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Committee on the Elimination of Racial Discrimination**Concluding observations on the twelfth to fourteenth periodic reports of Slovenia***

1. The Committee considered the combined twelfth to fourteenth periodic reports of Slovenia (CERD/C/SVN/12-14), submitted in one document, at its 3201st and 3202nd meetings (see CERD/C/SR.3201 and 3202), held on 15 and 16 April 2026. At its 3216th meeting, held on 27 April 2026, it adopted the present concluding observations.

A. Introduction

2. The Committee welcomes the submission of the combined twelfth to fourteenth periodic reports of the State Party. The Committee also welcomes the constructive dialogue with the State Party delegation and wishes to thank the delegation for the information that it provided during the Committee's consideration of the reports and after the dialogue.

B. Positive aspects

3. The Committee welcomes the ratification or accession by the State Party of the following international human rights instruments:

- (a) The 1961 Convention on the Reduction of Statelessness in 2025;
- (b) The Convention for the Protection of All Persons from Enforced Disappearance in 2021; and
- (c) The Optional Protocol to the Convention on the Rights of the Child in 2018.

4. The Committee further welcomes the following legislative, institutional and policy measures taken by the State Party:

- (a) The adoption of the Protection against Discrimination Act in 2016;
- (b) The establishment of the Advocate of the Principle of Equality in 2016 as an independent equality body;
- (c) The adoption of the Integration Strategy for foreigners in 2023;
- (d) The adoption of the National Programme of Measures for Roma for the period 2021–2030;
- (e) The establishment of the Strategic Council for the Prevention of Hate Speech in 2023;
- (f) The enactment of the Act regulating the cultural rights of communities originating from the territory of the former Yugoslavia in 2024;

* Adopted by the Committee at its 117th session (13 April – 1 May 2026).

(g) The adoption of the Resolution on the National Programme for Language Policy 2021–2025; and

(h) Legislative measures to address hate speech, including 2023 amendments to the Criminal Code and the extension of the prohibition of hate speech to online platforms under the Audiovisual Media Services framework.

C. Concerns and recommendations

Data collection

5. The Committee acknowledges the statistical information provided by the State Party on specific indicators, including school enrolment rates of Roma and migrant children, as well as employment rates among Roma. Nevertheless, the Committee notes with concern the lack of updated comprehensive statistics on the demographic composition of the population and their socioeconomic status, disaggregated by ethnicity, national origin, migration status, age and gender, which limits the Committee's ability to properly assess the situation of concerned groups, and any progress achieved by implementing targeted policies and programmes (arts. 1, 2 and 5).

6. Recalling its general recommendation No. 8 (1990) concerning the interpretation and application of article 1 (1) and (4) of the Convention, and its guidelines for reporting under the Convention on the Elimination of All Forms of Discrimination, the Committee recommends that the State Party develop and enhance data-collection tools, with the meaningful participation of affected communities, to produce reliable, updated and comprehensive statistics on the demographic composition of the population, based on the principle of self-identification. It also recommends that the State Party produce disaggregated statistics on the socioeconomic situation of ethnic groups, including Roma communities, national minorities from the former Socialist Federal Republic of Yugoslavia, and non-citizens, and on their access to education, employment, healthcare and housing, with a view to creating an empirical basis for assessing the equal enjoyment of the rights enshrined in the Convention.

The Convention and the national framework for its implementation

7. The Committee welcomes the information on the prohibition of discrimination under both article 14 of the State Party's Constitution and article 131 of the Criminal Code. It further acknowledges the institutional framework in place for the implementation and monitoring of the Convention in the State Party, including the Inter-Ministerial Commission on Human Rights, the Ministerial Commission for the Roma, the Human Rights Ombudsman, the Advocate of the Principle of Equality, the Office for National Minorities, and the Office for the Support and Integration of Migrants. However, the Committee notes with concern the absence of comprehensive information, including statistics, on the implementation of the State Party's equality and anti-discrimination framework (arts. 1 and 2).

8. The Committee recommends that the State Party continue its efforts to ensure the adequate allocation of human, technical and financial resources for the effective implementation and monitoring of its national equality and anti-discrimination framework. The Committee further requests the State Party to provide, in its next periodic report, comprehensive information, including statistics, on the implementation of its equality and anti-discrimination framework.

Racist hate speech and hate crimes

9. The Committee notes with appreciation the information with regard to the prohibition of racist organizations under article 3 of the Societies Act, the criminalization of public incitement to hatred, violence or intolerance under Article 297 of the Criminal Code, as well as the 2023 amendment to Article 49 of the Criminal Code, which establishes hatred, bias or prejudice as an aggravating circumstance for all crimes, requiring courts to impose more severe penalties. The Committee also acknowledges the 2019 judgment of the Supreme Court, which clarified that threatening, abusive or insulting conduct may fall within the scope

of Article 297 of the Criminal Code, even in the absence of a concrete disturbance of, or threat to, public order. The Committee nevertheless expresses concern at the continued prevalence of hate speech and hate crimes targeting Roma, migrants and refugees, Muslim communities, persons of African and Asian descent, and members of national minorities, often without accountability. It is particularly concerned that far-right extremist groups, as well as certain political figures and media actors, contribute to the dissemination of racist and xenophobic hate speech, including through online platforms (arts. 2, 4 and 6).

10. The Committee recommends that the State Party:

(a) Unequivocally condemn all forms of racist hate speech, including by politicians and public figures, publicly distance itself from such expressions, and intensify efforts to prevent and combat racist hate speech, addressing their root causes and manifestations both offline and online, in line with the Committee's general recommendation No. 35 (2013) on combating racist hate speech;

(b) Accelerate efforts to enforce relevant criminal law provisions and ensure that all cases of racist hate speech and hate crimes, including any dissemination of ideas based on racial or ethnic superiority or hatred, and any incitement to hatred, contempt or discrimination against Roma, migrants and refugees, Muslim communities, persons of African and Asian descent, and members of national minorities, are promptly, thoroughly and impartially investigated, that perpetrators are prosecuted and appropriately punished and that victims have access to effective remedies and support;

(c) Take immediate steps to declare illegal and prohibit far-right extremist, white supremacist and other racist organizations, as well as propaganda activities that promote or incite racial discrimination, ensuring that participation in such organizations or activities are effectively prosecuted and appropriately punished;

(d) Improve data collection on hate speech and hate crimes, disaggregated by age, gender, and ethnic, ethno-religious or national origin of the victims, with a view to informing evidence-based policies; and

(e) Enhance awareness-raising and education programmes to promote tolerance, mutual understanding and respect for diversity, targeting, in particular, law enforcement officials, media actors and the general public.

Racial profiling and police violence

11. While welcoming the information provided by the State Party in relation to the provision of human rights training for law enforcement officials, the Committee nevertheless notes with concern the lack of information on investigations, prosecutions, convictions and sanctions for acts of racial profiling and racially motivated violence perpetrated by law enforcement officials (arts. 4 and 6).

12. Recalling its general recommendation No. 36 (2020) on preventing and combating racial profiling by law enforcement officials and general recommendation No. 31 (2005) on the prevention of racial discrimination in the administration and functioning of the criminal justice system, the Committee recommends that the State Party:

(a) Adopt legislation to prohibit racial profiling by law enforcement, align its operating procedures, and provide for effective remedies against such practices;

(b) Conduct prompt, thorough and impartial investigations into all allegations of racially motivated violence by law enforcement officials, particularly against Roma, migrants and refugees, Muslim communities, persons of African and Asian descent, and members of national minorities, and ensure that alleged perpetrators are prosecuted and, if convicted, punished with appropriate sanctions and that victims or their families are provided with adequate forms of reparation; and

(c) Collect and include in its next periodic report data on complaints of racial profiling and racially motivated violence perpetrated by law enforcement officials, on investigations, prosecutions, convictions and sanctions in such cases and on reparations provided to victims.

Emergency Measures to Ensure Public Safety Act

13. While noting the explanations provided by the State Party, the Committee notes with concern the potential disproportionate impact of the Emergency Measures to Ensure Public Safety Act (Šutar Act) of 2025 on Roma communities. It is particularly concerned that:

(a) The designation of “security risk areas” and the expansion of police powers, including surveillance and warrantless searches, may lead to over-policing of Roma communities;

(b) Provisions of the Šutar Act allowing for the deduction of social assistance benefits in cases of repeated non-payment of minor fines may disproportionately affect Roma in light of their socio-economic marginalization and reliance on such support;

(c) The combined effect of intensified law enforcement measures and the withdrawal of social benefits may contribute to the criminalization and stigmatization of Roma communities, thereby exacerbating existing inequalities and social exclusion; and

(d) The lack of statistics concerning the application of the Šutar Act since its entry into force hampers the Committee’s ability to assess the extent of its impact, including any disproportionate effects on Roma communities (arts. 4-6).

14. **The Committee recommends that the State Party:**

(a) **Review the Emergency Measures to Ensure Public Safety Act (Šutar Act) of 2025 to ensure its full compliance with the principles of equality and non-discrimination, including by assessing and addressing any disproportionate impact on Roma communities;**

(b) **Establish clear safeguards to prevent ethnic profiling and over-policing, including in the designation and implementation of “security risk areas” and the exercise of expanded police powers; and**

(c) **Repeal or amend provisions allowing for the deduction of social assistance benefits in cases of non-payment of minor fines, with a view to ensuring that individuals and families are not deprived of a minimum standard of living.**

Situation of Roma

15. The Committee welcomes the information on measures taken to address structural discrimination faced by Roma and to promote their equal participation in social and economic life, in particular the steps taken under the National Programme of Measures for Roma (2021–2030). Nevertheless, the Committee notes with concern that:

(a) The life expectancy of Roma is significantly lower than that of the non-Roma population, with the discrepancy reportedly reaching up to 22 years in some regions, due to factors including substantially higher infant mortality rates, poverty and inadequate living conditions often lacking access to clean water, electricity and sanitation, and limited access to quality healthcare;

(b) The housing situation of Roma remains precarious, in particular those living in informal settlements without security of tenure and facing risks of eviction, as well as at the limited effectiveness of measures taken to improve living conditions, including continued lack of access to basic infrastructure such as clean water, electricity and sanitation;

(c) Despite positive measures such as the provision of financial assistance to schools with Roma pupils, efforts to increase enrollment of Roma children in preschools, and employment of Roma teacher assistants to bridge language and cultural gaps; Roma children continue to face significant disparities in access to education, reflected in substantially lower enrolment and completion rates and overall performance, as low as 13 per cent school completion rates in some regions, due to factors such as language barriers, poverty, social and economic exclusion, and hidden costs of education;

(d) Roma communities continue to experience persistently low levels of employment, including high rates of long-term unemployment and concentration in informal or precarious work, as well as structural barriers to labour market access arising from factors

such as employer discrimination, low educational attainment, and socio-economic marginalization;

(e) Despite targeted training of social workers and awareness-raising initiatives in Roma communities aimed at prevention, Roma children remain at risk of early and forced marriage, particularly in socially and economically marginalised communities;

(f) While acknowledging the representation of Roma in certain municipal councils and consultative bodies, the participation of Roma in public and political life remains limited and largely confined to local-level structures, with insufficient representation in national decision-making processes; and

(g) The distinction between “autochthonous” and “non-autochthonous” Roma may result in disadvantages for non-autochthonous Roma in the enjoyment of their rights under the Convention, in particular their political rights (arts. 2 and 5).

16. Recalling its general recommendation No. 27 (2000) on discrimination against Roma and its general recommendation No. 37 (2024) on equality and freedom from racial discrimination in the enjoyment of the right to health, the Committee recommends that the State Party:

(a) Address the significant health disparities affecting Roma by tackling their underlying causes, including poverty and inadequate living conditions, and ensuring equal and effective access to culturally appropriate, gender-sensitive, context-responsive and quality healthcare services, in particular maternal and child healthcare;

(b) Take concrete steps to improve the housing situation of Roma, including by accelerating the regularisation of informal settlements, ensuring legal security of tenure, preventing forced evictions, and increasing investments to ensure access to basic infrastructure such as clean water, electricity, and sanitation;

(c) Continue to strengthen measures to ensure equal access to education for Roma children at all levels, including by addressing language barriers, socio-economic exclusion, and indirect costs of education such as transportation, clothing, and school meals, and scaling up existing support measures such as Roma teaching assistants and early-childhood education programmes, and adopting targeted policies to significantly increase enrolment, retention and completion rates;

(d) Adopt a strategy to promote access of Roma to the formal labour market, including through targeted employment programmes, vocational training, anti-discrimination measures in hiring practices, and strengthened support for transitions from education to employment;

(e) Reinforce preventive and protective measures addressing early and forced marriage, including by strengthening community outreach, ensuring effective coordination between social services, schools and child protection authorities, and addressing underlying factors such as high prevalence of poverty;

(f) Adopt targeted measures to enhance the effective participation of Roma in public and political life at all levels of governance, including by strengthening mechanisms for meaningful consultation, increasing representation in national decision-making processes, and ensuring that Roma communities have effective influence over policies affecting them; and

(g) Review and address the distinction between “autochthonous” and “non-autochthonous” Roma with a view to ensuring the equal enjoyment of rights under the Convention without discrimination.

Situation of persons referred to as “the erased”

17. The Committee welcomes the information with regard to the official apology issued by the President of Slovenia in 2022 in relation to the “erasure” of persons from the registry of permanent residents in 1992. The Committee also welcomes the information that the State Party has executed the judgment of the European Court of Human Rights in *Kurič and Others v. Slovenia*, including measures aimed at providing redress to affected individuals. However,

the Committee remains concerned that a significant number of “erased” persons, particularly those who did not apply for the regularisation measures provided under the 2010 Act regulating the permanent residency status of all citizens of the successor States of the former Socialist Federal Republic of Yugoslavia within the prescribed timeframe, including Roma living abroad, and children born abroad to “erased” persons, have largely been excluded from its scope. The Committee is further concerned that there are still many affected individuals who have not yet obtained compensation, and that many of those whose status has not been restored continue to live in precarious conditions and on the margins of society (arts. 2, 5 and 6).

18. Recalling its previous recommendations,¹ the Committee urges the State Party to take all necessary measures to ensure the effective and non-discriminatory resolution of the status of all “erased” persons, including by facilitating accessible and flexible procedures for the regularisation of those who did not apply within the original deadline. It further recommends that the State Party ensure that children born abroad to “erased” persons are not left without legal status. The Committee also recommends that the State Party ensure that compensation schemes for “erased” persons are fully accessible and effectively implemented.

Situation of migrants, asylum-seekers and refugees

19. The Committee notes the information provided by the State Party with regard to the measures taken under the Integration Strategy of 2023 and the Immigration Strategy of 2024. The Committee nevertheless expresses concern that:

(a) Despite the decrease in asylum applications, reception conditions for refugees and asylum-seekers remain inadequate, while planned measures to expand accommodation capacity—including the construction of so-called “asylum homes” in two districts in 2024—have been delayed, reportedly as a result of protests and legal challenges by local municipalities;

(b) Despite improvements, there are still some delays in the registration and processing of asylum applications in some cases;

(c) While acknowledging that a dedicated center for unaccompanied minors has been established in 2024, children, including unaccompanied minors, have reportedly been subjected in certain cases to immigration detention or detention-like conditions during the reporting period;

(d) Migrants, refugees and asylum-seekers continue to face challenges in integration, including limited success with language training and integration programmes, which impedes their effective participation in society;

(e) Despite progress made in implementing programmes to improve access to early childhood and primary education, barriers remain in access to education for migrant, refugee and asylum-seeking children, including gaps in enrolment—particularly at secondary and higher education levels—and insufficient language support measures; and

(f) Despite positive measures such as counselling provided by the Public Employment Service for persons with international or temporary protection status, as well as the implementation of social activation programmes, migrants continue to face disproportionate barriers in employment, including access to the job market, overrepresentation in low-paid sectors, and limited awareness of their labour rights (arts. 2 and 5).

20. The Committee recommends that the State Party:

(a) Continue its efforts to improve reception conditions, including the timely construction and operationalization of accommodation facilities, while establishing

¹ CERD /C/SVN/CO/8-11, para. 13.

coordination mechanisms with local authorities to address concerns, preventing undue delays and ensuring that the conditions in these facilities are of adequate quality;

(b) Continue to take necessary measures to reduce delays in the registration and processing of asylum applications, including by increasing resource allocation and ensuring that all applicants have timely access to fair and efficient asylum procedures;

(c) Continue its efforts to end the immigration detention of children in all circumstances, and ensure that alternatives to detention are systematically applied, in line with the best interests of the child and international human rights standards;

(d) Continue to enhance the effectiveness and accessibility of integration policies by expanding quality language training and tailored integration programmes, ensuring their availability at an early stage, and addressing barriers that hinder the participation of migrants, refugees and asylum-seekers in social, economic and public life;

(e) Strengthen measures to ensure equal access to education for migrant, refugee and asylum-seeking children, including by eliminating barriers to enrolment, expanding targeted language support, and promoting inclusive education policies that facilitate integration into mainstream education, including at secondary and higher levels as well as vocational and technical education; and

(f) Intensify efforts to promote equal access to employment for migrants, including by addressing structural discrimination in the labour market, continuing to improve recognition of foreign qualifications, expanding access to vocational training, strengthening labour inspections in sectors where migrants are overrepresented, and increasing awareness of labour rights and available remedies.

Human rights education to combat prejudice and intolerance

21. While noting the information provided by the State Party in relation to the efforts undertaken to combat prejudice and intolerance, the Committee remains concerned about persistent racial stereotypes, as well as reported incidents of racism and xenophobia targeting Roma, migrants and refugees, Muslim communities, persons of African and Asian descent, and members of national minorities (art. 7).

22. The Committee recommends that the State Party intensify its efforts to prevent and combat racial stereotypes and prejudice, including by strengthening awareness-raising initiatives and reviewing educational curricula to promote intercultural dialogue, respect for ethnic and cultural diversity, and appreciation of the linguistic, cultural and historical heritage of ethnic groups. The Committee further recommends that the State Party take targeted awareness-raising measures for law enforcement officials, media professionals and the general public, with a view to fostering inclusive public discourse and preventing the perpetuation of racial stereotypes.

D. Other recommendations

Ratification of other treaties

23. Bearing in mind the indivisibility of all human rights, the Committee encourages the State Party to consider ratifying those international human rights treaties that it has not yet ratified, in particular treaties with provisions that have direct relevance to communities that may be subjected to racial discrimination, including the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, and the Domestic Workers Convention, 2011 (No. 189), of the International Labour Organization.

Amendment to article 8 of the Convention

24. The Committee recommends that the State Party ratify the amendment to article 8 (6) of the Convention adopted on 15 January 1992 at the fourteenth meeting of States

parties to the Convention and endorsed by the General Assembly in its resolution 47/111.

Follow-up to the Durban Declaration and Programme of Action

25. In light of its general recommendation No. 33 (2009) on the follow-up to the Durban Review Conference, the Committee recommends that, when implementing the Convention in its domestic legal order, the State Party give effect to the Durban Declaration and Programme of Action, adopted in September 2001 by the World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance, taking into account the outcome document of the Durban Review Conference, held in Geneva in April 2009. The Committee requests that the State Party include in its next periodic report specific information on action plans and other measures taken to implement the Durban Declaration and Programme of Action at the national level.

International Decade for People of African Descent

26. The General Assembly, in its resolution 79/193, proclaimed the period 2025–2034 the Second International Decade for People of African Descent. Also in that resolution, the General Assembly decided to extend the programme of activities for the implementation of the International Decade for People of African Descent adopted in resolution 69/16, with a view to ensuring continuing efforts in promoting the respect, protection and fulfilment of all human rights and fundamental freedoms of people of African descent. In view of these developments, the Committee recommends that the State Party implement the programme of activities in collaboration with people of African descent and include in its next periodic report information on the specific measures taken in this regard, bearing in mind the Committee's general recommendation No. 34 (2011) on racial discrimination against people of African descent.

Consultations with civil society

27. The Committee recommends that the State Party continue consulting and increasing its dialogue with civil society organizations working in the area of human rights protection, in particular those working to combat racial discrimination, in connection with the preparation of the next periodic report and in follow-up to the present concluding observations.

Dissemination of information

28. The Committee recommends that the State Party's reports be made readily available and accessible to the public at the time of their submission and that the concluding observations of the Committee with respect to those reports be similarly made available to all State bodies entrusted with the implementation of the Convention, including municipalities in the official and other commonly used languages, as appropriate.

Paragraphs of particular importance

29. The Committee wishes to draw the attention of the State Party to the particular importance of the recommendations contained in paragraphs 10 (Racist hate speech and hate crimes), 16 (Situation of Roma) and 20 (Situation of migrants, asylum-seekers and refugees) above and requests the State Party to provide detailed information in its next periodic report on the concrete measures taken to implement those recommendations.

Follow-up to the present concluding observations

30. In accordance with article 9 (1) of the Convention and rule 65 of its rules of procedure, the Committee requests the State Party to provide, within one year of the adoption of the present concluding observations, information on its implementation of

the recommendations contained in paragraphs 14 (b) (Emergency Measures to Ensure Public Safety Act), 16 (c) (Situation of Roma), and 20 (c) (Situation of migrants, asylum-seekers and refugees) above.

Preparation of the next periodic report

31. The Committee recommends that the State Party submit its combined 15th to 20th periodic reports, as a single document, by 6 July 2031, taking into account the reporting guidelines adopted by the Committee during its seventy-first session (CERD/C/2007/1) and addressing all the points raised in the present concluding observations. In light of General Assembly resolution 68/268, the Committee urges the State party to observe the limit of 21,200 words for periodic reports.
