search of better job opportunities. As a consequence, many job positions in Slovenia were unoccupied. See: S. Zavratnik Zimic (2004) Migration Trends in Selected EU Applicant Countries: Volume VI – Slovenia: The Perspective of a Country on the »Schengen Periphery«, Vienna: IOM, pp. 10-12, available at: [http://publications.iom.int/bookstore/free/MigrationTrends\\_EU\\_6.pdf](http://publications.iom.int/bookstore/free/MigrationTrends_EU_6.pdf) (10.01.2012)

<sup>69</sup> M. Hanžek, T. Čelebič, V. Korošec, J. Pečar (eds.) (2009) Social Overview 2008, Ljubljana: Institute of Macroeconomic Analysis and Development, p. 80, available at:

[http://www.umar.gov.si/fileadmin/user\\_upload/publikacije/socrazgledi/2008/asocr08\\_s.pdf](http://www.umar.gov.si/fileadmin/user_upload/publikacije/socrazgledi/2008/asocr08_s.pdf) (10.01.2012)

<sup>70</sup> <file:///C:/DOCUME~1/SASAP~1/MIR/LOCALS~1/Temp/05N1002E.htm> (10.01.2012)

<sup>71</sup> In 2008 the Slovenian authorities recorded 242 new applications, while the years 2009 and 2010 saw 187 and 211 new application lodged in Slovenia, respectively. See: Republika Slovenija, Ministrstvo za notranje zadeve (2011) Poročilo direktorata za migracije in integracijo za leto 2010, pp. 37-38, available at:

[http://www.mnz.gov.si/fileadmin/mnz.gov.si/pageuploads/DMI/Statistico\\_porocilo\\_-\\_SLO\\_-\\_Lektorirano\\_01.pdf](http://www.mnz.gov.si/fileadmin/mnz.gov.si/pageuploads/DMI/Statistico_porocilo_-_SLO_-_Lektorirano_01.pdf) (10.01.2012)

<sup>72</sup> See e.g. [http://ep.eurostat.ec.europa.eu/cache/ITY\\_OFFPUB/KS-SF-09-092/EN/KS-SF-09-092-EN.PDF](http://ep.eurostat.ec.europa.eu/cache/ITY_OFFPUB/KS-SF-09-092/EN/KS-SF-09-092-EN.PDF) (10.01.2012)

main pool of labour force for the Slovenian economy. In the period in question, an overall majority of migrants arrived to Slovenia for the purpose of work, taking up demanding, low-skilled and low-paid jobs, especially in the construction industry and to some extent in manufacturing, which were, in general, avoided by the native population. In spite of the fact that they were now regarded as “third country” nationals, and their access to Slovenia and its labour market was closely regulated, a notable majority originated from the republics of the former Yugoslavia, predominantly from Bosnia and Herzegovina. Reflecting the current structure of the Slovenian economy and its need for low-skilled labour, their educational achievements were below average compared to domestic population. It should also be noted that the second principal cause of migration to Slovenia was family reunification.<sup>73</sup>

Although the relevant data suggests considerable upward trends in the number of migrants to Slovenia from other regions in the last decade, including in the number of EU nationals and nationals of non-European countries, in comparison to figures of former Yugoslav migrants, these populations are relatively small. This might be attributed to several reasons. While its independence and access to the EU influenced the arrival of certain number of migrants beyond its historical pool, namely territories of the former Yugoslavia, its economy did not possess enough capacity to attract a larger share of migrant population, including better educated migrants, compared to old EU Member States. With regard to figures, according to the recent data produced by the Statistical Office of the Republic of Slovenia, Bulgarians and Germans represent the largest groups among migrants from the EU Member States, but their number only rose from 66 and 369 in 2000 to 770 and 742 as of 1<sup>st</sup> January 2011, respectively. For the purpose of comparison, there were 39,026 migrants from Bosnia and Herzegovina living in Slovenia on the last mentioned date.<sup>74</sup> In general, the number of migrants from EU-15 is low, but, according to the evidence produced by the Employment Service of the Republic of Slovenia, they tend to work as experts and tend to occupy senior positions in companies operating in Slovenia.

On the other hand, while the statistics capturing the number of foreigners living in Slovenia at the end/beginning of a specific year show low numbers of migrants from the new Member States, available data on the number of migrants included in the social insurance scheme in Slovenia suggests a significantly different picture.<sup>75</sup> For example, only in 2008, 2,962 Bulgarians were included in the social insurance scheme, while additional 1,112 migrants from Romania and 696 Slovaks were also included in the scheme in question. According to available data, they were, similarly to the migrants from the former Yugoslavia, mainly males and mainly occupied less-skilled and demanding jobs in construction industry, manufacturing and in the field of international transportation.<sup>76</sup> Based on available datasets, it seems that the migrant groups in question tend to only live and work in Slovenia for a rather limited period of time.

Of the Europeans outside the EU and territories of the former Yugoslavia, Ukrainians, mostly females, tend to be the largest migrant group with 1,135 persons living in Slovenia on 1<sup>st</sup> January 2010. Available data further suggests that the number of migrants from non-European regions is also relatively small. However, the last decade saw solid upward trends relating to migration to Slovenia by nationals of non-European countries. For example, the number of persons from Africa living in Slovenia rose from 47 in 2000 to 150 at

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<sup>73</sup> M. Hanžek, T. Čelebič, V. Korošec, J. Pečar (eds.) (2009) *Social Overview 2008*, Ljubljana: Institute of Macroeconomic Analysis and Development, pp. 81-85, available at:

[http://www.umar.gov.si/fileadmin/user\\_upload/publikacije/socrazgledi/2008/asocr08\\_s.pdf](http://www.umar.gov.si/fileadmin/user_upload/publikacije/socrazgledi/2008/asocr08_s.pdf) (10.01.2012). See also: [http://www.stat.si/eng/novica\\_prikazi.aspx?id=3642](http://www.stat.si/eng/novica_prikazi.aspx?id=3642) (10.01.2012)

<sup>74</sup> See: [http://www.stat.si/letopis/2010/04\\_10/04-33-10.htm](http://www.stat.si/letopis/2010/04_10/04-33-10.htm); Statistični urad Republike Slovenije (2001) *Statistični letopis 2001*, p. 106, available at: <http://www.stat.si/letopis/2001/04-01.pdf> (10.01.2012). Please also note that the aforementioned statistics only capture non-nationals. In Slovenia, the number of nationals with migrant background, predominantly by origin from the republics of the former Yugoslavia, by far exceeds the number of non-nationals recently arriving to Slovenia from the same region. A large body of individuals from the former Yugoslavia (app. 170,000 persons) who had permanent residence in Slovenia at the time of the Slovenian proclamation of independence obtained the Slovenian citizenship under favourable conditions, today representing relatively long-established minority ethnic groups.

<sup>75</sup> In general, health and social insurance in Slovenia is based on the Bismarck model (i.e. compulsory insurance), and is closely tied to employment. Therefore, all persons, regardless of their legal status (e.g. citizens, EU nationals, foreigners with temporary or permanent residence permit), and provided that they are in regular employment, are compulsorily insured. As a result, it is thus safe to assume that the number of persons included in the scheme in question accurately matches the number of persons in employment.

<sup>76</sup> Zavod Republike Slovenije za zaposlovanje (2009) *Poročilo Zavoda Republike Slovenije za zaposlovanje za leto 2008*, Ljubljana, p. 32, available at: <http://www.ess.gov.si/files/799/LP2008.pdf> (10.01.2012)

the beginning of 2010. In the same period of time, the figures for Asian population living in Slovenia were 372 and 1,428, respectively.<sup>77</sup> Available studies indicate that Africans living in Slovenia are predominantly males, while Asian population includes a very balanced gender structure. It was also noted that nationals of African countries face considerable unemployment rates in spite of their high educational attainment. On the contrary, the situation of migrants from Asia is more favourable, as they enjoy high employment rates and have a solid share of self-employed persons.<sup>78</sup>

At present, the current economic crisis influenced a considerable decline in immigration of foreign nationals. The net migration in 2009 was 11,508 persons, a 38 percentage point decline compared to 2008. In the first half of 2010 the net migration was 1,000 persons.<sup>79</sup>

## 2.2.2. Statistical data on migrant population

Population in Slovenia includes a relatively large share of individuals with a migrant background. However, as a large share of migrants is by origin from the republics of former Yugoslavia, which are by far the largest migrant groups in the country, obtained Slovenian citizenship in the wake of the country's independence, Slovenia is today among EU Member States with the smallest percentage of non-nationals in the total population (4 per cent). This is illustrated in Table 1 including data on the number of foreigners living in Slovenia.<sup>80</sup>

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<sup>77</sup> See: [http://www.stat.si/letopis/2010/04\\_10/04-33-10.htm](http://www.stat.si/letopis/2010/04_10/04-33-10.htm); Statistični urad Republike Slovenije (2001) Statistični letopis 2001, p. 106, available at: <http://www.stat.si/letopis/2001/04-01.pdf> (10.01.2012)

<sup>78</sup> M. Medvešek (2010) »Demografske i socioekonomske značilnosti državljanov tretjih držav v Sloveniji«, in: M. Medvešek, R. Bešter (eds.) Državljanji tretjih držav ali tretjerazredni državljanji?, Ljubljana, Institut za narodnostna vprašanja, pp. 86-87

<sup>79</sup> [http://www.stat.si/eng/novica\\_prikazi.aspx?id=3632](http://www.stat.si/eng/novica_prikazi.aspx?id=3632) (10.01.2012)

<sup>80</sup> Please note that we have incorporated statistical tables in the main body of this report in order to ease your assessment of the report. At a later stage, and before submitting the final version of this report, all relevant statistical data shall be included in Annex to this report.

**Table 1. Basic population groups by sex, cohesion regions, Slovenia, half-yearly 1<sup>st</sup> half of 2011)<sup>81</sup>**

<b>Basic population groups by sex, cohesion regions, Slovenia, half-yearly</b>				
		<b>2011H1</b>		
		<b>Sex - TOTAL</b>	<b>Men</b>	<b>Women</b>
<b>SLOVENIA</b>	<b>Population</b>	2050189	1014563	1035626
	<b>Citizens of the RS, residents of Slovenia</b>	1967443	955866	1011577
	<b>Foreigners, residents of Slovenia</b>	82746	58697	24049
	<b>Share of foreign citizens among population (%)</b>	4.0	5.8	2.3
<b>Vzhodna Slovenija (Eastern Slovenia)</b>	<b>Population</b>	1083643	538312	545331
	<b>Citizens of the RS, residents of Slovenia</b>	1049967	513911	536056
	<b>Foreigners, residents of Slovenia</b>	33676	24401	9275
	<b>Share of foreign citizens among population (%)</b>	3.1	4.5	1.7
<b>Zahodna Slovenija (Western Slovenia)</b>	<b>Population</b>	966546	476251	490295
	<b>Citizens of the RS, residents of Slovenia</b>	917476	441955	475521
	<b>Foreigners, residents of Slovenia</b>	49070	34296	14774
	<b>Share of foreign citizens among population (%)</b>	5.1	7.2	3.0

<sup>81</sup> For methodological explanations and definitions of terms, see: [http://www.stat.si/doc/metod\\_pojasnila/05-007-ME.htm](http://www.stat.si/doc/metod_pojasnila/05-007-ME.htm) (10.01.2012)

Source: Statistical Office of the Republic of Slovenia.

H1 as of 1. 1.

H2 as of 1. 7.

Data on population as of 1<sup>st</sup> January 2011 in Slovenia are produced also according to the Regulation (EC) No. 763/2008 of the European Parliament and the Council of 9<sup>th</sup> July 2008 on Population and Housing Censuses, Official Journal of the European Union L 218/14, 13 August, 2008.

This table is available at:

[http://pxweb.stat.si/pxweb/Dialog/varval.asp?ma=05E1012E&ti=&path=../Database/Demographics/05\\_population/15\\_Population\\_structure/05\\_05E10\\_Citizenship/&lang=1](http://pxweb.stat.si/pxweb/Dialog/varval.asp?ma=05E1012E&ti=&path=../Database/Demographics/05_population/15_Population_structure/05_05E10_Citizenship/&lang=1)  
(10.01.2012)

As noted earlier in this report, an overall majority of foreigners living in Slovenia originates from the republics of the former Yugoslavia. However, the recent decade saw a growing number of foreigners from other regions settling in Slovenia. Tables 2 and 3 indicating the number of foreigners living in Slovenia at the end/beginning of a specific year illustrate such trends. Table 4 further illustrates migration trends in recent years, showing a considerable increase in migration to Slovenia before the outbreak of the current economic crisis. An overall majority of migrants arrived to Slovenia from territories of the former Yugoslavia.

**Table 2. Foreign population in Slovenia by country of citizenship and sex, 1<sup>st</sup> January 2010<sup>82</sup>**

Tuje prebivalstvo v Sloveniji po državi državljanstva in spolu, 1. 1. 2010

Foreign population in Slovenia by country of citizenship and sex, 1<sup>st</sup> January 2010

Država državljanstva	Skupaj Total	Moški Men	Ženske Women	Country of citizenship	Država državljanstva	Skupaj Total	Moški Men	Ženske Women	Country of citizenship
SKUPAJ	82316	60156	22160	TOTAL					
Evropa	79909	58964	20945	Europe	Poljska	180	71	109	Poland
Albanija	59	36	23	Albania	Romunija	195	65	130	Romania
Avstrija	380	213	167	Austria	Ruska federacija	530	150	380	Russian Federation
Belorusija	62	18	44	Belarus	Slovaška	356	155	201	Slovakia
Bolgarija	770	565	205	Bulgaria	Srbija <sup>1)</sup>	8782	6440	2342	Serbia <sup>1)</sup>
Bosna in Hercegovina	39026	31590	7436	Bosnia and Herzegovina	Švica	80	43	37	Switzerland
Češka republika	141	46	95	Czech Republic	Ukrajina	1135	306	829	Ukraine
Črna gora	554	318	236	Montenegro	Združeno kraljestvo	352	221	131	United Kingdom
Francija	184	106	78	France	Druge države	332	185	147	Other countries
Hrvaška	7775	5214	2561	Croatia	Afrika	150	113	37	Africa

<sup>82</sup> For methodological explanations and definitions of terms, see: [http://www.stat.si/doc/metod\\_pojasnila/05-007-ME.htm](http://www.stat.si/doc/metod_pojasnila/05-007-ME.htm) (10.01.2012)

Italija	736	464	272	Italy	Azija	1428	723	705	Asia
Kosovo	7928	6077	1851	Kosovo	Južna Amerika	150	58	92	America, South
Madžarska	156	73	83	Hungary	Severna in Srednja Amerika	464	183	281	America, North and Central
Makedonija, Necd. jug. rep.	9087	6047	3040	Macedonia, FYRO	Avstralija in Oceanija	75	48	27	Australia and Oceania
Moldavija, Republika	254	108	146	Moldova, Republic of	Neznana država državljanstva	140	67	73	Unknown country of citizenship
Nemčija	742	377	365	Germany					
Nizozemska	113	76	37	Netherlands					

1) Všteti so tudi državljani nekdanje Zvezne republike Jugoslavije ter Srbije in Črne gore.  
Includes citizens of the former Yugoslav Federal Republic and Serbia and Montenegro.

*Source: Statistical Office of the Republic of Slovenia (2010) Statistični letopis 2010/ Statistical yearbook 2010*

This table is available at:  
[http://www.stat.si/letopis/2010/04\\_10/04-33-10.htm](http://www.stat.si/letopis/2010/04_10/04-33-10.htm) (10.01.2012)

**Table 3. Foreign population in Slovenia by country of citizenship and sex, 31<sup>st</sup> December 2005<sup>83</sup>**

Država državljanstva	Skupaj Moški Ženske			Country of citizenship	Država državljanstva	Skupaj Moški Ženske			Country of citizenship
	Total	Men	Women			Total	Men	Women	
SKUPAJ	48968	34409	14559	TOTAL	Poljska	145	62	83	Poland
Evropa	47665	33752	13913	Europe	Romunija	136	34	102	Romania
Albanija	35	15	20	Albania	Ruska federacija	373	97	276	Russian Federation
Avstrija	301	163	138	Austria	Švedska	32	24	8	Sweden
Belgija	34	22	12	Belgium	Švica	59	32	27	Switzerland
Bolgarija	72	34	38	Bulgaria	Ukrajina	916	218	698	Ukraine
Bosna in Hercegovina	21943	17077	4866	Bosnia and Herzegovina	Združeno kraljestvo	157	100	57	United Kingdom
Češka republika	106	28	78	Czech Republic	Druge države	615	315	300	Other countries
Danska	24	15	9	Denmark	Afrika	72	52	20	Africa
Francija	182	101	81	France	Azija	764	380	384	Asia

<sup>83</sup> For methodological explanations and definitions of terms, see: [http://www.stat.si/doc/metod\\_pojasnila/05-007-ME.htm](http://www.stat.si/doc/metod_pojasnila/05-007-ME.htm) (10.01.2012)

Hrvaška	6955	4599	2356	Croatia	Južna Amerika	84	35	49	America, South
Italija	417	265	152	Italy	Severna in Srednja				America, North
Srbija in Črna gora	9279	6616	2663	Serbia and Montenegro	Amerika	317	155	162	and Central
Madžarska	109	52	57	Hungary	Avstralija in	41	26	15	Australia and
Makedonija, Necd.				Macedonia, FYRO	Oceanija				Oceania
jug. rep.	5122	3549	1573		Neznana država				Unknown country
Nemčija	576	286	290	Germany	državljanstva	25	9	16	of citizenship
Nizozemska	77	48	29	Netherlands					

*Source: Statistical Office of the Republic of Slovenia (2010) Statistični letopis 2006/ Statistical yearbook 2006*

This table is available at:

[http://www.stat.si/letopis/2006/04\\_06/04-33-06.htm?jezik=si](http://www.stat.si/letopis/2006/04_06/04-33-06.htm?jezik=si) (10.01.2012)

Table 4: International migration by country of citizenship and sex, Slovenia, annually<sup>84</sup>

International migration by country of citizenship and sex, Slovenia, annually													
		2006			2007			2008			2009		
		Sex - TOTAL	Men	Women									
<b>Immigrants from abroad</b>	<b>County of citizenship - TOTAL</b>	20016	15750	4266	29193	23659	5534	30693	23815	6878	30296	22973	7323
	<b>EUROPE</b>	19620	15541	4079	28579	23338	5241	29922	23447	6475	29396	22506	6890
	<b>Albania</b>	21	18	3	16	13	3	17	14	3	34	25	9
	<b>Austria</b>	94	62	32	102	65	37	136	86	50	107	68	39
	<b>Belgium</b>	8	6	2	15	9	6	15	9	6	15	10	5
	<b>Bulgaria</b>	79	60	19	790	716	74	484	403	81	539	412	127
	<b>Bosnia and Herzegovina</b>	7871	7010	861	12479	11225	1254	13038	11459	1579	12910	10846	2064
	<b>Czech</b>	51	13	38	45	20	25	44	13	31	33	13	20

<sup>84</sup> For methodological explanations and definitions of terms, see: [http://www.stat.si/eng/metodologija\\_pojasnila.asp?pod=5](http://www.stat.si/eng/metodologija_pojasnila.asp?pod=5) (10.01.2012)

<b>Republic</b>													
<b>Montenegro</b>	...	...	...	83	43	40	134	69	65	113	71	42	
<b>Denmark</b>	6	5	1	12	5	7	4	4	0	11	6	5	
<b>France</b>	129	98	31	80	53	27	78	45	33	68	44	24	
<b>Croatia</b>	1146	708	438	1400	932	468	1597	1055	542	1442	996	446	
<b>Italy</b>	150	104	46	264	184	80	298	198	100	271	176	95	
<b>Kosovo</b>	...	...	...	...	...	...	2169	1784	385	3576	2917	659	
<b>Hungary</b>	57	32	25	55	33	22	86	57	29	47	24	23	
<b>Macedonia / FYR of Macedonia</b>	2097	1624	473	3163	2468	695	3196	2349	847	2987	2205	782	
<b>Germany</b>	155	94	61	221	137	84	250	141	109	183	104	79	
<b>Netherlands</b>	31	19	12	31	21	10	26	14	12	34	25	9	
<b>Poland</b>	106	73	33	119	77	42	56	28	28	77	39	38	
<b>Romania</b>	323	202	121	199	152	47	141	88	53	69	28	41	
<b>Russian Federation</b>	63	15	48	112	45	67	132	53	79	165	58	107	
<b>Slovenia</b>	1765	1025	740	1689	920	769	2631	1515	1116	2903	1657	1246	
<b>Serbia</b>	4447	3812	635	6368	5462	906	4362	3579	783	2907	2368	539	
<b>Sweden</b>	30	16	14	36	24	12	14	10	4	17	12	5	
<b>Switzerland</b>	17	5	12	24	13	11	23	11	12	13	7	6	
<b>Ukraine</b>	357	141	216	471	197	274	440	152	288	354	113	241	

	<b>United Kingdom</b>	79	46	33	146	92	54	134	83	51	117	72	45
	<b>Other European countries</b>	538	353	185	659	432	227	417	228	189	404	210	194
	<b>AFRICA</b>	32	20	12	35	20	15	63	46	17	55	39	16
	<b>ASIA</b>	197	103	94	359	199	160	357	166	191	564	307	257
	<b>AMERICA, SOUTH</b>	24	6	18	32	13	19	38	16	22	45	20	25
	<b>AMERICA, NORTH AND CENTRAL</b>	118	64	54	151	66	85	195	70	125	191	71	120
	<b>Canada</b>	14	7	7	16	8	8	22	12	10	14	8	6
	<b>United States</b>	78	46	32	86	51	35	83	45	38	62	41	21
	<b>Other North and Central American countries</b>	26	11	15	49	7	42	90	13	77	115	22	93
	<b>AUSTRALIA AND OCEANIA</b>	17	11	6	18	12	6	20	14	6	23	16	7
	<b>Unknown country</b>	8	5	3	19	11	8	98	56	42	22	14	8
<b>Emigrants</b>	<b>County of</b>	13749	10725	3024	14943	10696	4247	12109	8190	3919	18788	14816	3972

<b>to abroad</b>	<b>citizenship - TOTAL</b>												
	<b>EUROPE</b>	13507	10585	2922	14487	10470	4017	11915	8091	3824	18435	14643	3792
	<b>Albania</b>	15	13	2	12	8	4	3	2	1	10	9	1
	<b>Austria</b>	84	52	32	102	63	39	63	41	22	71	51	20
	<b>Belgium</b>	14	8	6	7	5	2	7	5	2	13	9	4
	<b>Bulgaria</b>	30	19	11	128	122	6	130	107	23	382	328	54
	<b>Bosnia and Herzegovina</b>	3858	3617	241	4258	3656	602	3016	2756	260	6658	6150	508
	<b>Czech Republic</b>	28	9	19	47	12	35	24	7	17	21	9	12
	<b>Montenegro</b>	...	...	...	15	8	7	22	14	8	61	38	23
	<b>Denmark</b>	8	5	3	15	11	4	0	0	0	8	5	3
	<b>France</b>	95	65	30	122	87	35	61	36	25	45	26	19
	<b>Croatia</b>	920	652	268	1153	684	469	555	367	188	751	529	222
	<b>Italy</b>	87	63	24	160	111	49	137	101	36	173	123	50
	<b>Kosovo</b>	...	...	...	...	...	...	84	78	6	1563	1381	182
	<b>Hungary</b>	68	56	12	26	5	21	38	22	16	52	35	17
	<b>Macedonia / FYR of Macedonia</b>	1219	1109	110	1551	1260	291	806	630	176	1720	1477	243
<b>Germany</b>	100	65	35	175	112	63	127	73	54	123	70	53	

<b>Netherlands</b>	19	9	10	23	16	7	25	16	9	12	8	4
<b>Poland</b>	117	79	38	79	53	26	43	26	17	47	27	20
<b>Romania</b>	286	176	110	138	98	40	46	22	24	111	79	32
<b>Russian Federation</b>	42	14	28	61	19	42	49	12	37	59	25	34
<b>Slovenia</b>	2703	1315	1388	3178	1523	1655	4766	2316	2450	3717	1984	1733
<b>Serbia</b>	2995	2796	199	2358	2100	258	1393	1171	222	2207	1954	253
<b>Sweden</b>	12	11	1	33	20	13	9	7	2	11	6	5
<b>Switzerland</b>	8	2	6	14	7	7	15	7	8	5	2	3
<b>Ukraine</b>	349	146	203	280	112	168	152	26	126	218	71	147
<b>United Kingdom</b>	49	35	14	71	45	26	51	31	20	77	45	32
<b>Other European countries</b>	401	269	132	481	333	148	293	218	75	320	202	118
<b>AFRICA</b>	13	9	4	28	11	17	14	11	3	22	14	8
<b>ASIA</b>	130	73	57	228	121	107	78	36	42	156	79	77
<b>AMERICA, SOUTH</b>	10	4	6	22	10	12	7	2	5	17	10	7
<b>AMERICA, NORTH AND CENTRAL</b>	85	50	35	159	72	87	68	34	34	125	53	72
<b>Canada</b>	13	6	7	10	4	6	9	6	3	14	7	7

	<b>United States</b>	58	40	18	125	63	62	42	25	17	64	36	28
	<b>Other North and Central American countries</b>	14	4	10	24	5	19	17	3	14	47	10	37
	<b>AUSTRALIA AND OCEANIA</b>	4	4	0	17	11	6	7	4	3	7	5	2
	<b>Unknown country</b>	0	0	0	2	1	1	20	12	8	26	12	14
<b>Net migration from abroad</b>	<b>County of citizenship - TOTAL</b>	6267	5025	1242	14250	12963	1287	18584	15625	2959	11508	8157	3351
	<b>EUROPE</b>	6113	4956	1157	14092	12868	1224	18007	15356	2651	10961	7863	3098
	<b>Albania</b>	6	5	1	4	5	-1	14	12	2	24	16	8
	<b>Austria</b>	10	10	0	0	2	-2	73	45	28	36	17	19
	<b>Belgium</b>	-6	-2	-4	8	4	4	8	4	4	2	1	1
	<b>Bulgaria</b>	49	41	8	662	594	68	354	296	58	157	84	73
	<b>Bosnia and Herzegovina</b>	4013	3393	620	8221	7569	652	10022	8703	1319	6252	4696	1556
	<b>Czech Republic</b>	23	4	19	-2	8	-10	20	6	14	12	4	8
	<b>Montenegro</b>	...	...	...	68	35	33	112	55	57	52	33	19
	<b>Denmark</b>	-2	0	-2	-3	-6	3	4	4	4	0	3	1

<b>France</b>	34	33	1	-42	-34	-8	17	9	8	23	18	5
<b>Croatia</b>	226	56	170	247	248	-1	1042	688	354	691	467	224
<b>Italy</b>	63	41	22	104	73	31	161	97	64	98	53	45
<b>Kosovo</b>	...	...	...	...	...	...	2085	1706	379	2013	1536	477
<b>Hungary</b>	-11	-24	13	29	28	1	48	35	13	-5	-11	6
<b>Macedonia / FYR of Macedonia</b>	878	515	363	1612	1208	404	2390	1719	671	1267	728	539
<b>Germany</b>	55	29	26	46	25	21	123	68	55	60	34	26
<b>Netherlands</b>	12	10	2	8	5	3	1	-2	3	22	17	5
<b>Poland</b>	-11	-6	-5	40	24	16	13	2	11	30	12	18
<b>Romania</b>	37	26	11	61	54	7	95	66	29	-42	-51	9
<b>Russian Federation</b>	21	1	20	51	26	25	83	41	42	106	33	73
<b>Slovenia</b>	-938	-290	-648	-1489	-603	-886	-2135	-801	-1334	-814	-327	-487
<b>Serbia</b>	1452	1016	436	4010	3362	648	2969	2408	561	700	414	286
<b>Sweden</b>	18	5	13	3	4	-1	5	3	2	6	6	0
<b>Switzerland</b>	9	3	6	10	6	4	8	4	4	8	5	3
<b>Ukraine</b>	8	-5	13	191	85	106	288	126	162	136	42	94
<b>United Kingdom</b>	30	11	19	75	47	28	83	52	31	40	27	13
<b>Other</b>	137	84	53	178	99	79	124	10	114	84	8	76

<b>European countries</b>													
<b>AFRICA</b>	19	11	8	7	9	-2	49	35	14	33	25	8	
<b>ASIA</b>	67	30	37	131	78	53	279	130	149	408	228	180	
<b>AMERICA, SOUTH</b>	14	2	12	10	3	7	31	14	17	28	10	18	
<b>AMERICA, NORTH AND CENTRAL</b>	33	14	19	-8	-6	-2	127	36	91	66	18	48	
<b>Canada</b>	1	1	0	6	4	2	13	6	7	0	1	-1	
<b>United States</b>	20	6	14	-39	-12	-27	41	20	21	-2	5	-7	
<b>Other North and Central American countries</b>	12	7	5	25	2	23	73	10	63	68	12	56	
<b>AUSTRALIA AND OCEANIA</b>	13	7	6	1	1	0	13	10	3	16	11	5	
<b>Unknown country</b>	8	5	3	17	10	7	78	44	34	-4	2	-6	

Sources: Statistical Office of the Republic of Slovenia.

Data for 2008 and on are prepared according to new definition of population of Slovenia, published in 2008.

Up to 2008 data on emigration of foreigners are estimates prepared by the Statistical Office of the Republic of Slovenia.  
Linked content:

- [Methodological explanations](#)
- [Release Calendar](#)

This table is available at:

[http://pxweb.stat.si/pxweb/Dialog/varval.asp?ma=05N1008E&ti=&path=../Database/Demographics/05\\_population/40\\_Migration/05\\_05N10\\_International/&lang=1](http://pxweb.stat.si/pxweb/Dialog/varval.asp?ma=05N1008E&ti=&path=../Database/Demographics/05_population/40_Migration/05_05N10_International/&lang=1) (10.01.2012)

In 1991, when Slovenia gained its independence, a large share of migrants from the republics of the former Yugoslavia who had at the time permanent residence in Slovenia obtained Slovenian citizenship. As a result, in spite of the subsequent growing migration to Slovenia, Slovenia has today one of the smallest shares of non-nationals among the EU Member States. In 2002, the last Population Census was conducted in Slovenia, capturing, among other things, ethnic and language compositions of the Slovenian population. The Census was based on self-declaration, which means that respondents were able to explicitly state their ethnic affiliation and mother tongue, but were also allowed to decline responding to questions related to identity markers in question. However, the available data might be observed, with the necessary caution, as a proxy for shares of persons with migrant backgrounds who obtained the Slovenian citizenship in 1991. Table 6 shows ethnic composition of the Slovenian population at the time of the 2002 and the 1991 Census.

**Table 6. Population by ethnic affiliation, Slovenia, Census 1991 and 2002**

<b>Population by ethnic affiliation, Slovenia, Census 1991 and 2002</b>			
		<b>1991</b>	<b>2002</b>
<b>Number</b>	<b>TOTAL</b>	1913355	1964036
	<b>Declared</b>	1845022	1766982
	<b>Slovenians</b>	1689657	1631363
	<b>Italians</b>	2959	2258
	<b>Hungarians</b>	8000	6243
	<b>Roma</b>	2259	3246
	<b>Albanians</b>	3534	6186
	<b>Austrians</b>	126	181
	<b>Bulgarians</b>	168	138
	<b>Bosniacs</b>	...	21542
	<b>Czechs</b>	315	273
	<b>Montenegrins</b>	4339	2667
	<b>Greeks</b>	21	54
	<b>Croats</b>	52876	35642
	<b>Jews</b>	37	28
<b>Macedonians</b>	4371	3972	
<b>Muslims</b>	26577	10467	

<b>Germans</b>	298	499
<b>Poles</b>	196	140
<b>Romanians</b>	115	122
<b>Russians</b>	167	451
<b>Russinians</b>	57	40
<b>Slovaks</b>	139	216
<b>Serbs</b>	47401	38964
<b>Turks</b>	142	259
<b>Ukrainians</b>	210	470
<b>Vlachs</b>	37	13
<b>Others declared</b>	1021	1548
<b>Undeclared</b>	25978	22141
<b>Declared as Yugoslavs</b>	12075	527
<b>Declared as Bosnians</b>	...	8062
<b>Regionally declared</b>	5187	1467
<b>Others undeclared</b>	8716	12085
<b>Did not want to reply</b>	...	48588
<b>Unknown</b>	42355	126325

Source: Statistical Office of the Republic of Slovenia, Census of Population, Households and Housing, 2002 Use and publication of data is allowed provided the source is acknowledged Territory at the census.

Declaration for a Bosniak as a nation was enforced by the Constitution of the Federation of Bosnia and Herzegovina in 1994. Including persons who said they were Muslims in the sense of ethnic and not religious affiliation.

In 1953 and 1961 censuses the Russianians and the Ukrainians appear under one item.  
In 1953 and 1961 censuses the Russianians and the Ukrainians appear under one item.  
In previous censuses people who said they are Bosnians included in the item regionally declared.  
Including persons who said they would like to remain ethnically undeclared.  
Data recalculated according to the 2002 Census methodology. So called migrant

This table is available at:

[http://pxweb.stat.si/pxweb/Dialog/varval.asp?ma=SLO-07E&ti=&path=../Database/Census2002/Slovenia/Population/Demographic\\_characteristics/&lang=1](http://pxweb.stat.si/pxweb/Dialog/varval.asp?ma=SLO-07E&ti=&path=../Database/Census2002/Slovenia/Population/Demographic_characteristics/&lang=1) (10.01.2012)

Economic migrations form a large part of all world migrations, as individuals move in order to seek work and improve their living conditions. This also applies to migration trends in Slovenia. A dominant majority of migratory movements to Slovenia were work-related, followed by migration to Slovenia relating to family reunification and, to lesser extent, migration for the purpose of study. Table 7 presents the available data on the drivers of migration to Slovenia.

Table 7. Immigrated foreigners by reason of immigration and country of citizenship, Slovenia, annually<sup>85</sup>

Immigrated foreigners by reason of immigration and country of citizenship, Slovenia, annually							
	2009						
	Reason of immigration - TOTAL	Employment	Seasonal work	Family reunification	Study	Other	Unknown
<b>Country of citizenship - TOTAL</b>	27393	17925	243	5213	517	431	3064
<b>EU COUNTRIES</b>	1881	787	0	260	35	254	545
<b>Bosnia in Herzegovina</b>	12910	9477	108	2193	89	55	988
<b>Croatia</b>	1442	757	z	285	138	67	z
<b>Serbia</b>	2907	1981	12	441	60	19	394
<b>Serbia and Montenegro</b>	...	...	...	...	...	...	...
<b>Montenegro</b>	113	41	z	44	7	0	z
<b>Kosovo</b>	3576	2357	84	763	21	13	338
<b>Other European countries</b>	3664	2064	26	960	139	14	461
<b>NON EUROPEAN COUNTRIES</b>	878	456	9	253	28	9	123
<b>Unknown</b>	22	5	0	14	0	0	3

<sup>85</sup> For methodological explanations and definitions of terms, see: [http://www.stat.si/doc/metod\\_pojasnila/05-245-ME.htm](http://www.stat.si/doc/metod_pojasnila/05-245-ME.htm)

Source: Statistical Office of the Republic of Slovenia.

- [Methodological explanations](#)

- [Release Calendar](#)

Data are shown according to the EU membership in the observed year.

The table is available at:

[http://pxweb.stat.si/pxweb/Dialog/varval.asp?ma=05N3002E&ti=&path=../Database/Demographics/05\\_population/40\\_Migration/15\\_05N30\\_Socio\\_economic\\_Charact/&lang=1](http://pxweb.stat.si/pxweb/Dialog/varval.asp?ma=05N3002E&ti=&path=../Database/Demographics/05_population/40_Migration/15_05N30_Socio_economic_Charact/&lang=1)  
(10.01.2012)

### 3. Analysis of available data on migration and development complex

Currently, the situation in Slovenia is characterised by an almost complete scarcity of data on migration and development complex. While recent years have seen a growing interest in the migration studies and the situation of migrants in Slovenia, the latter have not been observed in relation to development issues.

In general, several trends may be noted in regard to the current state of affairs with regard to the Slovenian migration and development cooperation policies:

- Policies in both areas, in effect, mainly target the same region of the Western Balkans, which means that it is highly likely that they influence each other both in terms of synergies and trade-offs. For example, available research studies suggest that migrants, a substantial majority of which is from successor states of the former Yugoslavia, tend to face unfavourable conditions in various walks of life, including in employment and housing. Solely by improving their working and living conditions, the authorities would probably contribute to an increased share of remittances these migrants send to their countries of origin. This could be even more beneficial for their countries than the official development assistance provided by Slovenia to these countries. However, linkages between these issues are still to be fully recognised by the relevant policy-makers as well as other stakeholders and academia. There might be several reasons for this, such as, for example, lack of tradition in researching development policies, including in the perspective of PCD, as Slovenia is a relatively new player in this field. As a result, these two dimensions are still not sufficiently perceived as interrelated. In regard to the Slovenian NGOs, they have focused their efforts on other fields, including global education and fair trade. While the government bilateral initiatives mostly targeted the region of Western Balkans, the Slovenian NGOs were the principal providers of development assistance in places not covered by the government initiatives. The latter include, for example, Africa. As a result, the civil sector might note the issue of migration in global perspective, while overlooking that an overall majority of migrants to Slovenia originates from a region which has been the main recipient of the Slovenian bilateral ODA, namely a global perspective has not been thoroughly translated to domestic context. Few NGOs which are active in both fields covered by this report have so far not managed to comprehensively link migration and development issues.

In regard to the focus on Africa, it is worthwhile noting that SLOGA, the umbrella organisation of Slovenian NGOs, seeks to promote the involvement of migrants in its activities. So far, the organisation mainly targeted Diaspora organisations set up by Africans living in Slovenia. In 2010 and 2011, respectively, SLOGA organised, in partnership with the African Center of Slovenia, an event entitled Africa Week (Teden Afrike). This initiative is dedicated to the celebration of African unity, diversity and success. It also aims at bringing together the Africans living in Slovenia while providing them a channel to present cultural and social energy of African countries and to distance

themselves from the stereotypical and negative images of the African continent. Africa Week is composed of a variety of events, including round tables, workshops and a football tournament. The initiative received considerable public attention, and its success serves as a platform encouraging discussion between public authorities and Diaspora organisations on improved involvement of Diaspora organisations in development assistance process.

- While Slovenia faces almost complete absence of research literature on development cooperation dimension, there have been more research in the field of migration. These research projects mainly dealt with the situation of migrant workers and their family members in various fields of social life as well as with the development regarding their integration into Slovenia. They were mostly based on qualitative research methods. The reason for such an approach was not only to examine the issues hidden by statistical data, or to add a new dimension to statistics, but, basically, to counter a lack of comprehensive quantitative data.
- The situation in Slovenia has for years been characterised by almost complete equality data allowing for measurement of the situation of both the recent migrants and long-established ethnic communities. In spite of some recent improvements driven by development at the EU level, when the Statistical Office started collecting some more data on migrants and foreign-born population, there is still a scarcity of relevant data in Slovenia. For example, apart from international surveys such as PISA, TIMSS or PIRLS, there is no quantitative migrant-related data in the field of education allowing for the assessment of their educational achievements. Another example is the almost complete lack of data on the situation regarding evaluation and recognition of migrants' education and professional attainments, and it is not possible to monitor to what extent they actually face deskilling. In addition to this, no quantitative migrant-specific data is available in the fields of housing, healthcare and other fields of social life. Since Slovenian migration and development cooperation policies largely impact the same population, it is crucially important to have the relevant data allowing for assessment of its effects.
- With regard to the media, they have been largely ignoring the two fields covered by this report for a considerable period of time. While the issue of development cooperation still remains largely on the margins of media interests, the situation of migrants, particularly their working conditions, have been much publicised in the recent period.
- To conclude, linkages between migration and development are still to be recognised in Slovenia, and national policies on linking migration and development are still to be formulated.

## 4. Analysis of interviews with stakeholders

To obtain further views by stakeholders on migration-development nexus, semi-structured interviews were conducted with representatives of the relevant governmental bodies as well as with representatives of civil society organisations. The interviewees provided their views on, among other things, initiatives and promising practices linking migration and development issues, on current state of play regarding coherence of migration and development policies and the cooperation between the relevant stakeholders in the fields in question, as well as their opinions on the importance of linking migration and development policies. All interviews were tape recorded.

For the purpose of this report, the following interviews were carried out:

- interview with two representatives of the Ministry of Foreign Affairs which is the principal body in the field of development cooperation in Slovenia (because of other duties, one representative of the Ministry had to leave the interview before it was concluded);
- interview with a representative of SLOGA, the national umbrella organisation of NGDOs;
- interview with a representative of Slovenska filantropija (Slovene Philanthropy), an NGO working in the field of migration and development assistance;
- interview with a representative of Association Humanitas (Društvo Humanitas), an NGO which works in the field of global education and development assistance;
- interview with a representative of Institute Global – Institute for global education and project development (Zavod Global – Zavod za globalno učenje in razvoj projektov), an NGO working in the field of global education. This interviewee was a former president of African Center of Slovenia (Društvo Afriški center), the most visible Diaspora organisation set up by Africans living in Slovenia;
- interview with the representative of Institute for African Studies (Inštitut za afriške študije), an NGO working with asylum seekers and implementing development assistance projects. This interviewee is also the current president of the African Center of Slovenia.

The interview material shows that cooperation between the relevant stakeholders, including public authorities, NGDOs and Diaspora organisation, takes a variety of forms. For example, the representative of the Ministry of Foreign Affairs stated that the Ministry receives interested parties, including Diaspora organisations, for discussions. However, according to the interviewee, the main channel of cooperation between the Ministry and NGOs tend to be public calls issued by the Ministry targeting organisations active in the field of development cooperation. The representative of SLOGA stressed that the organisation pays particular attention to the cooperation with Diaspora organisations, particularly focusing on organisations of Africans. While the organisation tends to

somewhat neglect migrants from the successor state of the former Yugoslavia, the largest migrant population in the country, their cooperation with organisations of Africans living in Slovenia resulted in the organisation of Africa Week. This is a yearly event celebrating African culture. According to the interviewee, the event attracts considerable public attention and has an impact on public authorities. Similarly, the representative of Humanitas stated that the organisation mainly cooperates with Diaspora organisation set up by Africans living in Slovenia. As an example of good cooperation, he mentioned the project partnership with the African Center of Slovenia. The project, including also several other organisation as partners, was aimed at examining depictions of Africa in history and geography textbooks used in the Slovenian elementary and secondary education. The projects showed that Africa as well as other continents were poorly presented in the textbooks. The representative of the Slovene Philanthropy noted that the organisation implements development projects in Caucasus, Africa and Western Balkans, but mainly focuses on cooperation with migrants in Slovenia providing them with psychosocial and other assistance. The representative of the Institute of African Studies confirmed that the organisation cooperates with SLOGA, other NGOs as well as academic institutions in Slovenia. He, however, stressed the need for better networking and strengthened cooperation between NGOs which may, in his opinion, further benefit their activities.

In regard to the recent initiatives linking up migration and development, the representative of the Ministry of Foreign Affairs stressed the recent adoption of the Strategy of Economic Migration and amendments to the asylum legislation as a step forward towards improving the situation of migrant workers and asylum seekers in Slovenia, respectively. On the negative side, the representative of Sloga was not acquainted with any such an initiative. According to him, there is a lack of coordination between the Ministry of Foreign Affairs, responsible for development cooperation, and Ministry of Interior and other ministries responsible for the field of migration. Similarly, the representative of Humanitas noted that there is little cooperation between the migration and development policies. According to him, the field of migration tends to receive more public attention because of the number of migrants in Slovenia as well as because of the report on the unfavourable situation of migrant workers. According to the interviewee, in spite of this, both the areas of migration and development cooperation are on the margins of public interests. The representative of the Institute of African Studies stressed that such initiatives encouraging the involvement of Diaspora organisations in development projects were already adopted at the level of UN as well as at the EU level. He further noted, however, that the concept of Policy Coherence for Development is not always observed in regard to the participation of Diaspora organisations, particularly in cases when the EU or a European country have a specific political interest in a specific African country. In regard to Slovenia, the interviewee welcomed the better dialogue between the Ministry of Foreign Affairs and Diaspora organisations. He, however, pointed to a lack of national working papers linking migration and development complex. He suggested the possible adoption of such documents or legislative changes. In the opinion of the interviewee, such provisions would also contribute to better and more sustainable activities of NGOs in the fields in question.

With a view to good practice examples, the interviewees only identified a relatively limited number of such initiatives. This might be so due to a general lack of such initiatives, but might also be attributed to a lack of information about such practices. For example, the representative of the Institute of African Studies noted that there might be

some good practice initiatives carried out by specific organisations, but it might be the case that he simply lacked information about such projects as these were not publicised much. The representative of SLOGA welcomed the support provided by the Ministry of Foreign Affairs to the Diaspora organisations of Africans living in Slovenia. In 2011, the Ministry funded, for example, Africa Week. The representative of the Ministry of Foreign Affairs mentioned the Slovenia's involvement in the mobility partnership with Moldova, a project which is oftentimes regarded as an example of good practice. The representative of the Slovene Philanthropy cited the organisation of Migrant Film Festival as their example of good practice initiative. According to her, shedding some light on the reasons for migration, which the film festival does, is also a part of development cooperation. The festival also serves as a driver and further platform for debates about the development assistance. The representative of Zavod Global assessed, as an example of good practice initiative, a project carried out by African Center of Slovenia. The project, implemented in Madagascar, was aimed to contribute to improving food, health and economic situation of women and children in the country in question. The project was led by a migrant from Madagascar to Slovenia who had a good knowledge of the local context.

The interviewees were also asked to assess recent trends in terms of increased or decreased levels of cooperation between migration and development policies. Their opinions were varying. For example, the representative of the Ministry opined that, generally, at the EU level, it may be observed ever closer cooperation between these policies. The relevant migration-related documents are always observed by responsible bodies both in the field of internal affairs as well as in the field of development cooperation and, according to the representative of the Ministry, the bodies in question have very good knowledge of both fields. In Slovenia, a project group set up within the Ministry of Foreign Affairs also held meetings to discuss and harmonise documents relevant for both these areas. The representative of SLOGA noted that he lacks data on the systematic cooperation between decision makers in the field of migration and development cooperation. In his opinion, cooperation between the fields in question tends to be implemented on an *ad hoc* basis when a ministry decides to support activities of a certain organisation. Such a situation, according to this interviewee, should be countered with clearly defining the focus of the development cooperation. Within this, the relevant migration issues should also be clearly defined. In this context, the interviewee pointed out the funding of asylum home in Slovenia through official development assistance as a pressing issue. Although officially justified, such an approach received strong criticism on the part of international NGOs on the grounds that it does not contribute to the development of asylum seekers' countries of origin and represents a temporary provision, targeting individuals who reside in the host country only temporary. The representative of Humanitas claimed that he can hardly assess the relevant policies as he cannot see any of its outcomes. In his opinion, this might be attached to the syndrome of dispersion, namely to the existence of various bodies covering same areas without a general agenda. Moreover, he was of the opinion that migration tends to be a marginal issue in Slovenia. According to him, Slovenia is not a target country for migrants and feels that migration is not its problem. He further described the current situation as Slovenia being a part of the Berlin Wall felling, that as long as this wall is standing, migration is not a topic in Slovenia. According to him, it is not possible to be a part of international community throwing away specific topics, so he pledged for raising public awareness of the importance of migration issues. Both the representative of SLOGA and Humanitas raised further concerns over the inconsistency of migration and development policies. They presented examples of practical obstacles for project partners and some guest speakers

from Africa to visit Slovenia. Some of them were denied visas, while others were not allowed to travel to Slovenia and were sent to their countries of origin upon arrival to Europe. As a result, several Slovenian NGOs lost considerable project funds. It should be noted that visas were denied to African partners by diplomatic missions of other EU countries in the travellers' countries of origin, where Slovenia does not have its own representation. Similarly, the transit to Slovenia was denied to some travellers by authorities in other EU Member States, while the Slovenian authorities did not play a role in these developments. The representative of the Slovene Philanthropy was also not aware of any specific cooperation between migration and development policies. According to her, there has been no serious thinking about these issues in the recent period. She was also critical of the NGO sector, which failed to sufficiently address the migration and development complex. In her opinion, as one of the steps to counter this situation, NGOs working in these fields should come together, including within the national umbrella organisation of NGDOs, and should encourage debates about this complex. According to the interviewee, ideas generated through such debates may impact on some constructive response on the part of public authorities. The representative of the Institute for African studies observed that the recent period has seen strengthening of cooperation between the two domains, especially in regard to the involvement of the Diaspora organisation of Africans in Slovenia. Their representatives were received by the Minister of Foreign Affairs on several occasions to discuss further cooperation in the field of development assistance.

Linking up migration and development policies tends to be highly important, and all respondents saw the importance and benefits of such an approach. Many respondents stressed the role played by the migrants in the delivery of development assistance. For example, the representative of the Ministry noted that migrants tend to have the first hand information on what should be changed or encouraged in their countries of origin. Similarly, the representative of SLOGA noted that migrants have knowledge of developing countries and are the biggest support to everyone who works for the benefit of these countries. He further pledged for their better involvement in the planning of national development cooperation policies. Both migrant interviewees also confirmed the importance of the involvement of Diaspora organisations in the field of development assistance. For example, the representative of Zavod Global also cited the knowledge migrants have of their countries of origin as an important issue. He, however, opined that the involvement of Diaspora organisations in the field of development cooperation in Slovenia should be based on long-term planning and not on individual projects which is currently the case. Similarly, the representative of the Institute for African Studies stressed the importance of a strategic approach towards the participation of Diaspora organisations. He also noted that these organisations are not a uniform body, but are very diverse, and that diversity of their opinions should also be included in development policies. The representative of Humanitas sees the cooperation between migration and development policies as one of the central challenges. Only by observing this complex, it is easier to understand impulses for migration and why people leave their countries. The knowledge of the reasons for migration could provide for eradication of negative images attached to migration. According to him, migrants to Slovenia tend to be perceived as those who come to steal jobs, and a better understanding of the field of migration could contribute to better perception of migrants in public.

## 5. Initiatives in the partner countries - Slovenia

As noted earlier in this report, relevant policies linking migration and development issues, including with a view to PCD, have not been elaborated in any comprehensive manner in Slovenia so far. This is also mirrored in the lack of national models of good practice examples linking migration and development complex. In general, projects relating to migration-development complex are rare and are not funded in more sustainable manners. So far no special funding schemes have been developed aiming at Diaspora and migrant organisations, which are, generally, seen as a potential link between receiving and source countries with a role to play in the development of their countries of origin. For example, an overview of projects implemented in the field of development assistance showed that migrant organisations gathering population by origin from Western Balkans living in Slovenia, that is – from countries which are main beneficiaries of the Slovenian development assistance, have not been involved in development assistance projects so far. This might be because of lack of interest, but also because of lack of awareness. Such a situation certainly calls for further research.

In regard to Diaspora and migrant organisations, only some organisations established by persons of African origin implemented a rather limited number of projects. One such a project, which may be observed as an example of promising initiative, was a 2009 project implemented in Madagascar by the African Center of Slovenia (Društvo Afriški center) in partnership with the Association TREE for the Culture of Tolerance (Društvo DREVO za kulturo strpnosti) and local partners in Madagascar. This project, entitled Ensuring long-term quantitative and qualitative adequate nutrition of mothers and children in the region Anjozorobe in Madagascar, was aimed to contribute to improving food, health and economic situation of women and children in rural areas in the region of Anjozorobe in Madagascar. In 10 villages captured by this initiative, information was obtained on the existing production and preparation of food in the households and on existing knowledge on maternal nutrition and a daily diet of mothers and children. Furthermore, the status of nutrition (height, weight and eye examination for the determination of vitamin A deficiency in young children) was tracked.

During the project, regular monitoring of eating habits and the health status of mothers, children and young people was developed in all 10 villages, 10 workshops and training on nutrition, eating habits and health, and preparation of food for adequate nutrition were organised. In addition to this, educational materials with the instructions related to the preparation of food were produced. Other results of the project include: 80% of mothers and young people received training on nutrition, eating habits and health, as well as on preparation of food for achieving adequate nutrition; improved nutritional status of children under the age of 5 for 20%; 10 workshops and training sessions on modern techniques of food production were carried out; 80% of mothers and young people received training on modern production techniques of varied vegetables and fruit; 60% of households were provided with the relevant material (seeds, seedlings) for independent food production; 6 wells with pumps have been erected; 10 programmes of activities for the establishment of a long-term financial income for households on the basis of the produced surplus food. Knowledge gained by the beneficiaries of this project provides for the sustainability of the project results. It allows for an independent, autonomous and long-term production and preparation of adequate quantity and quality of food after the

project. It is worthwhile noting that all production techniques were tailored to the structure of local soil and to gain maximum advantage from the type of soil specific for this territory. During the project, administrative costs were kept to an absolute minimum. The project was funded by the Ministry of Foreign Affairs.<sup>86</sup>

It is also worthwhile mentioning two initiatives which are aimed to raise public awareness of the migration-related issues and to celebrate persons with migrant background, their culture and countries of origin. One such example is the Migrant Film Festival “On the road” (Festival migrantskega filma “Na poti”), an annual event organised by the Slovene Philanthropy (Slovenska filantropija) and Zavod Voluntariat. It aims at raising awareness of the general public of the various reasons for migration, including forced migration. It is composed of film screenings, round tables and debates, as well as intercultural events bringing communities together. In the course of the 2011 festival, its second edition, there were debates on migration and asylum policies, situation of migrant workers, as well as on the impact of globalisation on migration. In addition to this, intercultural events involving migrants from Macedonia, Africa and the Arab world were also organised.

The second initiative is Africa Week (Teden Afrike), an annual event which also saw its second edition in 2011. This initiative, organised by the African Centre of Slovenia and SLOGA - Slovenian NGDO platform for development cooperation and humanitarian aid, is dedicated to the celebration of African unity, diversity and success. It also aims at bringing together the Africans living in Slovenia, while providing them a channel to present cultural and social energy of African countries and to distance themselves from the stereotypical and negative images of the African continent. In its second edition, this initiative saw as its central topics the images of Africa within the framework of global education, promotion of intercultural dialogue in Slovenia and strengthening the global solidarity.<sup>87</sup> Africa Week includes a variety of events, including round tables, workshops and a football tournament. The initiative received considerable public attention, and its success serves as a platform encouraging discussion between public authorities and Diaspora organisations on improved involvement of Diaspora organisations in development assistance process.

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<sup>86</sup> <http://www.infocenter.zavodekvilib.si/en/projekti/ensuring-long-term-quantitative-and-qualitative-adequate-nutrition-of-mothers-and-children-in-the-region-anjozorobe-in-madagascar/> (10.01.2012). Interview with the representative of the Zavod Global – Zavod za globalno učenje in razvoj projektov (Institute Global – Institute for global education and project development), a former president of Društvo Afriški Center (African Center of Slovenia).

<sup>87</sup> [http://www.sloga.sloga-platform.org/images/sloga\\_casopis5st\\_splet.pdf](http://www.sloga.sloga-platform.org/images/sloga_casopis5st_splet.pdf) (10.01.2012)

## 6. Conclusions

### 6.1. Main findings

Slovenia officially became a donor country in terms of the international development cooperation (i.e. official development assistance) in 2004. The legislative framework providing for the regulation of this field was enacted in 2006, while the first policy document was only adopted by the National Assembly in 2008. The latter document stipulates that Slovenia, as an EU Member State, shall implement its official development assistance in conformity with the principles of complementarity, coordination and policy coherence, and shall respect its commitments regarding Policy Coherence for Development in twelve areas, including in the field of migration. So far, however, no policies or other measures exhaustively elaborating PCD concept or linking migration and development have been adopted.

According to the Resolution on International Development Cooperation of the Republic of Slovenia for the period until 2015, the principal policy document in the field of development assistance, the first geographical priority of the Slovenian development cooperation shall be the Western Balkans countries, followed by countries in Eastern Europe, Caucasus and Central Asia, while the third geographical priority shall be Africa. As a result, a substantial share of ODA is allocated to Western Balkans countries.

At the same time, substantial majority of migrants to Slovenia originates from the successor states of the former Yugoslavia, an area which was, historically, the main pool of labour force lacking in the Slovenian labour market. Regarded now as non-EU nationals, they face restrictive policies, including in the field of employment. Available research data shows that the majority of migrants take up jobs in less paid and more demanding sectors, especially in the construction industry, facing irregularities and violation of labour legislation. Data also suggest that migrant population also faces legal and practical obstacles in other walks of life, including in housing, which may further affect their contribution to the development of their countries of origin and the host country as well. Such a situation seems to work against the Slovenian priorities in the field of development cooperation.

Moreover, some dialogue between authorities and Diaspora organisations exists, but no regular forum for communication between authorities and migrant or Diaspora organisations has been established in Slovenia, and only some Diaspora organisations set up by Africans living in Slovenia participated in a very limited number of development assistance projects.

Available data suggest that the issue of development cooperation still remains largely on the margins of public interests, while the situation of migrants, particularly their working and living conditions, has been much publicised in the recent period. According to surveys conducted in the recent period, Slovenian respondents opined that migration flows tend to be among marginal challenges faced by developing countries.

In general, the current situation in Slovenia is characterised by an almost complete scarcity of data on links between migration and development assistance. While recent years saw a growing interest in the migration studies, including in the situation of

migrants in Slovenia, these research studies did not address the role played by migration in relation to development issues. There might be several reasons for this, such as, for example, a lack of tradition in researching development issues, including in the perspective of PCD, as Slovenia is a relatively new player in this field. As a result, these two dimensions are still not sufficiently perceived as interrelated.

Some NGOs, for instance, work in the field of migration and also implement development assistance projects, but have not observed links between these two areas in a comprehensive manner.

## 6.2. Recommendation to stakeholders

### 6.2.1. Recommendations to the Ministry of Foreign Affairs, the principal body in the field of development assistance, and other public bodies dealing with migrant population

- Public authorities should undertake to adopt a broader legislative and policy framework providing for consistent and measurable approach to migration-development nexus, including in terms of Policy Coherence for Development.
- The authorities are encouraged to tackle the unfavourable situation of migrants which may undermine efforts on the part of the authorities in regard to development assistance. It would be recommendable that public authorities remove legal and practical obstacles for better inclusion of migrants in various fields of social life, including in employment, housing and other walks of life. Such measures would benefit migrants themselves, strengthen their role in development of both sending and receiving countries, and also support efforts on the part of public authorities in the field of development assistance.
- The existing dialogue between public authorities, migrants and Diaspora organisations tends to be limited. Public authorities are encouraged to establish regular channels of communication with such organisations. This could be highly beneficial for all stakeholders, as regular dialogue tends to provide for swifter solutions of specific issues.
- Migrants, including recent migrants, should be encouraged to set up and operate their organisations, including in the field of development assistance.
- Public authorities should also strive to raise public awareness of the interplay between migration and development issues, as, currently, the public knowledge of these issues tends to be relatively limited .
- It would also be highly recommendable that public authorities provide for funding research projects dealing with migration and development complex, that is – how the relevant migration policies affect migrants as well as development

prospects of host and source societies and vice versa. In addition to this, the authorities should consider setting up specific funding channels for the purpose of strengthening capacities by Diaspora and migrant organisations for work on development assistance projects. Among other things, this could be done by means of increasing levels and efficiency of the Slovenian bilateral development assistance.

### 6.2.2. Recommendations to civil society organisations

- Civil society organisations, particularly organisations actively engaged in both the fields of migration and development assistance, are encouraged to address links between the two fields in a more comprehensive and consistent manner.
- It would also be recommendable that civil society organisations undertake to raise public awareness and knowledge of the links between migration and development, including with a view to Policy Coherence for Development.

## 7. Executive summary

This report presents an overview of the situation regarding migration and development issues in Slovenia based on the available official and unofficial data and semi-structured interviews with the relevant stakeholders in the field of migration and development assistance.

The first chapter of this report provides an overview of the existing legal provisions governing migration and development assistance. Migration-related legislative framework and policy are laid down in the Aliens Act, specific provisions of sectoral legislation and the Resolution on Migration Policy of the Republic of Slovenia. As an EU Member State, Slovenia is obliged to follow developments at the EU level. This results in migration-related legislation and policy, which provide for strict regulations on migrant flows and migrants' access to specific areas of social life, including employment, while applying different regimes to different groups of migrants.

In regard to the situation of migrants, the first chapter also notes that recent years have been dominated by reports, including media reports, on the unfavourable situation of non-EU nationals in the Slovenian labour market. According to these reports, the majority of migrants take up jobs in less paid and more demanding sectors, especially in the construction industry, facing irregularities and violation of labour legislation. Available data further suggest that migrant population also faces unfavourable situations in other walks of life, including in housing, which may affect their contribution to the development of their countries of origin and the host country as well.

In regard to the international development assistance (or official development assistance), Slovenia officially became a donor country in 2004. The legislative framework providing for the regulation of this field was enacted in 2006, while the first policy document was adopted by the National Assembly only in 2008. Regular annual reports produced by the ministry in question represent the main source of official data on IDC in Slovenia. Available official data showed that a constant upward trend in the Slovenian official development assistance (hereinafter ODA), expressed as a share of GNI, was recorded between 2004 and 2009, when ODA rose from 0.09 to 0.15 per cent of GNI. However, in 2010, ODA sank to 0.13 per cent of GNI, an indication of the Slovenian failure to meet its obligations under, for example, the European Consensus on Development.

In August 2011, the Court of Audit of the Republic of Slovenia published an audit report related to the efficiency of the international development cooperation system in Slovenia in the period from 1<sup>st</sup> January 2007 to 30<sup>th</sup> September 2010. The audit focused on the bilateral development assistance as a part of the international development cooperation. The Court of Audit noted that procedures (e.g. planning, monitoring and implementing procedures) put in place by the relevant stakeholders “mostly did not ensure efficiency of the international development cooperation system.”

Migration trends in Slovenia and trends in Slovenian international development cooperation have a common feature, namely that a substantial majority of migrants in Slovenia originates from the successor states of the former Yugoslavia, and, at the same time, Slovenia allocates a substantial share of its official development assistance to Western Balkans countries, whereas the successor states of the former Yugoslavia qualify

as major recipient countries. This means that Slovenia channels the largest share of its ODA to Lower or Upper Middle Income Countries.

In spite of this, it seems that, with some rare exceptions, these issues are treated as completely separated areas in Slovenia. Its trade-offs as well as its synergies and possible benefits for both, the sending and receiving societies, including in the perspective of Policy Coherence for Development, are virtually completely unaddressed in existing Slovenian policies. As a result, it seems that strict migration-related legislation and policies run contrary to the Slovenian efforts in the field of development assistance.

In general, Slovenia is currently in the process of designing and establishing more comprehensive mechanisms for the implementation of the relevant policies into practice in some of the aforementioned fields (e.g. integration measures aimed at migrant population, mechanisms for monitoring and more effective provision of development assistance). Although both the legislative framework and the relevant policies relating to migration and international development cooperation have been, and still are, influenced by the policy developments at the EU level, the existent Slovenian policies in the areas in question tend to be highly unrelated at present, and an integrated approach towards migration and development cooperation with a view to the PCD is yet to be achieved in Slovenia.

The second chapter of this report focuses on main stakeholders in the field of migration and development assistance. Both governmental and civil society organisations are presented. It should be noted, however, that in spite of the fact that these policies mainly target the same geographic area, namely successor states of former Yugoslavia, and in spite of the fact that, for example, certain organisations work both in the area of migration and development cooperation, the interplay between migration and development assistance, including in terms of PCD, was rarely observed. In general, PCD perspective in the aforementioned two fields is virtually completely absent in Slovenian context, and no cross-cutting government or civil society structures for the purpose of PCD have been established until now. As a consequence, a majority of relevant actors mainly focus on one of these fields.

This chapter also presents information on the historical context of migration to Slovenia. In the last decade until the outbreak of the global economic crisis, a considerable rise of the Slovenian GDP, and labour force shortages in specific branches (e.g. construction industry), especially in the period between 2004 and 2008, fuelled a notable increase in the number of persons immigrating to Slovenia from abroad.

While such movements of individuals revealed a growing need of the Slovenian economy for a migrant labour force, they also reflected its historical ties with territories of the former Yugoslavia, which were in the past the main pool of labour force for the Slovenian economy. In the period in question, an overall majority of migrants arrived to Slovenia for the purpose of work taking up demanding, low-skilled and low-paid jobs, especially in the construction industry and to some extent in manufacturing, which were, in general, avoided by the native population. In spite of the fact that they were now regarded as “third country” nationals, and their access to Slovenia and its labour market was closely regulated, a notable majority originated from the republics of the former Yugoslavia, predominantly from Bosnia and Herzegovina. It should also be noted that the second principal cause of migration to Slovenia was family reunification.

The second chapter further provides some basic statistical data on migration population in Slovenia.

The third chapter includes an analysis of the availability of data on migration and development complex. Currently, the situation in Slovenia is characterised by an almost complete scarcity of data on links between migration and development assistance. While recent years saw a growing interest in the migration studies, including in the situation of migrants in Slovenia, these research studies did not address the role played by migration in relation to development issues. There might be several reasons for this, such as, for example, a lack of tradition in researching development issues, including in the perspective of PCD, as Slovenia is a relatively new player in the field. As a result, these two dimensions are still not sufficiently perceived as interrelated.

The fourth chapter brings an analysis of semi-structured interviews conducted with representatives of the relevant governmental bodies as well as with representatives of civil society organisations. The interviewees provided their views on, among other things, initiatives and promising practices linking up migration and development issues, the current state of play regarding the cooperation between relevant stakeholders in the fields in question, as well as their opinions on the importance of linking migration and development policies.

The fifth chapter provides examples of some rare promising initiatives linking up migration and development assistance. One such project, which may be observed as an example of promising initiative, was a 2009 project implemented in Madagascar by the African Center of Slovenia (Društvo Afriški center) in partnership with the Association TREE for the Culture of Tolerance (Društvo DREVO za kulturo strpnosti) and local partners in Madagascar. This project, entitled Ensuring long-term quantitative and qualitative adequate nutrition of mothers and children in the region Anjozorobe in Madagascar, was aimed to contribute to improving food, health and economic situation of women and children in rural areas in the region of Anjozorobe in Madagascar.

The sixth chapter brings concluding remarks regarding the cooperation between migration and development assistance in Slovenian context. It further includes recommendations to the relevant stakeholders in the field in question.