

ECRI REPORT ON SLOVENIA

(sixth monitoring cycle)



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FOREWORD

The European Commission against Racism and Intolerance (ECRI), established by the Council of Europe, is an independent human rights monitoring body specialised in questions relating to the fight against racism, discrimination (on grounds of “race”, ethnic/national origin, colour, citizenship, religion, language, sexual orientation and gender identity), xenophobia, antisemitism and intolerance. It is composed of independent and impartial members appointed on the basis of their moral authority and recognised expertise in dealing with racism, xenophobia, antisemitism and intolerance.

In the framework of its statutory activities, ECRI conducts country monitoring work, which analyses the situation in each of the member States of the Council of Europe regarding racism and intolerance and draws up suggestions and proposals for dealing with the problems identified.

ECRI's country monitoring deals with all member States on an equal footing. The work takes place in 5-year cycles. The reports of the first round were completed at the end of 1998, those of the second round at the end of 2002, those of the third round at the end of 2007, those of the fourth round in the beginning of 2014, and those of the fifth round at the end of 2019. Work on the sixth round reports started at the end of 2018.

The working methods for the preparation of the reports involve documentary analyses, a visit to the country concerned, and then a confidential dialogue with the national authorities.

ECRI's reports are not the result of inquiries or testimonial evidence. They are analyses based on information gathered from a wide variety of sources. Documentary studies are based on a large number of national and international written sources. The in situ visit provides the opportunity to meet with the parties directly concerned (both governmental and non-governmental) with a view to gathering detailed information. The process of confidential dialogue with the national authorities allows the latter to provide, if they consider it necessary, comments on the draft report, with a view to correcting any possible factual errors which the report might contain. At the end of the dialogue, the national authorities may request, if they so wish, that their viewpoints be appended to the final ECRI report.

The sixth round country reports focus on three topics common to all member States: (1) Effective equality and access to rights, (2) Hate speech and hate-motivated violence, and (3) Integration and inclusion, as well as a number of topics specific to each one of them.

In the framework of the sixth cycle, priority implementation is requested again for two specific recommendations chosen from those made in the report. A process of interim follow-up for these two recommendations will be conducted by ECRI no later than two years following the publication of this report.

The following report was drawn up by ECRI under its own responsibility. Unless otherwise indicated, it covers the situation up to 19 March 2025; as a rule, developments since that date are neither covered in the following analysis nor taken into account in the conclusions and proposals therein.

SUMMARY

Since the adoption of ECRI's fifth report on Slovenia on 3 April 2019, progress has been made and good practices have been developed in a number of fields.

The Advocate of the Principle of Equality has enhanced efforts to raise awareness and provide training, including on implementing the Protection against Discrimination Act. In parallel, the Human Rights Centre established within the Office of the Human Rights Ombudsman in 2019 reinforced its capacity for research and education.

Concerning inclusive education, a curriculum on active citizenship was adopted for upper secondary education in 2020. In addition, LGBTI NGOs provide training and resources to teachers and pupils in some schools.

Concerning LGBTI equality, following a landmark decision by the Slovenian Constitutional Court in 2022, the Law on Amendments to the Family Code took effect in 2023, granting same-sex couple marriage and adoption rights. Another important step forward is the initiative started in 2024 to develop a national strategy promoting equality for LGBTIQ individuals.

Several awareness-raising campaigns have been launched to combat hate speech. The Strategic Council for the Prevention of Hate Speech, set up under the Prime Minister's Office in 2023, issued a set of comprehensive recommendations for preventing hate speech.

Concerning action against hate crimes, in 2023, an amendment to the Criminal Code was passed, making hate motive a mandatory aggravating circumstance for the sentencing on any criminal offence. In addition, several training projects were implemented for police officers, notably on LGBTI and other minority communities.

A new Integration Strategy for non-EU citizens was adopted in 2023, to help them build independent lives in Slovenia.

In the area of employment, the Public Employment Service provides tailor-made counselling for those with international or temporary protection statuses. Social activation programmes are available for vulnerable groups, including women with language barriers.

As regards Roma inclusion, a National Programme of Action for Roma for the period 2021-2030 was adopted. In 2023, a Permanent Working Group was formed to assist the Roma community. In the field of education, a specific strategy and action plan was adopted for the

inclusion of Roma pupils in schools from 2021 to 2030. In addition, in 2021, Roma assistant posts were created in kindergartens and primary schools. In the field of employment, Roma can join active labour market programmes for four years. A social activation programme for Roma women was started in 2019 and is expected to continue until 2027.

Slovenia's new Personal Data Protection Act, which came into force in 2023, allows for data collection on ethnicity under specific conditions. In addition, a survey was conducted in 2024 to monitor discrimination in living conditions on various grounds.

Concerning persons referred to as "erased" (i.e. people from other parts of the former Yugoslavia who were taken off Slovenia's permanent residence register and consequently lost basic rights), in 2022, the then President apologised on behalf of Slovenia. Subsequently, in 2023, a memorial for the "erased" was unveiled in Ljubljana.

ECRI welcomes these positive developments in Slovenia. However, despite the progress achieved, some issues give rise to concern.

The current budget of the Advocate of the Principle of Equality is not sufficient to carry out research and programmes. In addition, the level of implementation of its recommendations remains low, and in cases where it found a violation of the prohibition of discrimination, its decisions are not effectively enforced.

LGBTI topics are not a part of mandatory teacher training. National curricula do not include mandatory classes covering LGBTI equality topics. In addition, bullying is a significant issue in schools, and there is no system in place to monitor and address racist and anti-LGBTI incidents.

Concerning transgender persons, the process for legal gender recognition still requires presenting a diagnosis certificate from a psychiatrist. As regards intersex persons, it seems that medically unnecessary surgeries on young intersex children continue to take place.

There is reportedly an increase in hateful public discourse. Only few cases of potentially criminal hate speech are subject of prosecutions.

Hate crimes remain underreported due to lack of trust in public institutions and inadequate victim support services.

It emerged from ECRI's visit to Slovenia that there were insufficient integration and inclusion initiatives at local level. In addition, it appears that non-EU nationals cannot access social or subsidised housing in Slovenia, making it hard for migrants, especially beneficiaries of international protection, to integrate.

In ECRI's view, no or little progress was made in reducing the number of Roma settlements lacking access to basic services (such as clean water, sanitation, and electricity). Health disparities of Roma are of concern, and ECRI considers that the current Roma integration strategy lacks specific measures and clear indicators on health.

In this report, ECRI requests that the authorities take action in a number of areas and makes a series of recommendations, including the following.

The authorities should enhance the mandate of the Advocate of the Principle of Equality, to align it with ECRI's General Policy Recommendation No. 2 (revised) on equality bodies to combat racism and intolerance at national level.

LGBTI topics should be made a part of mandatory teacher training and be properly included in the national curricula. The authorities should develop mechanisms to investigate, prevent and address any racist and LGBTI-phobic bullying, including online, and violence in schools.

The authorities should also guarantee that the procedure for obtaining legal gender recognition

for transgender persons does not require abusive conditions, such as mental health diagnoses. They should also take the necessary measures to properly protect the right of intersex children to bodily integrity.

The authorities should adopt a national strategy and action plan to counter hate speech, including all forms of racist and LGBTI-phobic hate speech, and promote diversity and tolerance.*

Concerning action against hate crimes, the authorities should engage with relevant stakeholders to support the collection of appropriately disaggregated data, to address underreporting, and to enhance victim support services.

The state authorities should develop multilevel policies for intercultural inclusion and empower the local authorities and provide them with guidance in the development and effective implementation of intercultural policies at local level. They should also offer access to social housing to all legal residents, regardless of citizenship, and include access to housing in programmes for integrating beneficiaries of international protection.

The authorities should take resolute action to ensure effective and non-discriminatory access to decent and safe housing conditions in all areas inhabited by Roma communities (in particular as regards clean water, electricity and sanitation) and review the relevant laws, policies and administrative practices.*

* The recommendations in this paragraph will be subject to a process of interim follow-up by ECRI no later than two years after the publication of this report.

FINDINGS AND RECOMMENDATIONS

I. EFFECTIVE EQUALITY AND ACCESS TO RIGHTS

A. Equality bodies

1. The Slovenian equality body is the Advocate of the Principle of Equality (“the Advocate”) established in 2016 by the Protection against Discrimination Act (“PADA”). In accordance with the PADA, the Advocate is responsible for promoting equal treatment and combating discrimination based on various grounds, including “race” and ethnicity, sexual orientation, gender identity or expression, across both the public and private sectors, and covers all areas of social life regulated by legislation, such as employment, education, social services, goods and services, and the media.
2. ECRI is pleased to note that the Advocate’s visibility has relatively improved in recent years, in line with a previous ECRI recommendation on this matter.¹ In a 2022 poll, 25% of Slovenian residents acknowledged knowing the Advocate, which represents a greater public awareness of its role and powers.² The Advocate has been working to raise awareness and provide training, including on the PADA, and has been organising courses for public servants since 2024 under the “Face Discrimination” project.³
3. However, ECRI is concerned that the Advocate’s current budget is not sufficient for the conduct of relevant research and programmes. In 2023, the government stopped some of the Advocate’s spendings, requiring case-by-case approval. In 2024, the Parliament reduced the Advocate’s budget by 15%, which in turn forced the Advocate to cut the budget allocated to research and programmes.⁴ In ECRI’s view, this may have adverse effects on the institution’s ability to function effectively.
4. Another area of concern is the extremely low level of implementation of the Advocate’s recommendations on the prevention and elimination of discrimination addressed to national and local authorities, as well as to other entities. In the course of the ECRI 2024 visit to Slovenia, the ECRI delegation learned that, in recent years, around 80 to 90% of the Advocate’s recommendations were not taken into account. For instance, out of a total of 127 recommendations made in 2023, only six were implemented whereas 115 were not implemented.⁵ In addition, in cases where the Advocate found violations of the prohibition of discrimination following a complaint or as a result of an inquiry on its own initiative, the ECRI delegation was told that enforcement was an issue as well.
5. ECRI recommends that the authorities take the necessary measures, including through cooperation with the parliament as necessary, to enhance the effectiveness and independence of the Advocate of the Principle of Equality, in particular i) by ensuring the allocation of suitable budgetary resources and independence on how to manage these resources, ii) by ensuring that the relevant government and other services reply to the Advocate or take any necessary action in the light of its recommendations within a specified timeframe, and iii) by ensuring the effective enforcement of the Advocate’s decisions in cases where it found a violation of the prohibition of discrimination.
6. In addition to the Advocate, the Human Rights Ombudsman (“the Ombudsman”) operates as a national human rights institution, but its mandate covers only the

¹ See ECRI (2019), § 22.

² Advocate of the Principle of Equality (2023), p. 49.

³ See the Advocate of the Principle of Equality website: [Confronting discrimination - creating a society of equal opportunities](#).

⁴ See Advocate of the Principle of Equality (2023, November 15).

⁵ Six other recommendations made in 2023 were flagged as “systemic” and required longer-term implementation. For more details, see Advocate of the Principle of Equality (2024), p. 119.

public sector. ECRI welcomes the establishment of the Human Rights Centre in 2019 within the Ombudsman's Office, enhancing its capacity for research and education. ECRI trusts that further efforts will be made to ensure regular coordination with the Advocate on equality-related issues.

B. Inclusive education

7. ECRI commends the adoption of a curriculum on active citizenship for upper secondary education in 2020. However, it notes that there is no systematic approach to human rights education in primary or secondary school curricula. In 2022, the Ombudsman recommended that the Ministry of Education include human rights and tolerance education in school curricula for kindergartens and primary schools.⁶ However, the National Education Programme for 2023-2033, developed in July 2024, still does not address this issue.⁷
8. It emerged during the ECRI visit that human rights training provided to teachers during their initial training was not sufficient. Certainly, efforts were made to offer ongoing training to improve teachers' skills in relation to inclusion and diversity, especially as regards migrant children.⁸ However, mandatory training on LGBTI issues was still lacking. ECRI is concerned to note that national curricula rarely mention the human rights of LGBTI persons and that there is no mandatory sex education or human rights classes covering LGBTI equality topics. A 2021 survey revealed that 54% of LGBT pupils had never learned about LGBT people in school, and 12% allegedly heard negative comments from teachers.⁹ Although LGBTI civil society organisations provide training and resources to teachers and pupils,¹⁰ some schools have been cancelling planned events dealing with LGBTI equality.
9. ECRI recommends that i) action be taken to include LGBTI equality topics in mandatory schoolteacher training to ensure that teachers have sufficient knowledge and competence to understand and accommodate the needs of LGBTI pupils and ii) the national school curricula address LGBTI equality issues, including comprehensive relationships and sexuality education, in a manner which is sensitive, age-appropriate and easy to understand.
10. During the visit, the ECRI delegation was told on several occasions that bullying, including of a racist or LGBTI-phobic nature, was a major problem in Slovenian schools. A 2019 online survey found that 89.1% of parents believed that bullying was an issue in their children's school.¹¹ According to 2021 data from the Programme for International Student Assessment (PISA) of the Organisation for Economic Cooperation and Development (OECD), 47.6% of pupils reported having been bullied, with 20.9% of them having been bullied frequently.¹² In June 2024, it was alleged that 36% of Ukrainian refugee children faced bullying and peer violence in Slovenian schools.¹³ The ECRI delegation also learned during the 2024 visit that, due to bullying and harassment at school, some Ukrainian children dropped out, and a young Ukrainian girl attempted suicide.
11. Concerning specifically LGBTI pupils, in a 2021 survey, 62% of them reported having been verbally harassed at school in the previous year. One in five were said to have experienced physical harassment, and one in ten assaulted. Additionally, 26% felt unsafe due to their gender expression, and 35% due to their sexual

⁶ Human Rights Ombudsman (2023): (rec. no. 2(2022)); Human Rights Ombudsman (2023, September 28).

⁷ EU, EC, Eurydice (2024).

⁸ UN, OHCHR (2022), pp. 7-8.

⁹ LEGEBITRA (2021); IGLYO (2022), p. 142.

¹⁰ IGLYO (2022), p. 142.

¹¹ Sports Against Bullying (2020), pp. 2-3.

¹² EU, EC (2021), p. 37.

¹³ UNHCR (2024), p. 10.

orientation.¹⁴ Similarly, a 2024 survey of the European Union Agency for Fundamental Rights (EU FRA) found that 56% of self-declared LGBTI participants in Slovenia experienced bullying, teasing, or threats related to their LGBTIQ identity during their time in school.¹⁵

12. Against this background, ECRI notes that authorities took a number of steps to address violence in schools, such as the adoption of guidelines for peer violence treatment in 2016 and the setting-up of a special working group in 2017.¹⁶ Since 2018, several projects have been launched to prevent bullying. These include projects funded by the EU Commission and an LGBTI NGO-led “Safe and Inclusive Schools” programme. In 2023, regulations on the management of peer violence in schools were updated and additional staff were assigned as counsellors. ECRI was also informed that teachers received training on bullying and that the topic is discussed by teachers and other education professionals before the school year starts. However, there is no system to monitor and address racism and LGBTI-phobia in schools and no data collection to facilitate the drawing-up of effective policies to address the issue. The Ministry of Education informed ECRI that it commissioned a research project for 2025, which should give them an insight into the situation. In ECRI’s view, this is definitely a step in the right direction.
13. ECRI recommends that the authorities develop mechanisms to investigate, prevent and address any racist and LGBTI-phobic bullying, including online, and violence in schools.

C. Irregularly present migrants

14. There is no data available on migrants who are irregularly present in Slovenia. Certainly, in 2024 the relevant authorities recorded 46 192 irregular entries (60 587 in 2023). Many migrants are nevertheless said to go to Slovenia as a pathway to other EU countries.¹⁷ The authorities informed ECRI that they encouraged migrants irregularly staying in the country to obtain some sort of legal status. For instance, a “permission to stay” can be granted for six months and extended in the case of asylum-seekers whose asylum request was refused and who cannot be returned to the country of origin.¹⁸
15. According to ECRI’s General Policy Recommendation (GPR) No. 16 on safeguarding irregularly present migrants from discrimination, clear “firewalls” should be established to protect the basic rights of migrants in an irregular situation and to ensure their access to key public services, such as education, healthcare, labour protection and justice, without information about their lack of formal residence status being conveyed to the immigration officials. In this connection, ECRI notes that positive action was taken in the field of education, through the establishment of a “firewall” allowing school-age children to attend school regardless of their migrant status.¹⁹ In addition, in the area of healthcare, irregularly present migrants are entitled to emergency medical care and can have access to the services of several clinics that provide *pro bono* necessary healthcare services to persons with no healthcare insurance.²⁰
16. However, ECRI regrets to note that there are no “firewalls” in the areas of labour protection and access to justice, including for irregularly present migrants who are

¹⁴ LEGEBITRA (2021); IGLYO (2022), p. 144.

¹⁵ EU, FRA (2024).

¹⁶ UN, OHCHR (2022), A/HRC/51/8, p. 6.

¹⁷ See Slovenian Police website: [Policija - Nedovoljene migracije na območju Republike Slovenije](#); Amnesty International (2023).

¹⁸ “Permission to stay” under Article 73 of the Aliens Act.

¹⁹ CoE, European Committee of Social Rights (March 2024), p. 29; Caritas (2019), pp. 48-49.

²⁰ European Migration Network (2020), pp. 13, 17; Include-EU, [Health care in Slovenia](#).

potential victims of abuse and labour exploitation.²¹ ECRI encourages the authorities to take appropriate measures in these areas, taking due account of its GPR No. 16.

D. LGBTI equality²²

17. According to the 2024 Rainbow Map and Index for Europe, Slovenia ranks 18th among 49 countries, with an overall score of 49.97% for all the indicators relating to the protection of the human rights and freedoms of LGBTI persons in law and in practice.²³ A 2024 EU FRA survey shows that 13% of LGBTI participants in Slovenia felt discriminated against at work or when looking for work, while 29% experienced discrimination in their daily life, such as in a café, a restaurant, a hospital or a shop.²⁴
18. ECRI welcomes the Constitutional Court's landmark decision of 16 June 2022 about inequalities faced by same-sex couples in marriage and adoption rights. Following this decision, the Law on Amendments to the Family Code, which came into effect on 31 January 2023, defined marriage as a union between two individuals, and allowed spouses or cohabiting partners to jointly adopt a child, or one partner to adopt the other's child,²⁵ thereby ensuring equality in legal treatment for all couples. On 26 November 2024, the Constitutional Court also declared unconstitutional the legislation preventing women in same-sex relationships and single women from accessing assisted reproduction services and indicated that the law should be amended within a year.²⁶ ECRI trusts that prompt action will be taken in this regard.
19. As concerns transgender persons, ECRI finds it problematic that the procedure for obtaining legal gender recognition, which is regulated by Article 37 of the Ordinance on the enforcement of the law on the registry of births, still requires the presentation of a diagnosis certificate from a psychiatrist, thereby creating obstacles to a quick, transparent, and accessible process.²⁷ The Ministry of the Interior also specified that such certificate should be issued by the Interdisciplinary Council or a psychiatrist who is a member of this Council.²⁸
20. ECRI recommends that the authorities take effective steps, including at legislative level if necessary, to guarantee that the procedure for obtaining legal gender recognition for transgender persons is not contingent upon abusive requirements, such as mental health diagnoses.
21. It appeared during the 2024 visit that the situation of intersex persons was often neglected, with little information on their treatment in hospitals. Certainly, the catalogue of skills and knowledge for doctors and nurses was updated, and appropriate information was presented to medical students. However, ECRI learned that medically unnecessary surgeries on young intersex children reportedly continued to take place. ECRI welcomes the 2022 study by the Advocate of the Principle of Equality on the situation of intersex people in medical procedures.²⁹

²¹ Caritas (2019), pp. 48-49.

²² For terminology, see [ECRI's glossary](#).

²³ ILGA-Europe (2024), Rainbow Map, [Slovenia](#).

²⁴ EU, FRA (2024).

²⁵ Government of Slovenia (2023, January 30); PinkNews (2023, February 2).

²⁶ Slovenian Constitutional Court, decision No. U-I-418/20, U-I-847/20, dated 16 October 2024, ECLI:SI:USRS:2024:U.I.418.20, Official Gazette RS, 100/24; The Slovenia Times (2024, November 26).

²⁷ ERA, [Country Profile Slovenia](#); IGLYO (2022), p. 143.

²⁸ Advocate of the Principle of Equality (2022a), p. 23.

²⁹ Advocate of the Principle of Equality (2022b).

22. ECRI recommends that, in line with ECRI's General Policy Recommendation No. 17 on preventing and combating intolerance and discrimination against LGBTI persons, the authorities take the necessary measures to properly protect the right of intersex children to bodily integrity through: i) the introduction of appropriate legislative changes to prohibit the performance of medically unnecessary surgeries (so-called "sex-normalising" surgeries) and other non-therapeutic treatments until the child is able to participate in the decision, based on the principle of free and informed consent; ii) the provision of appropriate training to all healthcare professionals and policy-makers; and iii) the establishment of easily accessible counselling and support services for intersex people and their families.

23. More generally, ECRI notes as an important step forward that a national strategy promoting equality for LGBTIQ individuals was being developed at the time of the ECRI visit in 2024. ECRI trusts that the authorities will adopt promptly, implement effectively and resource properly this strategy, in close consultation with relevant civil society actors.

II. HATE SPEECH AND HATE-MOTIVATED VIOLENCE

A. Hate speech³⁰

24. Various interlocutors with which the ECRI delegation spoke during the visit were of the opinion that hate speech was omnipresent in Slovenia. They considered that there was an escalation of intolerant public discourse. It also appeared that far-right extremist groups are more active in disseminating hateful content. Some politicians and journalists are also said to contribute to spreading racist and LGBTI-phobic hate speech on online and offline internet platforms. Research reports from 2020 to 2023 identify refugees and other migrants, Muslims (especially Muslim women wearing headscarves), LGBTI persons, Roma, Jews, persons of African descent and people with a different national background in the former Yugoslavia or from other countries of the former Yugoslavia, as the main targets of hate speech in Slovenia.³¹ It also emerged from the findings during the ECRI visit to Slovenia that displaced Ukrainians have been targeted by hate speech, to which police officers have allegedly not always reacted, especially in Ljubljana.³²
25. According to data made available by the Advocate of the Principle of Equality, as regards Article 297 of the Criminal Code (offences of public incitement to hatred, violence or intolerance), for the year 2023, 37 hate incidents were recorded by the police (2022: 56; 2021: 89; 2020: 94; 2019: 39), criminal complaints were received in 33 cases (2022: 37; 2021: 73; 2020: 38; 2019: 26), and two cases were prosecuted (2022: 3; 2021: 3; 2020: 7; 2019: 2). There was no conviction in 2023 (2022: 4; 2021: 0; 2020: 3; 2019: 0).³³
26. Independent institutions, civil society organisations and academia also collect data on hate speech, sometimes with financial support from authorities. Independent research shows that most intolerant expressions occur in online comments and forums.³⁴ In 2020, the "*Spletno oko*" (Web Eye in Slovenian) hotline had a threefold increase in reported online hate speech cases compared to 2019. The hotline received 2 268 reports, with 67 cases referred to the police as potentially illegal under Article 297 of the Criminal Code. In 25% of these cases, the targeted

³⁰ See definitions of hate speech and hate crime in [ECRI's Glossary](#).

³¹ See for instance, the Peace Institute (2020); Human Rights Ombudsman (2021, June 17); CoE, Commissioner for Human Rights (2021, June 4); and Kapelańska-Pręgowska, J. & Pucelj, M. (2023).

³² For instance, the Facebook group called "Slovenia Against Russophobia" (with around 2 100 members) reportedly disseminated hate speech against Ukrainians and dozens of its members disrupted peaceful Ukrainian protests in Ljubljana by playing gunfire sounds, shouting insults, and threatening protestors. According to reports received by ECRI, police officers present at the protests did not intervene, even when directly asked.

³³ Advocate of the Principle of Equality (2023), pp. 99; 101.

³⁴ SEENPM (2021, April 29); Kralj, N., et al. (2021); Gorenc, N. (2022).

persons were migrants, and 13% cases concerned reports of hate speech based on religion. In 2021, the hotline had a more than threefold increase of reported online hate speech cases compared to 2020. It received 7 196 reports, and referred to the police 227 potentially illegal cases, about half of which were related to sexual orientation and 15% to citizenship.³⁵

27. The Jewish community has been monitoring social networks and media outlets, including Radio Television Slovenia (MMC) since 2022. The result of such monitoring pointed to increased antisemitic comments from anonymous readers in reaction to journalists' articles on the Middle East conflict and to the lack of action by the management of the media concerned. In addition, in October and December 2021, the then Prime Minister posted comments that were considered as antisemitic.³⁶
28. Concerning Muslims, studies suggest that Slovenian media does not fairly represent them, possibly contributing to "racialised Islamophobia".³⁷
29. Hate speech against migrants by representatives of different political parties was also reported, in particular during electoral campaigns.³⁸
30. A rally held in the capital in June 2024 organised by a neo-Nazi group featured anti-migrant slogans and chants. The group also posted online a xenophobic video depicting an alleged migrant tied to a lamppost.³⁹ ECRI was also made aware of instances of glorification of Nazism. For instance, in August 2021, the editor-in-chief of the National Press Agency (NTA) and head of the Association for the Promotion of Traditional Values, sparked controversy by calling Hitler a "#hero" in a tweet. In April 2024, he once again praised Hitler as a "hero" on social media.⁴⁰
31. It also appears that anti-LGBTI hate speech remains prevalent in Slovenia, with civil society organisations reporting numerous cases.⁴¹ Examples include a Member of Parliament from the Slovenian Democratic Party advocating for the ban of all "LGBTI and cultural Marxist indoctrination" in schools, as well as the Slovenian Democratic Youth party accusing LGBTI communities of "psychological abuse".⁴² In April 2023, a transgender pedagogy student faced harassment and hate speech during her internship at a primary school in Maribor, which led her to resign.⁴³
32. It also emerged from the findings during the 2024 visit to Slovenia that hateful narratives about Roma people based on deep-rooted stereotypes have been developed.⁴⁴ In the second half of 2024, there was intense media coverage and debate on Roma following several incidents in Roma settlements. In August 2024, the mayor of Ribnica reportedly said that he would not supply drinking water to these settlements as long as Roma did not improve their behaviour.⁴⁵ The incidents shifted attention from the plight of Roma in poor living conditions to narratives such as Roma allegedly abusing the welfare system. Against this background, the

³⁵ Valentič, U., & Motl, A. (2020). Information on 2021 data was provided by the "Spletno oko" platform.

³⁶ The Slovenia Times (2021, October 14); IPS Journal.eu (2022, April 22).

³⁷ Jurekovič, I. (2024).

³⁸ See for instance, IPS Journal.eu (2022, April 22).

³⁹ The Slovenia Times (2024, May 21); The Slovenia Times (2024, December 19).

⁴⁰ The Algemeiner (2021, August 4); Reporter (2024, April 22).

⁴¹ See for instance ILGA-Europe (2024b).

⁴² ILGA-Europe (2022).

⁴³ MLADINA (2023, April 14); DISENZ (2023, April 17).

⁴⁴ Zevnik, A. & Russell, A. (2021).

⁴⁵ STA (2024, August 28); Rroma.org (2024, August 30).

Ministry of Labour revealed plans to cut the additional 20% on childcare benefit for families who did not send their children to kindergarten.⁴⁶

Responses to hate speech

33. ECRI notes with interest several awareness-raising campaigns launched in recent years to counter hate speech, including the “Bite your hateful tongue!”, “Decontamination”, “24ur.com”, and “With the Count to 11” campaigns.⁴⁷ In addition, the “Stop Disinformation - reREAD, reTHINK, RECHECK” campaign aimed at raising awareness on disinformation, and the “Let's stop Violence” campaign focused on online forms of hatred. The Ministry of Education also partnered with public institutions and civil society organisations to create a manual for school professionals titled “Online Violence: Recognize, Control and Act” published by Safe.si, which ECRI considers to be a **promising practice**.
34. ECRI is also pleased to note that, at the time of its visit to Slovenia, the Peace Institute was conducting a Targeted Research Programme on online hate speech and disinformation in Slovenia, which was co-financed by the Ministry of Digital Transformation and the Public Agency for Research Activities. The project aims to analyse the state of online hate speech and disinformation, propose measures to address them, and raise awareness and resilience.
35. ECRI further welcomes that the independent media regulatory body in Slovenia, the Agency for Communications Networks and Services (“AKOS”), contributes to preventing hate speech through media literacy initiatives, such as its MiPi portal for media literacy. In 2022, the Agency also issued a public statement to media broadcasters regarding incitement to hatred and violence. In 2023, it conducted a campaign promoting media literacy and addressing hate speech, distributing promotional materials in schools, libraries, and public transport.
36. There were some examples of counter speech in recent years. For instance, the ECRI delegation was told during the visit that public figures, including politicians, reacted to comments deemed as glorification of Nazism⁴⁸ as well as to the backlash against LGBTI persons during public discussions on the health bill on gender-affirming healthcare for transgender persons. In addition, in May 2024, a round table was co-organised by the authorities together with university and Roma civil society partners with a view to empowering stakeholders on counter-narratives against anti-Roma hatred, which ECRI commends.
37. ECRI also welcomes initiatives taken by the Ministry of Culture, such as the inclusion of an “eliminating condition” to public calls for any media condemned for spreading hate speech, and revoking the status of “working in the public interest” of associations that are found to be spreading hate speech.
38. The Press Court and Ethics Commission, a self-regulatory body, monitors the print media on the basis of the Code of Ethics for Journalists of Slovenia. Articles 20 and 21 of this Code require avoiding stereotyping and prohibit incitement to violence, dissemination of hatred and intolerance. ECRI was informed that the Commission receives about 10 complaints per year on average, with 14 complaints in 2023.
39. AKOS monitors mass media and audio-visual media services. In 2021, it issued a warning and launched an inspection procedure for the first time against a TV show for racist comments. ECRI learned that, in 2022 and 2023, AKOS took similar actions in two other cases of hate speech.

⁴⁶ The Slovenia Times (2024, September 9). See also paragraph 90 below.

⁴⁷ Kapelanska-Pregowska, J. & Pucelj, M. (2023), p. 16.

⁴⁸ See The Algemeiner (2021, August 4), as regards a former Justice Minister's firm condemnation of the above-mentioned post of August 2021, which he considered as glorification of Nazism that requires a criminal justice response.

40. ECRI regrets, however, that the “*Spletno oko*” platform, which was established for monitoring online hate speech, was restructured in March 2022 to focus solely on reporting online child sexual abuse. ECRI was informed that the hotline is no longer dealing with hate speech as a result of budgetary cuts and disinformation-related threats to its staff on social media in 2019-2021. During ECRI’s visit, official interlocutors stated that no funding was available for this project. ECRI strongly encourages the authorities to support independent online hate speech monitoring.
41. In addition to Article 297 of the Criminal Code that relates to hate speech of a criminal nature, hate speech can be treated as a misdemeanour under the Media Act and the Protection of Public Order Act. ECRI notes that the Protection of Public Order Act was amended on 19 December 2024 to prohibit the glorification of Nazi and fascist ideologies.⁴⁹
42. The Act on the Implementation of the EU Regulation on a Single Market for Digital Services took effect on 13 April 2024. It allows the District Court in Ljubljana to order the removal of illegal online content. AKOS is appointed as the Digital Services Coordinator and can take measures to secure enforcement.⁵⁰ However, the proposed amendments to Article 8 of the Media Act, which aim to prohibit hate speech in the media, protect public interest, and impose sanctions on media allowing hate speech, are still pending. ECRI encourages the authorities to make every effort to ensure that these amendments comply with relevant Council of Europe and other standards and are adopted promptly.
43. ECRI is concerned that only few cases of potentially criminal hate speech are the subject of prosecutions.⁵¹ Certainly, the fact that the ODIHR practical guide for prosecutors on hate crime and criminalised hate speech was translated into Slovene language and that the prosecuting services made it publicly available are positive steps. However, it emerged from the ECRI delegation’s meetings with various interlocutors during the visit that there was in general very little interest in changing existing practices in prosecution services in the way of combating hate speech. Recent data indicate that, overall, the number of criminal proceedings for hate speech remains low (i.e. around two to three per year within the last three years).⁵²
44. ECRI recommends that action be taken to enhance the effectiveness of prosecution services and other criminal justice actors in the handling of cases of a potentially criminal nature. Such action should include the drawing-up of further guidance and protocols in the services concerned. If necessary, consideration should be given to amending the relevant legal framework, taking due account of Recommendation CM/Rec(2022)16 on combating hate speech and Recommendation CM/Rec(2024)4 on combating hate crime of the Committee of Ministers of the Council of Europe.
45. ECRI considers as a positive step the setting-up of the Strategic Council for the Prevention of Hate Speech under the Prime Minister’s Office in March 2023. The Council brought together representatives from different ministries, civil society, and experts, to monitor hate speech. In July 2023, the Council issued a comprehensive document containing 57 recommendations for preventing hate speech in various sectors, including the media, internet, politics, education, and youth, together with an indication of the actor(s) concerned by each recommendation. Some key recommendations include the provision of systemic funding for continuous implementation of preventive activities and strengthening support for victims.⁵³

⁴⁹ The Slovenia Times (2024, December 19).

⁵⁰ ECRI was informed during its country visit that to this end AKOS created a new Digital Services Department.

⁵¹ The details of this issue were discussed in ECRI (2019) and ECRI (2022a) and will not be repeated in this report.

⁵² For more details, see Advocate of the Principle of Equality (2024), p. 101.

⁵³ Strategic Council for the Prevention of Hate Speech (July 2023); Government of Slovenia (2023, May 11).

46. In ECRI's view, the Strategic Council's recommendations should be given due consideration, and priority should be given to the development and adoption of a national strategy and action plan to counter hate speech.
47. ECRI recommends, as a matter of priority, that the authorities adopt a national strategy and action plan to counter hate speech, including all forms of racist and LGBTI-phobic hate speech, and promote diversity and tolerance. The development of such a strategy and action plan should be based on the recommendations made by the Strategic Council for the Prevention of Hate Speech and take due account of ECRI's General Policy Recommendation No. 15 and the Council of Europe's Committee of Ministers Recommendation CM/Rec(2022)16 on combating hate speech. The action plan should include specific goals, a timetable for achievement and the authorities responsible for implementation, including ministries and, as appropriate, municipalities, the police and the prosecution service, and foresee the establishment of suitable coordination, monitoring and evaluation mechanisms. Groups of concern to ECRI should be able to participate in the design, monitoring and evaluation of the action plan.

B. Hate-motivated violence

48. It emerged during the 2024 visit to Slovenia that specific racist or anti-LGBTI-motives for the commission of hate crimes are not recorded, which leads to inadequate data collection and statistics. ECRI regrets to note that no tangible progress has been made in this regard.⁵⁴ The authorities are of the opinion that the Slovenian constitutional and legislative framework does not permit them to create a comprehensive system for collecting and processing disaggregated data on personal characteristics such as "race", ethnicity, or religion.
49. When it comes to instances of hate-motivated violence, anti-Muslim hate crime is reportedly rare. However, there are some reports of attacks against property. For instance, in May 2021, three Muslim tombstones were desecrated when red liquid and pieces of pork meat were deposited on the graves.⁵⁵
50. Although antisemitic attacks against property are also said not to be common, in November 2023, the Jewish Community Centre in Ljubljana was vandalised with a Nazi swastika. In January 2025 the Maribor Synagogue was defaced with antisemitic graffiti, notably with the slogan "Death to Jews, glory to Slovenia".⁵⁶
51. During the visit, various interlocutors met by the delegation considered that hate-motivated violence against LGBTI persons has been increasing in recent years. LGBTI NGOs reported several hate incidents, highlighting that victims often hesitate to report them to the police. In 2023, Legebitra documented nine hate incidents and three acts of vandalism, while TransAkcija recorded 77 cases of transphobic violence or discrimination reported by victims and 47 cases reported by witnesses.⁵⁷ For example, in 2022, two LGBTI persons were assaulted while being subject to homophobic insults, and one required hospitalisation.⁵⁸ In 2023, several LGBTI persons were assaulted during the Ljubljana and Maribor Pride marches. In addition, several rainbow flags were burnt, and human rights organisations working with or supporting LGBTI persons were targeted. Pride organisers noted that previously such incidents had not happened for years.⁵⁹

⁵⁴ See also ECRI (2019), § 44; OSCE/ODIHR: [Slovenia | HCRW](#).

⁵⁵ See OSCE – ODIHR, website, Hate Crime Report – Slovenia (2021): [Slovenia | HCRW \(osce.org\)](#).

⁵⁶ Balkan Insight (2023, November 17); The Times of Israel (2024, January 26); The Slovenia Times (2025, January 13).

⁵⁷ ILGA-Europe 2024.

⁵⁸ See OSCE – ODIHR, website, Hate Crime Report – Slovenia (2022): [Slovenia | HCRW \(osce.org\)](#).

⁵⁹ DELO (2023, September 17).

- Responses to hate-motivated violence

52. ECRI notes with satisfaction that, in line with a recommendation made by ECRI in its previous report, in January 2023, an amendment to the Criminal Code was adopted, making hate motive a mandatory aggravating circumstance for the sentencing on any criminal offence.⁶⁰
53. Another positive step was taken in March 2021, when the General State Prosecutor turned a working group on hate speech into one focused on both hate speech and hate crime. Prosecutors specialised in the handling of hate speech also received training in the management of hate crime cases.
54. ECRI also welcomes the comprehensive national strategy to combat antisemitism adopted by Slovenia in 2023, which will be in effect until 2033. The strategy foresees special training sessions for various professionals and awareness-raising events.⁶¹ ECRI encourages the authorities to follow up on the implementation of the strategy and to promote activities such as the national day on Holocaust remembrance and the tolerance festival organised by the Jewish community.
55. In 2023, after the Jewish Community Centre in Ljubljana was marked with a Nazi swastika, the government publicly condemned the incident as an “unacceptable hate message”. In 2025, following the defacing of the Maribor Synagogue, the Maribor municipality and the Minister of Culture publicly condemned the attack.⁶² ECRI is also pleased to note that the Prime Minister, the Speaker of Parliament, and the Ombudsman also condemned violence targeting the 2023 Pride parade,⁶³ and that an emergency session was held at the Parliamentary Commission for Petitions, which at the end of 2023 led to an initiative aimed at developing a national strategy on the equality of LGBTI people.
56. The main objective of the “Trust Co(o)p” project is to train law enforcement officials on hate crimes related to sexual orientation and gender identity. In collaboration with the NGO Legebitra, from 2020 to 2022, the project provided training sessions to a total of 200 law enforcement officials across the country. Additionally, nine police officers were trained as “LGBTI liaison officers” to support and assist LGBTI victims of hate crimes.⁶⁴ In ECRI’s view, these are **promising practices**.
57. Another positive initiative is the training programme for police officers entitled “Stereotype Awareness, Prejudice Management and Prevention of Discrimination in a Multicultural Community”. The programme, which initially focused on the Roma community, was updated in 2022, and now covers various minority groups in the country.
58. However, ECRI is concerned about reports of hate crime underreporting, allegedly due to a lack of trust of certain communities in public institutions and inadequate victim support services. What is more, the lack of disaggregated data and statistics hinders in-depth research in the field of countering hate crime, which hampers the development of evidence-based policies.⁶⁵
59. ECRI recommends that the authorities engage with the relevant stakeholders, including the Advocate of the Principle of Equality, the Human Rights Ombudsman, civil society organisations, and specialist victim support providers, and take appropriate action to support the collection of appropriately disaggregated data, notably by recording the specific hate element(s) related to a crime without leading

⁶⁰ ECRI (2019), § 13.

⁶¹ See European Commission’s website: [National strategies on combating antisemitism - European Commission](#).

⁶² Balkan Insight (2023, November 17); The Slovenia Times (2025, January 13).

⁶³ DELO (2023, September 17).

⁶⁴ According to the authorities, “LGBTI liaison officers” may also be deployed during pride marches to facilitate the reporting of any hate incidents.

⁶⁵ See, for instance, Peace Institute (2023), p. 2.

to the identification of the victim, address hate crime underreporting, and enhance victim support services. In this respect, they should take inspiration from the Council of Europe's Committee of Ministers Recommendation CM/Rec(2024)4 on combating hate crime.

III. INTEGRATION AND INCLUSION

A. Migrants

60. As of 1 January 2024, Slovenia's population was 2 123 949, with 9.6% being foreign citizens, totalling 203 273. Among them, 128 460 were men and 74 813 were women. The main countries of origin for foreigners were Bosnia and Herzegovina (46%), Kosovo* (14%), Serbia (9%), North Macedonia (8%), and Croatia (5%), followed by Ukraine (4.5%).⁶⁶
61. Integration is one of the six pillars of the Migration Strategy adopted in 2019. The strategy emphasises cooperation between departments and takes a detailed and long-term approach to migration, while aiming to understand migration better and to improve management measures.⁶⁷ In 2023, a new Integration Strategy for non-EU citizens was introduced to help them build independent lives in Slovenia, focusing on language, education, jobs, local integration, and easing administrative processes.⁶⁸ According to the authorities, the integration of non-EU citizens into the local community is an important element of the strategy. In addition, a programme called "Initial Integration of Immigrants" has been implemented for many years.
62. ECRI notes that no official evaluation of Slovenia's integration programmes or the situation of migrants has been published so far. In this connection, the international Migrant Integration Policy Index (MIPEX) shows that migrants in Slovenia generally do not have equal opportunities.⁶⁹ The 2022 National Integration Evaluation Mechanism scored Slovenia at 50.1%, thereby highlighting a gap between theory and practice.⁷⁰
63. ECRI notes the establishment of multi-generational centres in 2017 to help groups at high risk of exclusion, including migrants. There are currently 16 centres across the country, serving as community hubs providing activities that enhance social, health, cultural, and financial skills. These include language courses and integration activities, and educational and intercultural events for women, young people and children. By 2022, about 13 000 hours were dedicated to the integration of immigrant and refugee families. The ECRI delegation was also informed that the authorities would co-finance the projects again from 2024 to 2029. In ECRI's view, the setting-up of these centres and their co-funding by the authorities can be considered as a **promising practice**.
64. That said, it emerged during the visit that there were insufficient integration and inclusion initiatives at local level. In addition, the administrative unit for foreigners in municipalities uses the Slovene language only and there are long delays for booking appointments. ECRI stresses the need to transfer more responsibilities from state to local level in order to contribute to the development and effective implementation of intercultural inclusion policies at local level as well.⁷¹

⁶⁶ See the Statistical Office website: [Population by SEX, COUNTRY OF CITIZENSHIP, YEAR and AGE. PxWeb \(stat.si\)/](https://pxweb.stat.si/).

* Throughout the text, all references to Kosovo, whether the territory, institutions or population, shall be understood in full compliance with United Nation's Security Council Resolution 1244 and without prejudice to the status of Kosovo.

⁶⁷ EU, EC, European Website on Integration (2019, July 18).

⁶⁸ Government of Slovenia (2023, November 10).

⁶⁹ See MIPEX website: [Slovenia | MIPEX 2020](https://mipex.eu/).

⁷⁰ MPG & IPA (2022).

⁷¹ See also, in this connection, Bezec, B. & Gombač, J. (2022), pp. 13-14.

65. ECRI recommends that the state authorities develop multilevel policies and governance for intercultural inclusion, taking due account of socio-economic backgrounds, and, in this context, empower the local authorities and provide them with any necessary guidance in the development and effective implementation of intercultural policies at local level, in collaboration with relevant civil society actors, with a view to offering migrants orientation support, interpretation, intercultural mediation and inclusive public services. In this context, the authorities should take due account of Recommendation CM/Rec(2022)10 of the Committee of Ministers on multilevel policies and governance for intercultural integration.
66. The “Initial Integration of Immigrants” is a free and optional programme available to immigrants and persons benefitting from international protection. It focuses on awareness-raising about the Slovene culture, history, and constitutional principles, and the provision of language courses and civic education.⁷² The programme provides up to 180 hours of Slovene language learning for immigrants, and 400 hours for beneficiaries of international protection, along with a 60-hour course about Slovenian society.
67. Many adult refugees nevertheless consider that the 400-hour course does not enable them to have a sufficient command of the language.⁷³ ECRI encourages the authorities to reinforce Slovene language programmes by offering free courses at intermediate and advanced levels.
68. It appeared during the visit to Slovenia that there was no general policy for the inclusion of migrant children in schools. Slovene language teaching is managed at the municipal and school levels. Schools have discretion over extra language classes, which can lead to potential discrimination. Although the number of hours of language instruction has been increased for migrant students,⁷⁴ ECRI learned that many children still struggle with inadequate Slovene language instruction.⁷⁵ During the visit, ECRI went to Livada Elementary School in Ljubljana, where around 75% of pupils were migrants, and observed positive initiatives. For instance, the school offered individual and group support for migrant children through preparatory, introductory, and continuation processes to help them transition smoothly into the school and social environment.⁷⁶ ECRI encourages the authorities to adopt a state-level policy for the inclusion of migrant children in school education, in consultation with all stakeholders concerned, drawing inspiration from approaches developed at local level, such as the **good practices** observed at the Livada Elementary School.
69. A 2021 research report shows that discrimination based on ethnicity, citizenship, skin colour and religion is common in access to employment and at workplace.⁷⁷ Refugee and asylum-seeking women are said to face particular challenges in finding work, often taking low-paying jobs and at risk of labour exploitation due to language barriers and limited awareness of their labour rights.⁷⁸ On a positive note, the Public Employment Service offers tailor-made counselling for those with international or temporary protection status, and social activation programmes are available for vulnerable groups (which included 2 852 participants from September 2019 to September 2022). Five projects with a total of 40 programmes specifically helped women who faced language barriers. ECRI also notes positively that, in

⁷² EU, EC, European Website on Integration (2024); [Free Slovenian language courses – InfoTujci](#).

⁷³ Peace Institute (2022), pp. 50, 55.

⁷⁴ CoE, European Committee of Social Rights (March 2024), p. 45.

⁷⁵ Also, during Covid-19 pandemic online learning, language barriers, among other factors, led some refugee children to drop out. See Peace Institute (2022), pp. 49, 55.

⁷⁶ See InludEU website: [Livada Elementary School](#).

⁷⁷ Peace Institute (2021, December 20).

⁷⁸ Peace Institute (2022), pp. 43-45.

2023, the waiting time for asylum seekers to access the labour market was reduced to three months, helping them integrate faster.⁷⁹

70. However, it emerged during the ECRI visit that there is still a need for increasing employment opportunities for refugees, asylum seekers and other migrants. ECRI therefore invites the authorities to develop programmes for apprenticeship and learning the Slovene language on the job, and to create incentives to encourage employers to ensure equal opportunities at work, such as official recognition awards or tax reductions for employers promoting intercultural inclusion in their recruitment policies and to ensure that labour inspection services pay particular attention to labour exploitation and xenophobia in employment.
71. As regards housing, it appears that non-EU nationals cannot access social or subsidised housing in Slovenia, making it harder for them, in particular refugees, to integrate.⁸⁰ Beneficiaries of international protection may extend their stay in integration houses and receive financial aid for accommodation if they sign a contract on integration activities, attend at least 80% of Slovene language and civic education classes, and meet monthly with an integration counsellor.⁸¹ However, ECRI notes with concern reports according to which they often face discrimination when trying to find accommodation in the private sector. A 2022 research shows that, while most Slovenians are open to renting to people of different national or ethnic backgrounds, about two-thirds would not rent to refugees.⁸² Flat owners typically offer only short-term contracts and some charge high rent for poor-quality housing and refuse to let refugees register their permanent address. Civil society organisations, such as Slovene Philanthropy, provide support. However, high prices and flat owner distrust create challenges for refugees to have access to suitable housing.⁸³ Against this background, ECRI notes that, within the framework of the new Integration Strategy for non-EU citizens, it is planned to ease citizenship conditions for access to non-profit rental housing and market rent subsidies. This is clearly a step in the right direction.
72. ECRI recommends that the authorities ensure that access to social housing is made possible for legal residents in Slovenia regardless of citizenship, and access to housing is included in programmes for integrating beneficiaries of international protection.

B. Ukrainians displaced as a result of Russia's war of aggression against Ukraine

73. In September 2024, it was estimated that there were over 8 000 persons displaced from Ukraine with temporary protection in Slovenia.⁸⁴ In September 2024, Slovenia extended temporary protection to Ukrainian displaced persons until March 2026.⁸⁵
74. ECRI commends the efforts made to welcome people displaced by the war in Ukraine. The Legal Centre for the Protection of Human Rights offers help regarding their rights and the temporary protection process. Those who get temporary protection may stay in state facilities with meals or receive financial aid for private housing. Most displaced Ukrainian children (93%) are reportedly enrolled in

⁷⁹ EUAA (2024), p. 143; Government of Slovenia (2023, March 28); Amnesty International (2023, March 7).

In 2024, Slovenia received 5 634 asylum applications, with the majority from Moroccans, Algerians, and Afghans. In 2023, 7 261 further applications were received, mostly from Moroccans, Algerians, and Pakistanis: [Priseljevanje v Slovenijo | GOV.SI](#).

⁸⁰ CoE, European Committee of Social Rights (March 2024), pp. 35; 62.

⁸¹ Bezec, B. & Gombač, J. (2022); [Accommodation for refugees and asylum seekers in Slovenia \(unhcr.org\)](#).

⁸² See: Advocate of the Principle of Equality, (2023, November 15); ECRE (2024).

⁸³ See: Peace Institute (2022), pp. 40-41; ECRE (2024).

⁸⁴ UNHCR (2024); The Slovenia Times (2024, September 25).

⁸⁵ STA (2024, September 5).

Slovenian schools, with 79% doing distance learning from Ukraine as well.⁸⁶ In May 2024, there were 232 displaced Ukrainian children in kindergartens, 907 in primary schools, and 128 in secondary schools.

75. ECRI however notes that several challenges remain, including limited access to housing, healthcare and employment. About 90% of displaced Ukrainians live in private accommodation, but they reportedly often face discrimination when renting. In the area of healthcare, they receive only basic emergency services and lack access to other necessary healthcare. In addition, 15% of them indicated that they cannot access basic services due to delays, language barriers, or financial difficulties. In addition, only 25% of working-age displaced Ukrainians are employed, largely due to language barriers and limited job opportunities.⁸⁷ ECRI encourages the authorities to improve access to housing and healthcare and enhance employment opportunities for displaced Ukrainians.

C. Roma

76. According to estimates, there are 7 000 to 12 000 Roma living in Slovenia, which corresponds to 0.5 % of the total population. The Roma community is recognised in the Slovenian Constitution.
77. ECRI notes with interest the adoption of a new action plan, the National Programme of Actions for Roma for the period 2021-2030, in December 2021. However, the lack of official data collection on Roma makes it difficult to create effective policies and projects.⁸⁸
78. The Roma Council is the main body representing Roma in Slovenia and is active both in the drafting and the evaluation of Roma inclusion action plans. That said, the composition of the Roma Council reportedly does not fully reflect the diversity of the Roma civil society.⁸⁹ More specifically, the composition of the Roma Council has so far been dominated by one Roma organisation, the Roma Union Slovenia, which was the main organisation at the time of the establishment of the Roma Council in accordance with the 2007 Roma Community Act. ECRI encourages the authorities to take steps, including at legislative level if necessary, to ensure full participation of Roma civil society in policy-making for the Roma community.
79. Despite ECRI's long-standing recommendation not to make a distinction between the so-called autochthonous and non-autochthonous Roma populations, there continue to be what is considered by many interlocutors met by the delegation during the 2024 visit as an unjustified differential treatment of the so-called non-autochthonous Roma, notably limiting their participation in political life at local level.⁹⁰ ECRI reiterates its previous position that the relevant legal framework should be reviewed with a view to abolishing the distinction between so-called autochthonous and non-autochthonous Roma populations. Reference is made, in this connection, to the recommendation made in paragraph 88 as regards access to safe and decent housing.
80. ECRI notes with concern reports according to which discrimination and social exclusion of a large proportion of Roma persists, particularly in the south-east of the country.⁹¹ A 2022 survey shows that around 10% of respondents in Slovenia

⁸⁶ EUAA (2024), p. 57; UNHCR (2024); N1 SLO (2024, February 6); The Slovenia Times (2024, September 25).

⁸⁷ UNHCR (2024); The Slovenia Times (2024, September 25).

⁸⁸ EU, EC (2023), pp. 7-8.

⁸⁹ See: EU, EC (2023), p. 7.

⁹⁰ ECRI (2019), § 77; ECRI (2014), § 87; ECRI (2007a), § 120; ECRI (2003a), § 34; EU, EC (2023). The Slovenian legislation does not contain a clear definition of "autochthonous Roma". The Slovenian Constitutional Court, in its decision in case no. U-I-416/98, 22 March 2001, stated that the criteria for "autochthonous" Roma should be regulated by law. See also: ECRI (2019), §§ 67-68; 77; EERRC (2003, October 29).

⁹¹ Human Rights Ombudsman (2023, April 7); Amnesty International (2020, March 10). See also CoE, ACFC (2022).

consider that Roma are the most discriminated against.⁹² Against this background, ECRI was pleased to learn that, since 2021, the police employ four Roma police officers (two men and two women).

81. In 2017, seven multi-purpose Roma centres were created to support the community. These centres provided activities in the areas of social inclusion, education, family support, health, financial literacy, and skills development, which notably helped Roma women and children improve their social skills and knowledge. ECRI encourages the authorities to pursue their efforts to develop such centres and secure their funding.
82. In addition, in March 2023, a Permanent Working Group on Roma Issues, composed of representatives of the Social Work Centre, the education sector, Roma communities, and civil society organisations, was formed by the Ministry of Labour to assist the Roma community, which ECRI commends. However, ECRI learned that, as from the summer of 2024, civil society representatives were no longer invited to the meetings of the working group. ECRI invites the authorities to ensure that the civil society is actively involved in the activities of the working group.

Housing

83. Many Roma in south-eastern Slovenia still reportedly live in segregated settlements, without security of tenure and often without access to basic services. Under Slovenian law, a person can only obtain access to local public services, such as water supply, if they own a land or have legal land title. ECRI's attention was drawn to the fact that such requirement prevents many Roma who are living in informal settlements from access to basic services, including access to clean water, sanitation and electricity. For a Roma settlement to have access to these services, it should first be legalised (or "regulated"), in other words, it should be registered and included in the municipality spatial plan. The local authorities are responsible for legalising settlements. In this context, ECRI was informed that there were still 83 settlements in Slovenia that are partially "unregulated", which indicates that the situation has not improved in recent years.⁹³
84. Slovenia recognised access to clean drinking water as a fundamental right in its Constitution in 2016. ECRI learned that there have been cases where the vulnerable situation in which Roma found themselves was taken into account by the authorities at local level, which took action to ensure access to clean water, irrespective of the status of the Roma settlements concerned.⁹⁴ At the same time, other international monitoring bodies, such as the Advisory Committee on the Framework Convention for the Protection of National Minorities (ACFC), expressed concerns about the failure of a number of local authorities to take steps as regards Roma settlements' access to clean water, electricity and sanitation.⁹⁵
85. In the course of the 2024 visit to Slovenia, the ECRI delegation was informed that the local authorities are fully independent in creating spatial plans and handling water supply systems, which makes state intervention difficult.⁹⁶ Yet, in its previous report, ECRI concurred with the Ombudsman that the national authorities could be entitled to intervene when there is a failure to act at local level.⁹⁷ During the visit, it was also suggested that in situations where local authorities fail to act and where

⁹² Advocate of the Principle of Equality (2022c), p. 31.

⁹³ See also ACFC (2022), p. 4.

⁹⁴ In this context, see also ECtHR (2020), *Hudorovič and others v. Slovenia*, applications nos. 24816/14 and 25140/14, judgment.

⁹⁵ ACFC (2022), p. 5; 119. See also UN, General Assembly (2023, January 4), p. 12.

⁹⁶ See also ACFC (2022), p. 12; ACFC (2023), pp. 12-15.

⁹⁷ ECRI (2019), §88; Human Rights Ombudsman (2017), p. 88.

there is a serious risk to the public health of the Roma population concerned, the national authorities should be in a position to intervene directly.⁹⁸

86. According to the Ombudsman, a mapping of Roma settlements that are impossible to legalise or connect to public water systems and other public services should be made in order to find alternative solutions.⁹⁹ In the course of the visit, several civil society interlocutors suggested to make it mandatory for municipalities to regularly publish calls for non-profit housing and to ensure that non-discriminatory criteria are used.¹⁰⁰ Several residents with whom the ECRI delegation talked in Dobruška vas in Škocjan expressed interest in social housing, as is allegedly the case in many other settlements. At the same time, feasible social housing options are not always offered to Roma living in so-called unregulated settlements.
87. Since 2020, the national authorities have been providing extra funds to local authorities to support them with registered Roma settlements. There is nevertheless apparently no or little oversight of how these funds are used. As these funds are not specifically designated for Roma, the local authorities may reportedly use them for other purposes.
88. ECRI recommends, as a matter of priority, that the Slovenian authorities take resolute action to ensure effective and non-discriminatory access to decent and safe housing conditions in all areas inhabited by Roma communities (in particular as regards clean water, electricity and sanitation) and, in this connection, they should review the relevant laws, policies and administrative practices, in consultation with representatives of the municipalities concerned and Roma communities. To this end, the authorities should consider stopping to use the distinction between so-called autochthonous and non-autochthonous Roma.

Education

89. ECRI regrets to note that there is no official data collection on the inclusion of Roma children in school education. At the same time, studies indicate that the completion rate for all nine grades of primary school among Roma students is very low, at just 21.3%, with only 12.3% in the south-eastern part of the country.¹⁰¹ There is also reportedly ongoing segregation in pre-schools, where Roma children are often said to be in separate sections.¹⁰² Reports from Roma parents indicate that their children are also de facto segregated in primary schools as well. Moreover, ECRI learned that, on 1 September 2024, Ribnica primary school had separate receptions for Roma and non-Roma first-grade pupils. Additionally, there are reports about a disproportionate number of Roma children placed in schools and classes for special needs; 30 to 40% of those in such classes are Roma, although Roma represent around 0,5% of the total population. In the course of the visit, the ECRI delegation was told that one reason for this was their lack of Slovene language skills.¹⁰³
90. ECRI notes with interest the adoption of a specific strategy and action plan for the inclusion of Roma pupils in schools from 2021 to 2030. This strategy includes a 240-hour pre-school education programme. The effective implementation of this programme relies on kindergartens to apply for funding. However, reports suggest that they have shown little interest in doing so. In addition, the childcare benefit is 20% higher for parents of children under four who are not in kindergarten, thus

⁹⁸ Reference is made, in this context, to Article 5 (3) of the Roma Community Act.

⁹⁹ The Slovenia Times (2023, September 13).

¹⁰⁰ CEU, Centre for Policy Studies (2020, February 17).

¹⁰¹ See Institute for Ethnic Studies (2022).

¹⁰² Five kindergartens have eight segregated Roma groups. See also Government of Slovenia (2021, December 28), p. 17.

¹⁰³ EU, EC (2023), p. 20.

discouraging enrolment.¹⁰⁴ ECRI is concerned that, despite the efforts made by the authorities, the inclusion of Roma children in kindergartens remains lower than that of the general population.¹⁰⁵ ECRI encourages the authorities to redouble their efforts to implement the strategy and action plan for the inclusion of Roma pupils in pre-school and school establishments, in consultation with representatives of Roma populations and educational professionals. In this regard, it welcomes the draft legal amendments prepared by the Ministry of Education for the collection of data in primary schools, and for the organisation of a shorter programme in kindergartens.

91. ECRI is pleased to note that positions of Roma assistants were created in kindergartens and primary schools, starting in the 2021/2022 school year. For the 2023/2024 school year, the Ministry of Education approved 19 Roma assistant positions in kindergartens (with 13 full-time jobs), and 66 Roma assistant positions in primary schools. It is also positive to note that they receive special training. ECRI is pleased to note that, as of 1 January 2025, Roma assistants have the status of “Roma helper” in Slovenia, and are no longer considered as “assistants to disabled persons”. ECRI encourages the authorities to consider expanding the role of Roma assistants to teaching and other pedagogical tasks.¹⁰⁶
92. The Kher šu beši day care centre in the Roma settlement of Vejar, which the ECRI delegation visited, is co-financed by the Ministry of Labour and Trebnje Municipality, and supports Roma children aged 5 to 15 by providing psychosocial support, social skills training, and workshops. ECRI considers the setting-up of such centres as a **promising practice**.

Employment

93. ECRI notes with concern the high unemployment in the Roma population, particularly due to limited educational opportunities. Civil society organisations report that only 2% of Roma in the southeast of the country have formal jobs. In the area of Maribor, the unemployment rate among Roma is over 90%, and in some other areas unemployment rates are nearing 100%.¹⁰⁷ In 2023, the Public Employment Service of Slovenia, which is allowed to keep a register of self-identified Roma, registered 2 180 Roma, with only 277 employed (164 men and 113 women), resulting in an official unemployment rate of 87.3%.
94. Against this background, ECRI notes some positive steps, such as allowing Roma individuals to join active labour market programmes for four years, although this is a temporary measure mostly limited to public works, with few transitioning to permanent jobs.¹⁰⁸ The social activation programme for Roma women started in 2019 and is expected to continue until 2027. From September 2019 to September 2022, three projects were implemented, comprising 25 sub-programmes in five locations, providing small financial incentives to participants. In ECRI’s view, this is a **promising practice**.
95. ECRI considers that, given that Roma often struggle to benefit from standard public employment services, they should be offered additional support. It strongly encourages the authorities to explore all possibilities for such support, including through the development of a special fund dedicated to supporting their economic activities and of incentives for employers to hire Roma.

Healthcare

¹⁰⁴ EU, EC (2023), p. 21; The Slovenia Times (2023, September 13).

¹⁰⁵ ACFC (2022), pp. 4-5.

¹⁰⁶ EU, EC (2023), p. 21.

¹⁰⁷ EU, EC (2023), p. 23; CEU, Centre for Policy Studies (2020, February 17).

¹⁰⁸ EU, EC (2023), pp. 23-25.

96. ECRI is deeply concerned about health disparities of Roma living in Slovenia. A 2018 study by the National Institute of Public Health found that Roma men have an average life expectancy of 48 years and Roma women 63 years, i.e. at least 20 years less than the general population (77 and 83 years for men and women respectively). Premature mortality among Roma is 69%, while the average among the general population stands at 19%. The study also found that the mortality rate for Roma children aged one to five is seven times higher than the national average. Roma have higher rates of hospitalisation for respiratory, infectious, circulatory and gastrointestinal diseases, and Roma women are 16 times more likely to be hospitalised for pregnancy and childbirth.¹⁰⁹
97. As regards access to and the provision of healthcare, many Roma reportedly encounter problems due to understaffing in public health institutions or to health professionals not having enough time to explain diagnoses and prescriptions. This problem apparently worsened during the Covid-19 pandemic, as many services were offered through phone and email, which many Roma, especially Roma women, cannot access. Reportedly, some nurses in postnatal care hold racial stereotypes against Roma women, further hindering effective access to healthcare services.¹¹⁰ Distrust between Roma in need of healthcare and mostly non-Roma healthcare professionals is also said to lead Roma to avoid seeking medical help until severe conditions arise.¹¹¹
98. ECRI understands that improving access to and the provision of healthcare to Roma has been limited to short-term efforts by various providers, some of whom are not healthcare professionals. The current Roma integration strategy lacks specific measures and clear indicators to assess equal treatment and inclusion in the area of healthcare.¹¹² ECRI emphasises the need to create a national preventive healthcare programme, as well as addressing socioeconomic factors, such as living conditions, to achieve long-term public health improvements.
99. ECRI recommends that the authorities develop a national preventive healthcare programme, involving representatives of the local authorities and the Roma community in its diversity, to meet the specific needs of Roma. Such programme should include improving access to healthcare services in Roma settlements, increasing health literacy among Roma individuals, and enhancing communication between healthcare professionals and the Roma population.

D. Muslims

100. The Muslim population in Slovenia is estimated at about 100 000 persons, i.e. 5% of the total population. The majority of Muslims in Slovenia are ethnically Bosniaks and Albanians, and the community includes refugees and immigrants, including foreign workers.
101. ECRI welcomes the opening of the first mosque in Slovenia in 2020 within the complex of Muslim Cultural Centre in Ljubljana, which its delegation visited. Muslim community representatives met by the ECRI delegation consider themselves well integrated into the society. ECRI is also pleased to learn that in Slovenia interfaith dialogue is at a very high level, and that there are friendly relations and cooperation between different religious communities.
102. During the ECRI visit, Muslim community representatives indicated that the President of the Republic is receptive to the voice of all religious communities. However, the special office for religious communities of the Ministry of Culture was

¹⁰⁹ National Institute for Public Health (2018).

¹¹⁰ EU, EC (2023), p. 25.

¹¹¹ The Slovenia Times (2023, September 13).

¹¹² EU, EC (2023), p. 25; Mihevc Ponikvar, B., et al. (2023).

abolished, which deprives them of important interlocutors with the authorities.¹¹³ ECRI encourages the authorities to consult and cooperate with the representatives of the Muslim community in order to take the necessary steps for an effective inclusion of Muslims living in Slovenia.

IV. TOPICS SPECIFIC TO SLOVENIA

A. Collection of equality data

103. In its fifth report, ECRI required priority implementation of its recommendation to gather disaggregated equality data for the purpose of combating racial discrimination. In its conclusions made public in 2022, ECRI considered that this recommendation had not been implemented.¹¹⁴
104. ECRI regrets to note that the government still does not collect disaggregated data on groups of concern to ECRI in all areas of life. The only available data are collected through limited surveys conducted by research institutions and civil society organisations. According to Article 16 of PADA, the Advocate of the Principle of Equality is legally tasked with collecting equality data through various complaint mechanisms, such as inspection services, police and prosecution services, and courts. However, it emerged during the 2024 visit that the information received was often incomplete and not categorised by individual protected grounds, such as ethnicity, religion or gender identity. Inadequate equality data hinders the government's ability to develop targeted policies and to implement effective measures.¹¹⁵
105. ECRI takes positive note of Slovenia's new Personal Data Protection Act, which came into force on 26 January 2023, thereby replacing the 2004 law. Article 6, paragraph 5, now allows for data collection on ethnicity under specific conditions. This would require the adoption of sector-specific legal provisions. ECRI learned that Article 6, paragraph 5, of the new Personal Data Protection Act has not yet been put into practice.¹¹⁶ ECRI also notes with interest Slovenia's 2024 survey to monitor discrimination in living conditions on various grounds, including immigrant or ethnic origin. ECRI encourages the authorities to take inspiration of this survey and take further legal measures in order to gather appropriately disaggregated equality data to prevent and combat racial and LGBTI-phobic discrimination, in particular in the fields of education, employment, housing and healthcare. In this context, they should ensure that equality data collection respect the principles of confidentiality, informed consent, voluntary self-identification and exclusive use for the promotion of equality.

B. The "erased"

106. In 1992, 25 671 people from other parts of the former Yugoslavia were taken off Slovenia's permanent residence register, thereby losing basic rights. A legislative change in 2010 allowed these so-called erased persons to regularise their legal status in Slovenia within three years. However, it faced criticism for being too strict.¹¹⁷ In 2012, the European Court of Human Rights ruled on the matter,¹¹⁸ which led the authorities to adopt a compensation plan in 2013. In 2018, the Constitutional Court lifted the time-limit on compensation. However, the authorities

¹¹³ ECRI notes that, in February 2024, the Ministry of Culture established the Office for Cultural Diversity, Human Rights and Religious Freedom.

¹¹⁴ ECRI (2019), §4; ECRI (2022a).

¹¹⁵ EU, EC (2023), pp. 7-8.

¹¹⁶ ECRI also learned that in July 2024, the Permanent Working Group on Roma Issues recommended preparing draft legislation to permit data gathering on Roma, especially in the fields of education and social inclusion.

¹¹⁷ ECRI (2017).

¹¹⁸ ECtHR (2012), Kurić and others v. Slovenia application no. 26828/06, judgment.

did not take further action on the regulation of legal status of the “erased” persons, considering that the three-year period was sufficient.¹¹⁹

107. ECRI notes positively that, in 2022, the then President apologised on behalf of Slovenia. During the same year, the death of a homeless “erased” person in a fire in a trailer attracted much media attention as social services could not assist him due to his precarious status.¹²⁰ In 2023, a memorial dedicated to “erased” people was unveiled in Ljubljana.¹²¹
108. The authorities informed ECRI that, by 18 April 2024, 12 513 “erased” individuals were granted legal status in Slovenia (8 579 people obtained citizenship, 3 825 obtained permanent residence and 109 received temporary residence). The exact number of people without status now remains unknown. During the 2024 visit, the ECRI delegation was told that, according to estimates, they were still dozens. An “erased” person to whom the delegation spoke and who managed to obtain permanent residence after twenty years claimed that she still faced challenges in accessing housing and pension rights. Against this background, ECRI learned that the situation is of particular concern for elderly “erased” persons as, because of their lack of status, they are generally unable to have access to social benefits or homes for the elderly.¹²² ECRI encourages the authorities to take further steps with a view to enacting appropriate legislation on granting legal status to remaining “erased” persons and to adopt additional measures to improve their situation in the fields of healthcare and social welfare.

¹¹⁹ ECRI (2017).

¹²⁰ Amnesty International (2024, February 23); Amnesty International (2022, December 22).

¹²¹ Amnesty International (2023); The Slovenia Times (2023, October 24).

¹²² Amnesty International (2023); The Slovenia Times (2024, December 10).

INTERIM FOLLOW-UP RECOMMENDATIONS

The two specific recommendations for which ECRI requests priority implementation from the authorities of Slovenia are the following:

- (§47) ECRI recommends that the authorities adopt a national strategy and action plan to counter hate speech, including all forms of racist and LGBTI-phobic hate speech, and promote diversity and tolerance. The development of such a strategy and action plan should be based on the recommendations made by the Strategic Council for the Prevention of Hate Speech and take due account of ECRI's General Policy Recommendation No. 15 and the Council of Europe's Committee of Ministers Recommendation CM/Rec(2022)16 on combating hate speech. The action plan should include specific goals, a timetable for achievement and the authorities responsible for implementation, including ministries and, as appropriate, municipalities, the police and the prosecution service, and foresee the establishment of suitable coordination, monitoring and evaluation mechanisms. Groups of concern to ECRI should be able to participate in the design, monitoring and evaluation of the action plan.
- (§88) ECRI recommends that the Slovenian authorities take resolute action to ensure effective and non-discriminatory access to decent and safe housing conditions in all areas inhabited by Roma communities (in particular as regards clean water, electricity and sanitation) and, in this connection, they should review the relevant laws, policies and administrative practices, in consultation with representatives of the municipalities concerned and Roma communities. To this end, the authorities should consider stopping to use the distinction between so-called autochthonous and non-autochthonous Roma.

A process of interim follow-up for these two recommendations will be conducted by ECRI no later than two years following the publication of this report.

LIST OF RECOMMENDATIONS

The position of the recommendations in the text of the report is shown in parentheses.

1. (§ 5) ECRI recommends that the authorities take the necessary measures, including through cooperation with the parliament as necessary, to enhance the effectiveness and independence of the Advocate of the Principle of Equality, in particular i) by ensuring the allocation of suitable budgetary resources and independence on how to manage these resources, ii) by ensuring that the relevant government and other services reply to the Advocate or take any necessary action in the light of its recommendations within a specified timeframe, and iii) by ensuring the effective enforcement of the Advocate's decisions in cases where it found a violation of the prohibition of discrimination.
2. (§ 9) ECRI recommends that i) action be taken to include LGBTI equality topics in mandatory schoolteacher training to ensure that teachers have sufficient knowledge and competence to understand and accommodate the needs of LGBTI pupils and ii) the national school curricula address LGBTI equality issues, including comprehensive relationships and sexuality education, in a manner which is sensitive, age-appropriate and easy to understand.
3. (§ 13) ECRI recommends that the authorities develop mechanisms to investigate, prevent and address any racist and LGBTI-phobic bullying, including online, and violence in schools.
4. (§ 20) ECRI recommends that the authorities take effective steps, including at legislative level if necessary, to guarantee that the procedure for obtaining legal gender recognition for transgender persons is not contingent upon abusive requirements, such as mental health diagnoses.
5. (§ 22) ECRI recommends that, in line with ECRI's General Policy Recommendation No. 17 on preventing and combating intolerance and discrimination against LGBTI persons, the authorities take the necessary measures to properly protect the right of intersex children to bodily integrity through: i) the introduction of appropriate legislative changes to prohibit the performance of medically unnecessary surgeries (so-called "sex-normalising" surgeries) and other non-therapeutic treatments until the child is able to participate in the decision, based on the principle of free and informed consent; ii) the provision of appropriate training to all healthcare professionals and policy-makers; and iii) the establishment of easily accessible counselling and support services for intersex people and their families.
6. (§ 44) ECRI recommends that action be taken to enhance the effectiveness of prosecution services and other criminal justice actors in the handling of cases of a potentially criminal nature. Such action should include the drawing-up of further guidance and protocols in the services concerned. If necessary, consideration should be given to amending the relevant legal framework, taking due account of Recommendation CM/Rec(2022)16 on combating hate speech and Recommendation CM/Rec(2024)4 on combating hate crime of the Committee of Ministers of the Council of Europe.
7. (§ 47) ECRI recommends, as a matter of priority, that the authorities adopt a national strategy and action plan to counter hate speech, including all forms of racist and LGBTI-phobic hate speech, and promote diversity and tolerance. The development of such a strategy and action plan should be based on the recommendations made by the Strategic Council for the Prevention of Hate Speech and take due account of ECRI's General Policy Recommendation No. 15 and the Council of Europe's Committee of Ministers Recommendation CM/Rec(2022)16 on combating hate speech. The action plan should include specific goals, a timetable for achievement and the authorities responsible for

implementation, including ministries and, as appropriate, municipalities, the police and the prosecution service, and foresee the establishment of suitable coordination, monitoring and evaluation mechanisms. Groups of concern to ECRI should be able to participate in the design, monitoring and evaluation of the action plan.

8. (§ 59) ECRI recommends that the authorities engage with the relevant stakeholders, including the Advocate of the Principle of Equality, the Human Rights Ombudsman, civil society organisations, and specialist victim support providers, and take appropriate action to support the collection of appropriately disaggregated data, notably by recording the specific hate element(s) related to a crime without leading to the identification of the victim, address hate crime underreporting, and enhance victim support services. In this respect, they should take inspiration from the Council of Europe's Committee of Ministers Recommendation CM/Rec(2024)4 on combating hate crime.
9. (§ 65) ECRI recommends that the state authorities develop multilevel policies and governance for intercultural inclusion, taking due account of socio-economic backgrounds, and, in this context, empower the local authorities and provide them with any necessary guidance in the development and effective implementation of intercultural policies at local level, in collaboration with relevant civil society actors, with a view to offering migrants orientation support, interpretation, intercultural mediation and inclusive public services. In this context, the authorities should take due account of Recommendation CM/Rec(2022)10 of the Committee of Ministers on multilevel policies and governance for intercultural integration.
10. (§ 72) ECRI recommends that the authorities ensure that access to social housing is made possible for legal residents in Slovenia regardless of citizenship, and access to housing is included in programmes for integrating beneficiaries of international protection.
11. (§ 88) ECRI recommends, as a matter of priority, that the Slovenian authorities take resolute action to ensure effective and non-discriminatory access to decent and safe housing conditions in all areas inhabited by Roma communities (in particular as regards clean water, electricity and sanitation) and, in this connection, they should review the relevant laws, policies and administrative practices, in consultation with representatives of the municipalities concerned and Roma communities. To this end, the authorities should consider stopping to use the distinction between so-called autochthonous and non-autochthonous Roma.
12. (§ 99) ECRI recommends that the authorities develop a national preventive healthcare programme, involving representatives of the local authorities and the Roma community in its diversity, to meet the specific needs of Roma. Such programme should include improving access to healthcare services in Roma settlements, increasing health literacy among Roma individuals, and enhancing communication between healthcare professionals and the Roma population.

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APPENDIX: GOVERNMENT'S VIEWPOINT

The following appendix does not form part of ECRI's analysis and proposals concerning the situation in Slovenia.

ECRI, in accordance with its country-by-country procedure, engaged into confidential dialogue with the authorities of Slovenia on a first draft of the report. A number of the authorities' comments were taken on board and integrated into the report's final version (which, in line with ECRI's standard practice and unless otherwise indicated, could only take into account developments up until 19 March 2025, date of the examination of the first draft).

The authorities also requested that the following viewpoint be reproduced as an appendix to the report.

Slovenia's viewpoint: "Concerning the collection of equality data – paragraphs 103 to 105 of the ECRI Report on Slovenia (Sixth Monitoring Cycle) – the Republic of Slovenia is of the position that it has adequately and extensively explained that further legal measures to gather disaggregated equality data are not warranted.

Detailed discussions with independent human rights monitoring bodies of Slovenia were performed in the period of 2018-2022 (and also years before that), taking into account the Constitution of the Republic of Slovenia, case law of the Constitutional Court of the Republic of Slovenia, attempts of legislation amendments in 2021 that were unconstitutional led to the new Article 6, paragraph 5 of the new Personal Data Protection Act of the Republic of Slovenia of 2022 (which is acknowledged in the Draft ECRI Report itself). No further legislative activities can therefore be envisaged."

ECRI Secretariat
Directorate General of Democracy and Human Dignity
Council of Europe
Tel.: +33 (0) 3 90 21 46 62
E-mail: ecri@coe.int

www.coe.int/ecri

 @ECRI_CoE

www.coe.int

The European Commission against Racism and Intolerance (ECRI) is a unique human rights monitoring body which specialises in questions relating to the fight against racism, discrimination (on grounds of “race”, ethnic/national origin, colour, citizenship, religion, language, sexual orientation and gender identity), xenophobia, antisemitism and intolerance in Europe; it prepares reports and issues recommendations to member States.