Slovenia

Country Report for use in refugee claims based on persecution relating to sexual orientation and gender identity

Produced: April 2014

Sexual Orientation and Gender Identity research – sogi.ihrp@gmail.com
International Human Rights Program
University of Toronto

This document was prepared by law students and highlights information about publicly-accessible country conditions available at the time it was prepared. It is not exhaustive, nor is it updated on a regular basis. The information provided here is not a substitute for legal advice or legal assistance, and the International Human Rights program at the University of Toronto, Faculty of Law cannot provide such advice or assistance.
I. Introduction

Slovenian legislation protects LGBT rights. The country’s Constitution provides for equal treatment for LGBT people, and this non-discrimination provision is repeated in several other pieces of legislation. The only legislation that overtly discriminates against LGBT people is the Law on Marriage, which limits marriage to a union between a man and a woman. It is also notable that there is no piece of legislation that explicitly recognizes or protects gender identity.

Despite formal legal protections again discrimination on the basis of sexual orientation, it would appear that discrimination in Slovenia persists. Government reports from the United States and the European Union state that, while official responses to discrimination are often satisfactory, discrimination from private actors remains frequent. Slovenia does not record official statistics on hate crimes related to sexual orientation. However, isolated instances of violence and hateful speech and graffiti have been reported, especially around the time of annual Pride Parades (though last year’s Pride parade passed without violent incident) and the 2012 referendum overturning the Family Law which recognized same-sex partnerships.

In addition, NGO reports state that discrimination is prominent in employment and in the administration of health services. The view that same sex attraction is a psychiatric condition remains, with 7% of LGBT persons reporting being told to seek treatment. A local NGO also argues that the government’s unwillingness to allow LGBT NGOs to meaningfully participate in political consultations, even on issues related to sexual orientation, continues to be a problem. The relevant scholarship shows that there is very little discussion of or openness towards the LGBT community in Slovenian society. Many LGBT people experience discrimination, mostly from strangers rather than from friends and family. Lack of education on sexuality and gender has been cited as a key problem contributing to the continued discrimination. In multi-country
studies on acceptance of the LGBT community in Europe, Slovenia typically ranks middle of the pack.

I. Legislation

1. The Constitution of the Republic of Slovenia
   Online: http://www.us-rs.si/en/about-the-court/legal-basis/
   
   - Article 14 provides for equal human rights and fundamental freedoms before the law.
   - It does not explicitly include sexual orientation as an enumerated class.
   - Article 15 provides for equal protection regardless of whether the class is specifically enumerated in Article 14.*

   *Note: In 2009, the Constitutional Court of the Republic of Slovenia held that sexual orientation is protected under Article 14 of the Constitution. English summary of the court’s decision: http://www.equalrightstrust.org/ertdocumentbank/Blazic%20and%20Kern%20v%20Slovenia.pdf. Slovenian full text of the court’s decision: http://odlocitve.us-rs.si/usrs/usodl.nsf/o/5EC66748A09C70A4C12575EF002111D8

   *Note: Neither the Constitution nor any other piece of legislation addresses the issue of gender identity. Unlike sexual orientation, it has not been brought before the courts.

   Article 14: Equality before the Law
   In Slovenia everyone shall be guaranteed equal human rights and fundamental freedoms irrespective of national origin, race, sex, language, religion, political, or other conviction, material standing, birth, education, social status, disability, or any other personal circumstance. All are equal before the law.

   Article 15: Exercise and Limitation of Rights
   No human right or fundamental freedom regulated by legal acts in force in Slovenia may be restricted on the grounds that this Constitution does not recognise that right or freedom or recognises it to a lesser extent.

2. Act Implementing the Principle of Equal Treatment
   Online: http://www.hsph.harvard.edu/population/womenrights/slovenia.women.04.pdf
   
   - Article 1 provides for equal treatment in all areas of social life, especially in employment, labour relations, education, and access to goods and services.
   - It specifically includes sexual orientation as an enumerated ground.
   - It does not specifically include transgendered people, but does include “other personal circumstances.”

   Article 1: Contents and purpose of the act
This act determines common bases and premises for ensuring the equal treatment of all persons in performing their duties and exercising their basic freedoms in every field of social life, and especially in the fields of employment, labour relations, participation in trade unions and interest associations, education, social security, access to and supply of goods and services. This shall be available, irrespective of personal circumstances such as nationality, racial or ethnic origin, sex, health state, disability, language, religious or other conviction, age, sexual orientation, education, financial state, social status or other personal circumstances.

3. Civil Partnership Registration Act

   - The Act grants limited rights for registered same-sex partnerships, including some forms of inheritance and joint ownership of property.

*Note:* The Act does not give same-sex partners the same rights as marriage. It does not provide for the status of “relative” or “spouse” for same-sex partners. This means that same-sex partners are unable to access rights and benefits afforded to relatives, including pension insurance, social security, and procedural rights. For further discussion of this issue, see para 75: http://fra.europa.eu/sites/default/files/fra_uploads/336-FRA-hdgso-NR_SI.pdf

**Article 1:** Content of the Act

This Act shall define the procedure and conditions of the registration of same-sex civil partnership, legal consequences of such registration, the manner of termination of the registered civil partnership, the relationship between civil partners on termination of the registered same-sex civil partnership.

**Article 2:** Definition of registered same-sex civil partnership

The registered same-sex civil partnership (hereinafter referred to as civil partnership) is a relationship between two women or two men, who have registered as civil partners of each other before the competent authority in the manner prescribed by this Act.

   Online: http://www.wipo.int/wipolex/en/details.jsp?id=6074

   - The Criminal Code does not prohibit same-sex relationships or activities.
   - Articles 131 and 297 prohibit various hate offences, specifically including sexual orientation as a protected class.
   - Article 170 (rape) treats same-sex and opposite-sex rape offenses equally.
   - Article 173 provides for equal ages of consent to sexual activity.

**Article 131:** Violation of Right to Equality
(1) Whoever due to differences in respect of nationality, race, skin colour, religion, ethnic roots, gender, language, political or other beliefs, sexual orientation, financial situation, birth, genetic heritage, education, social position or any other circumstance deprives or restrains another person of any human right or liberty recognised by the international community or laid down by the Constitution or the statute, or grants another person a special privilege or advantage on the basis of such discrimination shall be punished by a fine or sentenced to imprisonment for not more than one year.

**Article 170: Rape**

(1) Whoever compels a person of the same or opposite sex to submit to sexual intercourse with him by force or threat of imminent attack on life or limb shall be sentenced to imprisonment for not less than one and not more than ten years.

(4) If offences under paragraphs 1 or 3 of this Article have been committed against a spouse or an extra-marital partner or partner of a registered same-sex civil partnership, the prosecution shall be initiated upon a complaint.

**Article 173: Sexual Assault on a Person Below Fifteen Years of Age**

(1) Whoever has sexual intercourse or performs any lewd act with a person of the same or opposite sex under the age of fifteen years shall be sentenced to imprisonment for not less than three and not more than eight years.

**Article 297: Public Incitement to Hatred, Violence or Intolerance**

(1) Whoever publicly provokes or stirs up ethnic, racial, religious or other hatred, strife or intolerance, or provokes any other inequality on the basis of physical or mental deficiencies or sexual orientation, shall be punished by imprisonment of up to two years.

5. **Employment Relationships Act**


- Article 6 provides for the equal treatment of job candidates and employees, regardless of sexual orientation or other personal circumstances.

*Note: The Act should also apply to military service, although it does not address the issue specifically. For more discussion on this point, see “Questionable cases: Slovenia:”*

[http://www.palmcenter.org/research/nations%20allowing%20service%20by%20openly%20gay%20people](http://www.palmcenter.org/research/nations%20allowing%20service%20by%20openly%20gay%20people)

**Article 6: Prohibition of discrimination and retaliation**

(1) Employers must ensure for job seekers (hereinafter: candidates) in gaining employment or workers during their employment relationship and in connection with the termination of employment contracts equal treatment irrespective of ethnicity, race or ethnic origin, national or social background, gender, skin colour, state of health, disability, faith or conviction, age, sexual orientation, family status, membership of unions, financial standing or other personal circumstance in accordance with this Act,
the regulations governing fulfilment of the principle of equal treatment and the regulations governing equal opportunities for women and men.

6. **Law on Marriage and Family Relations (1976)**

   - Articles 3(1) and 16 limit marriage to a man and a woman.
   - Article 135 limits joint adoption to opposite-sex spouses.


*Note: In 2009, the Supreme Court of Slovenia held that it will recognize legal adoption by same-sex partners in other countries. However, that case pertained to a second-parent adoption, and does not appear to extend to joint adoptions. English full text of the decision: [http://www.sodisce.si/mma_bin.php?static_id=20110413133235](http://www.sodisce.si/mma_bin.php?static_id=20110413133235)

**Article 3**

(1) Marriage is a legally regulated living community of a man and a woman.

**Article 16**

In order to conclude a marriage, it is necessary for two persons of different sex to state before a competent body, in a manner determined by law, their agreement to conclude the marriage.

**Article 135**

Nobody may be adopted by more than one person unless the adopters are a married couple.


   - In June 2011, the government of Slovenia enacted the Family Code, which granted same-sex partners all rights afforded to married couples except the status of marriage and the right to jointly adopt.
   - In February 2012, the Civil Initiative for the Family and the Rights of the Child gathered the 42,000 signatures needed to call a referendum to reject the law. The referendum passed 55% vs. 45%, and the Family Code was struck down. This
means that same-sex partners no longer have the rights afforded to married couples.

II. Case Law

Canadian Jurisprudence
No reported Canadian jurisprudence was found. Sources investigated include:

1. LexisNexis Quicklaw
   
   *Tribunal Cases, Immigration and Refugee Board Decision*
   
   Search terms: Slovenia! AND LGBT OR gay OR lesbian OR bisexual! OR homosexual! OR sexual orientation OR sexual identity
   
   *Court Cases, Federal Court of Canada, Group Source*
   
   Search terms: Slovenia! AND LGBT OR gay OR lesbian OR bisexual! OR homosexual! OR sexual orientation OR sexual identity

   
   Search terms: Slovenia!

*Note:* On LexisNexis Quicklaw, we also investigated all successor states to former Yugoslavia but unfortunately no cases were found.

III. Government Reports

United States of America

   
   
   - Report recognizes discrimination against LGBT persons as a human rights problem.
   - Government, police, and judicial support for anti-discrimination are generally adequate.
   - Notes that there were 5 instances of hate crimes against LGBT persons in 2012.
• “During the year [2013] the rate of calls for personal counseling (to address discrimination and harassment of LGBT individuals) remained within the high levels of the previous year.”

• Instances of violence and public discrimination especially around the time of the March 25, 2012 referendum on the Family Law (which made same sex adoption illegal by overturning the existing law that allowed it) and the June 4, 2012 pride parade.

The report devotes a significant section to addressing SOGI discrimination. An implicit theme is that although discrimination is predominantly coming from the general public, the official response has been satisfactory but lackluster. Hate crimes have been successfully prosecuted, but sentences are often lenient. Similarly, police statistics on hate crimes do not confirm the increase in SOGI related hated speech reported by NGOs and government officials. International observers may find the two hate crimes committed against foreigners and vandalism of the 2012 pride parade headquarters to be particularly symbolic.

European Union


• “There have been no reports of official prohibition of LGBT events. Similarly, there is no record of demonstrations against tolerance of LGBT people.”

• Between 2005 and 2010, isolated instances of violence have targeted members of advocacy groups, event organizers, patrons of a same-sex club, and participants in a pride parade.

• In both cases where members of the general public were assaulted, the victims did not press charges. The report offers no details as to why.

• Attacks were investigated and publically condemned by authorities.

• Notes two positive examples of prominent private-sector employers that have made progressive steps towards eliminating discrimination in the workplace.

This report contains a more in depth consideration of legal issues, including freedom of movement and family law issues, as well as employment issues related to SOGI. In addition, it explicitly takes into account transgndered issues. It notes that “[r]ather than on the basis of gender or sex, the Constitution prohibits discrimination of transgender people as discrimination on the basis of ‘any other personal circumstance.’”

The EU report highlights isolated instances of violence and widespread hate speech and graffiti around the time of pride parades. The EU report confirms the lack of official statistics on discrimination, but suggests that officials have been generally responsive. This 2010 report notes

1 Official Interpretation by the Commission for Constitutional Affairs of the Parliament of the Republic of Slovenia.
that in the 2009 case of three assailants of an activist who were each sentenced to 18 months in prison, “[t]he severity of the sentence was subject to public criticism as the perpetrators were relatively young and have had no prior criminal record. Also, they have publicly apologized to the victim.” As the 2012 US State Department report notes, this sentence was later commuted.


- Survey data suggests that intolerance on the grounds of SOGI has decreased since the 1990s until 2008.
- Generally, the attitudes in Slovenia are in the middle range of the spectrum between European states that are moderately discriminatory and those that are very discriminatory.
- According to research published in 2005, “53 percent of persons surveyed (N=443) have been victims of violence provoked by their sexual orientation.”
- “The most common forms of violence was psychological (91 percent), followed by physical (24 percent) and sexual (6 percent).”
- Violence happens most often in public places, committed by strangers.
- Same research suggests that 86% of these crimes go unreported, and of those reported only 30% were acted on.
- Notes that about 5% of complaints of labour discrimination were on the basis of sexual orientation, and most employees are hesitant to tell colleagues about their sexual orientation.
- The view that same sex attraction is a psychiatric condition remains, with 7% of LGBT persons reporting being told to seek treatment.

The report begins by noting that “[t]he attitudes toward LGBT persons in Slovenia, or at least homosexuals, have moved in a positive direction in recent years.” This report primarily reflects on long term improvements from the 1990s until the mid-2000s. Some of the improvements noted relate to the legal status of same sex couples which has been the topic of significant controversy since the report was published. The report is prepared as a summary of other sources by the European Union Agency for Fundamental Rights. The 2005 research is drawn from Alenka Svab and Roman Kuhar, The Unbearable Comfort of Privacy: The Everyday Life of Gays and Lesbians (Politike: Ljubljana, 2005), available at www.iiav.nl/epublications/2005/unbearable_confort_of_privacy.pdf.

*Note: the Government of Slovenia Ministry of Labour, Family, Social Affairs And Equal Opportunities publishes an annual report on labour discrimination which is only available in Slovenian.
IV. Reports for International Agencies and Non-Governmental Organizations

International Lesbian and Gay Association (ILGA)


- ILGA and Eurobarometer 2012 indicators put Slovenia’s levels of discrimination on the basis of sexual orientation as slightly worse than the European average.
- The Civil Initiative for Family and Children’s Rights organized a petition with 42,000 signatures requesting a referendum on the Family Code which was passed into law in 2011.
- The Family Code would have recognized the rights of same sex partnerships, but would continue to not allow same sex marriage or adoption.
- “55% of the voters voted against the bill, while 45% in favour. The turnout was low at 29.9%.”

This brief report summarizes noteworthy events in 2012 and confirms many of the events described in the US State Department report discussed above, including the three month probation sentence of a 24-year-old man for “setting up a Facebook group against the Pride March in 2010 and for posting hate speech and inciting violence through the media.” The report also notes that former students at a public high school in Postojna wrote an open letter against a lecture that was scheduled to be given at the high school by Luca di Tolve “a controversial Italian ‘ex-gay’...known for his intensive international promotion of the controversial ‘reparative therapy.’” In response, the lecture was moved to a local parish.

Lesbian Association SKUC-LL


- LGBT NGOs in Slovenia have not been given the opportunity by government officials to meaningfully participate in politics, even concerning LGBT issues.
- Discrimination in the workplace is a major concern that risks exacerbating social inequality.
- The 2003 Employment Relationship Act prohibits discrimination on the basis of sexual orientation, but allows an employer to dismiss an employee based on the employer’s personal opinions.
- "Our research among lesbian and bisexual women in Slovenia showed that only 24% of questioned lesbian women were regularly employed."
- Lesbian women are not permitted artificial insemination.
- 8% of lesbian women suffered discrimination in health services, including: “negative attitudes among gynaecologists[sic], explicit insults and derisive
treatment by medical personnel...even proposals of psychiatric treatment of homosexuality.”

According to their report, SKUC-LL is “the only lesbian women’s association in Slovenia.” Their website is http://www.ljudmila.org/lesbo/. The health services figures quoted above are similar to the statistics offered in the 2009 EU FRA report. Moreover, *The Unbearable Comfort of Privacy: The Everyday Life of Gays and Lesbians* (Politike: Ljubljana, 2005), available at www.ijav.nl/epublications/2005/unbearable_comfort_of_privacy.pdf, referenced in the 2009 EU FRA report notes that, prior to their research, one of the few quantitative studies of SOGI issues in Slovenia was conducted in 2001 by SKUC-LL using “non-random” sampling. This 2001 survey also reported similarly high instances of violence and harassment due to sexual orientation. In contrast to the findings of the 2005 study that violence was most often at the hands of strangers, however, SKUC-LL’s survey found that “[f]or women, those most commonly cited as perpetrators of acts of violence or harassment were acquaintances (30%), family members (20%) and co-workers (18%).”

*Note: Slovenia is tentatively scheduled to undergo the second cycle of the United Nations Human Rights Council Universal Periodic Review on July 21, 2014. Reports from the first cycle are currently available. Online: http://www.ohchr.org/EN/HRBodies/UPR/Pages/SISession7.aspx*

### V. Newspaper and Media Reports

1. “Slovenian President leads pride parade while thousands march in Croatia,” Andrew Potts, Gay Star News, June 2013.
   Online: http://www.gaystarnews.com/article/slovenian-president-leads-pride-parade-while-thousands-march-croatia160613
   *President Borut Pahor led Slovenia’s pride parade, which was free of violence this year.
   *The theme of the parade was “Freedom and Solidarity are a Same-Gender Couple” and it attracted approximately 600 marchers.
   *March organizers had released statements encouraging Slovenians to focus on demanding constitutional equality, and to not let these concerns fall to the wayside amidst economic struggles.
   *They stressed how basic equality rights need to be recognized before the actual problem of “equal participation in the search for solutions to the societal problems” can be addressed.

   Online: http://www.gaystarnews.com/article/slovenias-judges-demands-new-laws-gay-couples100413
   *Constitutional Court rules that the country’s old Family Code discriminates against same-sex couples."
• Same-sex couples should have the same rights regarding inheritance and succession as straight couples.
• Seven out of nine judges voted to ask Parliament to change the law within six months.
• A compromised version of the Family Code was implemented in 2011, granting same-sex couples all rights of marriage but reserving the term “marriage” for the union of “a man and a woman.”

   Online: http://www.rawstory.com/rs/2012/03/25/slovenian-referendum-unexpectedly-rejects-rights-for-same-sex-couples/
   • The referendum was forced by conservative civil groups, backed by the Catholic Church, and targeted the implementation of the new Family Code passed by parliament in June 2011.
   • The Family Code would have allowed homosexual couples to register their partnership and gain rights relating to inheritance, succession, property and hospital visitation rights.
   • A notable exception/omission in the Code was gay couples could not jointly adopt a child, though one partner can adopt the child of the other.
   • Opponents of the revised Code held it devalued the institution of family.
   • The referendum means the previous Family Code, enacted in 1976, would remain in force for at least one more year as a rejected bill must wait 12 months before returning to Parliament.

   Online: http://www.gaystarnews.com/article/gay-kosovan-couple-denied-asylum-slovenia
   • This is the second time the couple has had their request denied as the Minister of Interior found the two men were not at risk of danger in their native Kosovo.
   • The decision has been called “discriminatory and shameful for a democratic state” by members of the Eastern European lesbian group ŠKUC-LL, who commented that people are persecuted for their sexual orientation in Kosovo.

   • Officer Oliver McNally was attacked after a stag alongside two other men.
   • They were beaten with metal police-style batons by men who they had previously encountered at a club.
   • Police were investigating the alleged homophobic attack.
   • March organizers had released statements encouraging Slovenians to focus on demanding constitutional equality, and to not let these concerns fall to the wayside amidst economic struggles.
They stressed how basic equality rights need to be recognized before the actual problem of “equal participation in the search for solutions to the societal problems” can be addressed.

VI. Scholarship

Online: http://policy.hu/takacs/pdf-lib/Sodobna2009-4.PDF

- A thematic issue focused on the topic of homosexuality and homophobia in the Slovenia education system.
- Only the forward “Breaking the Wall of Silence” (which includes a summary of the articles) and the article “LGBT youth at school: being threatened by heteronormative oppression” are available in English.
- Homosexuality is excluded from school curricula.
- Interviews with Slovenian students and teachers show that the lack of education on homosexuality promotes bullying by students and non-reaction by teachers.
- Interviews with Slovenians include: a teacher afraid to lose his job, student who mentions textbook listing homosexuality as “unusual sexual behaviour,” and students recalling insensitive remarks by teachers and professors.
- 98% of students reported hearing nothing about homosexuality at school.
- Concludes that the education system is extremely heteronormative, and in contravention with the European Convention for the Protection of Human Rights and Fundamental Freedoms.

Online: http://pdc.ceu.hu/archive/00003433/01/MI_gay_eng.pdf

- Often cited as the most comprehensive survey of LGBT people in Slovenia.
- 443 respondents (66% male, 34% female).
- 76% indicate their parents never or rarely discussed homosexuality with them.
- 45% indicate schools never mentioned homosexuality.
- 92% indicated coming out to their friends was a positive experience.
- 10% do not feel comfortable discussing their sexuality with friends; 18% indicated they lost a friend due to their sexuality.
- 31% of men and 33% of women reported positive experiences coming out to their mothers (41% of men and 37% of women reported a negative experience); 29% of men and 43% of women reported a positive experience coming to their father (43% of men and 37% of women reported a negative experience).
- 3% indicated estrangement with the family.
- 49% have come out to none or few of their work colleagues.
• 94% indicate they have not experienced violence or discrimination in the workplace.
• 53% indicate they have been subjected to some form of violence provoked by their sexual orientation, including psychological (91%), physical (24%), and sexual (6%). Most violence takes place in public places.
• The study concludes that lack of education deepens or elevates feelings of alienation for young LGBT people, and there’s greater fear and lack of acceptance in public domain than in private circles.


• In 1990, 50% did not want a LGBT person as their neighbour; in 2008, fell to 34%.
• Shift from overt violence to more covert and subtle forms of discrimination.
• Media reports homophobic events neutrally, without condemnation (including homophobic political speeches).
• Includes statements from a focus group on treatment of LGBT students in schools: teachers who refuse to teach gay students; a nurse who taught that homosexuality is an illness; silence on LGBT issues in health/sex-ed.


• A survey of attitudes towards homosexuality; data comes from surveys conducted in 1999-2000.
• 44.3% of Slovenians “would not like to have a homosexual neighbour” (by comparison: UK has 24.3% and Russia had 57.9%).
• The percentage of respondents who said homosexuality is “never justified” less than the percentage of respondents who said homosexuality is “always justified” (% never - % always): 20.7% in Slovenia (by comparison: 10.4% in UK and 68.4% in Russia).


On a scale from 1 (never justified) to 10 (always justified), Slovenians scored homosexuality at 2.97 in 1992 and 4.41 in 1999. By comparison: UK (3.42 in 1990, 5.08 in 1999), Russia (1.26 in 1990, 2.03 in 1999), and Canada (4.14 in 1990, 5.61 in 2000).