

Framet national contribution to the Fundamental Rights Report 2025

Part 1: Political participation and equality in elections

Part 2: Protecting women victims of violence

Slovenia

Disclaimer

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Frانيت national contribution to the Fundamental Rights Report 2025

Political participation and equality in elections

Slovenia

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Contents

1. Inclusiveness of the 2024 elections	3
2. Violence and intimidation during 2024 elections	5
3. Attempts at online and offline disinformation and manipulation of voters during 2024 elections	6
Annex 1 – Promising practice	8

1. Inclusiveness of the 2024 elections

The 2024 European election, the only election falling under the scope of the report, was the first election after election law was amended in January 2024, granting active and passive suffrage to persons placed under guardianship (persons with intellectual or psychosocial disabilities)¹ and thus enfranchising 4,026 people.² Voter turnout was 41,31% amongst men and 41,5% amongst women, and most significant in the 60+ age group (49,6%) while least significant in the 31-45 age group (32,24%).³ Three female and 6 male MEPs were elected with a 40% quota for women on candidate lists in place.

Before the election, the Advocate of the Principle of Equality (*Zagovornik načela enakosti*), the national Equality Body, addressed numerous recommendations to the State Election Commission (*Državna volilna komisija*)⁴ and the Ministry of the Interior (*Ministrstvo za notranje zadeve*)⁵ to ensure the election materials (including ballots) and procedures are inclusive for people with a wide range of disabilities and in line with domestic election law. The Advocate considers its recommendations were not implemented. Instead, the State Election Commission informed voters of alternative ways of voting (for instance, by post) and of the option for those with long-term physical, mental, intellectual or sensory impairment to bring an assistant of their choice to the polling station to help them with casting their vote, as permitted by law.

Election law allows voters who are detained, imprisoned, hospitalised, or placed into institutional care to request to vote from detention, prison, hospital, or institutional

¹ Slovenia, [Act Amending the National Assembly Elections Act \(ZVDZ-E\)](#) (*Zakon o spremembah in dopolnitvah Zakona o volitvah v državni zbor (ZVDZ-E)*), 30 January 2024.

² Sonček – Cerebral palsy association of Slovenia (*Zavod Sonček – Zveza društev za cerebralno paralizo Slovenije*) (2024) '[Volilna pravica ni kaprica: 9. junija smo se prav vsi lahko odpravili na volitve](#)' 10 June 2024.

³ Slovenia, State Election Commission (*Državna volilna komisija*) (2024) [Statistični podatki o volilni udeležbi po spolu in starostnih skupinah](#), Ljubljana.

⁴ Slovenia, Advocate of the Principle of Equality (*Zagovornik načela enakosti*) (2024) [Recommendations of the Advocate of the Principle of Equality regarding the accessibility of election materials, procedures and guidelines for election authorities](#), 22 March 2024.

⁵ Slovenia, Advocate of the Principle of Equality (*Zagovornik načela enakosti*) (2024) [Recommendations of the Advocate of the Principle of Equality regarding the accessibility of election materials, procedures and guidelines – MNZ](#), 8 May 2024.

care at least 10 days before the election. For those institutionalised with less than 10 days before the election, the deadline to request to vote remotely is extended to 5 days before the election. Those who fall ill but remain in home care can request to vote from home at least 3 days before the election.⁶ Though these provisions follow the aim of inclusivity, they de facto disenfranchise anyone who is institutionalised within 5 days before the election, or who becomes ill and is in home care within 3 days before the election since they can no longer request to vote from their location.

Though homeless people are not disenfranchised by law and enjoy active and passive suffrage, they may face additional obstacles in exercising their right to vote due to their homelessness. To alleviate them, since 2017, when Article 19 of the Residence Registration Act (*Zakon o prijavi prebivališča*) came into force, homeless people are assigned a “statutory residence” (*zakonsko prebivališče*) at the municipality in which they live, which allows them to receive mail, including election materials, to an address of their own choosing.⁷ Additionally, even if election materials cannot be delivered to a homeless person, they can cast their vote regardless by presenting a certificate of inclusion in the electoral register which they can obtain from their local administrative unit (*upravna enota*).⁸

⁶ Slovenia, [National Assembly Election Act](#) (*Zakon o volitvah v državni zbor*) 10 September 1992 and subsequent modifications; Slovenia, [Election of Members of the European Parliament from the Republic of Slovenia Act](#) (*Zakon o volitvah poslancev iz Republike Slovenije v Evropski parlament*) 25 October 2002 and subsequent modifications.

⁷ Slovenia, [Residence Registration Act](#) (*Zakon o prijavi prebivališča*) 14 July 2016 and subsequent modifications.

⁸ Slovenia, [Voting Rights Register Act](#) (*Zakon o evidenci volilne pravice*) 19 November 2013 and subsequent modifications.

2. Violence and intimidation during 2024 elections

Though not explicitly related to the election, a group of around 50 men using explicitly Nazi symbols and gestures held a rally two days before the European election in Ljubljana, marching through the city centre.⁹ About two weeks prior to the rally, the group posted a video online of their members tying a migrant to a light pole and putting a noose around his neck.¹⁰ Before and after the rally, the group had publicly endorsed and supported one of the candidates running in the European election, Mr Branko Grims of the Slovenian Democratic Party (*Slovenska demokratska stranka*).¹¹ Mr Grims appeared in a podcast with a member of the neo-Nazi group in the run-up to the election and was eventually elected as an MEP.

A couple of weeks before the election, the lead candidate for one of the parties running in the European election, Mr Peter Gregorčič of the Slovenian People's Party (*Slovenska ljudska stranka*), was assaulted by an intoxicated and unruly individual while attending a wine festival.¹² There is no evidence or indication that the assault was politically motivated.

⁹ Premrov Ž., Gračanin E. (2024) '[Dezinformacije od SOS do SDS](#)', *Oštro*, Center za preiskovalno novinarstvo v jadranski regiji, 6 August 2024.

¹⁰ Slovenia, Zavod PIP – Legal and Informational Centre Maribor (*Zavod PIP - Pravni in informacijski center Maribor*) (2024) '[Sovražni govor v skritih skupinah: "Mešanje ras je kršenje naravnih zakonov"](#)' 10 June 2024.

¹¹ Premrov Ž. (2024) '[Povezovanje skrajne desnice na telegramu](#)', *Oštro*, Center za preiskovalno novinarstvo v jadranski regiji, 12 August 2024.

¹² N1 Slovenija (2024) '[Mlajši moški v Metliki udaril nosilca liste SLS na evropskih volitvah](#)', 18 May 2024.

3. Attempts at online and offline disinformation and manipulation of voters during 2024 elections

On 21 March 2024 the Ministry of Foreign and European Affairs (*Ministrstvo za zunanje in evropske zadeve*) announced that it declared a Russian diplomat a *persona non grata* for ‘performing activities inconsistent with his diplomatic status.’¹³ The media later reported the diplomat in question to be deputy military attaché Mr Sergei Lemeshev, who was suspected of being a member of the Russian Foreign Intelligence Service in charge of facilitating entry into Slovenia of dozens of Russian citizens with the aim of constituting and coordinating Russian propaganda-related activities in the country.¹⁴ Soon after the media reported that Mr Lemeshev was in regular contact with members of one of the parties running in the European election, the Truth Party (*Stranka Resni.ca*), including the former Director General of the Police ad interim (*vršilec dolžnosti generalnega direktorja policije*) who was one of the candidates for the Truth Party.¹⁵ The party openly admitted to being in regular contact with Mr Lemeshev and eventually received 3.97% of the vote in the European election.

To combat disinformation, on 15 March 2024 the Government Communication Office (*Urad Vlade Republike Slovenije za komuniciranje*) launched the “Disinformation” project that aims to inform and educate the public on different types and effects of disinformation through publishing weekly overviews of circulating disinformation, podcasts on disinformation, and serving as a hub with links to additional information on disinformation.¹⁶

More directly related to the election and attempts to manipulate voters, the Slovenian Democratic Party (*Slovenska demokratska stranka*) appealed to voters to only vote on

¹³ Slovenia, Ministry of Foreign and European Affairs (*Ministrstvo za zunanje in evropske zadeve*) (2024), ‘[Razglasitev ruskega diplomata za nezaželeno osebo](#)’, press release, 21 March 2024.

¹⁴ Cirman, P. (2024) ‘[Izgnani ruski “diplomat” je bil obveščevalec. Je v Sloveniji vodil mrežo trolov?](#)’, *Necenzurirano*, 23 March 2024.

¹⁵ G.K. (2024) ‘[V stranki Resnica zanikajo prorusko usmerjenost](#)’, *Prvi program Radia Slovenija*, 4 April 2024.

¹⁶ Slovenia, (2024), gov.si, ‘[Dezinformacije](#)’, 15 March 2024.

election day since the security arrangements put in place to protect ballot boxes used in early voting were allegedly questionable.¹⁷ The State Election Commission (*Državna volilna komisija*) responded to these calls by changing the way early voting ballot boxes were stored and sealed before the votes were counted.¹⁸

¹⁷ Slovenia, Slovenian Democratic Party (*Slovenska demokratska stranka*) (2024) '[Janez Janša: Pozivamo volivke in volivce, da ne glasujejo na predčasnih volitvah, ampak svoj glas oddajo v nedeljo](#)', press release, 4 June 2024.

¹⁸ Slovenia, State Election Commission (*Državna volilna komisija*) (2024) '[Zapisnik 74. seje Državne volilne komisije](#)' 9 May 2024.

Annex 1 – Promising practice

Promising practice	
Title (original language)	Volilni vodiči ¹⁹
Title (EN)	Election guides
Organisation (original language)	Danes je nov dan, Inštitut za druga vprašanja (DJND)
Organisation (EN)	Today is a New Day, Institute for Other Studies
Government / Civil society	Civil society
Funding body	European Parliament, European Commission, self-funding
Reference (incl. URL, where available)	<ul style="list-style-type: none"> - https://vodici.djnd.si/volitve/evropske/ - https://vodici.djnd.si/zemljevid/omnia/evropske/ - https://vodici.djnd.si/zemljevid/predcasno-glasovanje/evropske/ - https://izvoli.eu/sl/
Indicate the start date of the promising practice and the finishing date if it has ceased to exist	The promising practice is a collection of voting guides DJND prepare ahead of each election in Slovenia. DJND set up these platforms as soon as data is made available by the relevant stakeholders, that is the State Election Commission (<i>Državna volilna komisija</i>) regarding the tools that help people find pool stations or identify alternative ways of voting relevant to them, and the candidates running in the election regarding the tool that matches your political views you with a candidate. This happens usually around a month ahead of the elections. For the 2024 EU election, DJND launched voting guides on 29 April 2024 and the voting aid application Izvoli.eu on 9 May 2024.
Type of initiative	Election guides, digital tools, Get Out The Vote initiatives
Main target group	Citizens, with special focus on young and first time voters
Indicate level of implementation: Local/Regional/National	National, except the tool that matches your political views with a candidate (izvoli.eu) which was also implemented in other EU Member States (on the EU level) through the VoteMatch Europe initiative.

¹⁹ Information in this table was provided by Today is a New Day, Institute for Other Studies (*Danes je nov dan, Inštitut za druga vprašanja*) upon request (email, 22 November 2024).

Promising practice	
<p>Brief description (max. 1000 chars)</p>	<p>DJND implemented four initiatives to raise awareness on the voting process and encourage voter participation. The guide "I want to vote in the European Parliament elections and referendums, but..." provided information and support to voters facing challenges such as living abroad or having disabilities, promoting inclusivity. The OMNIA map provided an interactive guide to polling stations for voters outside their home constituency, with instructions on pre-registration. The early voting polling stations map helped voters find their nearest station and access details to enable early participation. Lastly, Izvoli.eu, developed in collaboration with VoteMatch Europe, offered a voting aid application with statements addressed by running parties, helping users identify their alignment with political options both nationally and across Europe. All tools were create with a view to increasing political participation and making elections accessible to all.</p>
<p>Highlight any element of the actions that is transferable (max. 500 chars)</p>	<p>Izvoli.eu was set up under the umbrella of VoteMatch Europe, an EU initiative, so transferability is already proven. The app can be used in any country and for any elections.</p> <p>Election guides for the EU elections can also be easily translated and used in any other country (for EU or any other election). Data on how and where one can vote is not transferable (as it is jurisdiction-specific) and needs to be collected by a local partner.</p> <p>All the code DJND produces is open source, meaning any tool can be used (or adapted) by anyone for free.</p>
<p>Give reasons why you consider the practice as sustainable (as opposed to 'one off activities')</p>	<p>DJND has been preparing election guides since 2015, and voting aid applications in some form since 2018, demonstrating the sustainability of the practice. Once the platforms are developed, only updated data collection work is necessary for each election.</p>
<p>Give reasons why you consider the practice as having concrete measurable impact</p>	<p>The impact of the practice is easily measurable through following the number of visits for each of the voting guides. While DJND does not track personal data such as age of website visitors in order to respect data privacy, they do register essential metrics on website traffic. Their Izvoli.eu guide had 48,200 unique visits and 80,700 aggregate visits in 2024. Other voting guides had 11,500 unique and 13,000 aggregate visits since 2022.</p>

Promising practice	
<p>Give reasons why you consider the practice as transferable to other settings and/or Member States?</p>	<p>Izvoli.eu was set up under the umbrella of VoteMatch Europe, an EU initiative, so transferability is already proven. The app can be used in any country and for any elections.</p> <p>Election guides for the EU elections can also be easily translated and used in any other country (for EU or any other election). Data on how and where one can vote is not transferable (as it is jurisdiction-specific) and needs to be collected by a local partner.</p> <p>All the code DJND produces is open source, meaning any tool can be used (or adapted) by anyone for free.</p>
<p>Explain, if applicable, how the practice involves beneficiaries and stakeholders in the design, planning, evaluation, review assessment and implementation of the practice</p>	<p>The practice actively involved beneficiaries and stakeholders throughout its design, planning, and implementation phases, ensuring broad participation and relevance. From the outset, DJND collaborated with the VoteMatch network to develop a comprehensive set of questions for the voting aid application, ensuring their relevance and alignment with diverse international perspectives. Additionally, young voters were engaged through in-person events and surveys to co-create a set of statements. This collaborative approach ensured that the topics addressed resonated with their priorities and experiences. The involvement of Slovenian youth ambassadors and focus groups also provided valuable insights into the attitudes and concerns of young people, directly shaping the voting aid application's content and communication strategies. DJND collaborated with NGOs and influencers to amplify the reach of the voting aid application, leveraging their networks to engage a wider audience and drive participation. Their support was instrumental in spreading awareness and ensuring the app resonated with key demographics, particularly young voters.</p>
<p>Explain, if applicable, how the practice provides for review and assessment</p>	<p>See above regarding the measurability of the impact of the practice.</p>

Franež national contribution to the Fundamental Rights Report 2025

Effectively protecting women victims of violence

Slovenia

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Contents

1. Legal and Policy measures to address violence against women including its criminalisation	3
2. Standing of victims of gender-based violence during criminal proceedings	14
3. Annex 1 – Promising practice	16
4. Annex 2 - Case law	20

1. Legal and Policy measures to address violence against women including its criminalisation

If relevant, please describe what measures were taken to ratify or implement the Istanbul Convention or prepare for the transposition of the VAW Directive. If relevant, please describe particular aspects of these measures relating to:

- a. Technology-facilitated gender-based violence, specifically non-consensual sharing of intimate or manipulated material (Art. 5 VAW Directive), cyber stalking (Art. 6 VAW Directive), cyber harassment (Art. 7 VAW Directive) and cyber incitement to violence or hatred (Art. 8 VAW Directive).
- b. Reporting crimes of violence against women, including third party reporting and/or the use of technology to report (online or in-app reporting) (Art. 14(1) VAW Directive).
- c. Secondary victimization (e.g. negative treatment of victims by the police/criminal justice system) and repeat victimisation (e.g. common in intimate partner relationships), including adoption of immediate response measures such as barring orders (Art. 50 - 52 of the Istanbul Convention and Art. 16 (5) and 19 VAW Directive), restraining and protection orders (Art 53 Istanbul Convention and Art. and 19 VAW Directive), and other measures such as protecting victims against intimidation (Art. 56 Istanbul Convention and Art. 18, 20 and 21 VAW Directive).
- d. Women victims of violence who are public representatives, journalists or human rights defenders (for example allowing this to be regarded as an aggravating circumstance, Art. 11 (n) VAW Directive).

Table 1 – Legislative and policy measures

Legislative act / Policy measure (including web-link)	Specific provision / paragraph / page	Briefly describe the specific focus on women as victims of violence (including specific aspects asked about in a-d)
The Resolution on the National Programme for the Prevention of Domestic	p. 2 p. 26 p. 30 p. 31	The Resolution is the umbrella document for tackling domestic violence and violence against women. It has been 15 years, or seven governments, since the last adoption of such a document. The Resolution contains three aspects asked about:

Legislative act / Policy measure (including web-link)	Specific provision / paragraph / page	Briefly describe the specific focus on women as victims of violence (including specific aspects asked about in a-d)
<p>Violence and Violence against Women 2024-2029.¹</p> <p>Measures relating to a., b., c.</p>		<p>Add a.</p> <p>A commitment to pay special attention also to preventing online violence and harassment (p. 2).</p> <p>Among its OBJECTIVE 3 (Ensuring highly trained and professional staff to deal with domestic violence, violence against women and victims of such violence in their work), the Resolution stipulates a measure to train professional providers of social welfare programmes, workers in the judiciary and police on the sexual nature of stalking and its online dimension (p. 26).</p> <p>Among its OBJECTIVE 4 (Achieving zero tolerance of domestic violence and violence against women, high social awareness and preventive action), the Resolution envisages the following measures:</p> <ul style="list-style-type: none"> - Regular annual awareness-raising and training on online violence against women and children for primary and secondary school pupils and students (Measure no. 8, p. 30); - Regular training and information on the pitfalls of online violence against children for educators and practitioners (Measure no. 9, p. 31); - Raising parents' awareness of the pitfalls of online violence (Measure no. 10, p. 31).

¹ Slovenia, The Resolution on the National Programme for the Prevention of Domestic Violence and Violence against Women 2024-2029 ([Resolucija o nacionalnem programu preprečevanja nasilja v družini in nasilja nad ženskami 2024-2029](#)), 26 April 2024. Adopted by the National Assembly of the Republic of Slovenia (*Državni zbor Republike Slovenije*) on the basis of the basis of Article 11 of the Prevention of Domestic Violence Act ([Zakon o preprečevanju nasilja v družini](#)), 1 February 2008.

Legislative act / Policy measure (including web-link)	Specific provision / paragraph / page	Briefly describe the specific focus on women as victims of violence (including specific aspects asked about in a-d)
	p. 33	
E-government portal: - Anonymous reporting of domestic violence ² - Reporting violent sexual practices ³ Measures relating to b.		The e-government portal enables anonymous reporting of crimes, including the two reported ones. It is in use in 2024. The reporting system is part of the portal managed by the Ministry for Digital Transformation (<i>Ministrstvo za digitalno preobrazbo</i>). ⁴ Anonymous reporting of domestic violence:

² Slovenia, eGovernment: Reporting of domestic violence ([eUprava: Prijava nasilja v družini](#)), unclear date.

³ Slovenia, eGovernment: Reporting violent sexual practices ([eUprava: Prijava nasilnih spolnih ravnanj](#)), unclear date.

⁴ More about the eGovernment portal: It is the state portal of the Republic of Slovenia for citizens and the electronic entry point for various services provided by state or public administration bodies. Information on services is gathered in thematic areas that track all the major events in a person's life, from birth, through schooling and employment, to retirement. The descriptions of the individual services are designed to guide users through the procedures to be followed with one or more public administration bodies in a clear and comprehensible way. After basic information on where and how to access the service, an application form is also available. To submit electronic applications and access the services of the My eGovernment module, users must have a qualified digital certificate from Slovenian issuers installed. Electronic applications are available on the Slovenian language version of the portal, while those intended for members of the two national minorities are published on the Italian and Hungarian language versions of the portal.

Legislative act / Policy measure (including web-link)	Specific provision / paragraph / page	Briefly describe the specific focus on women as victims of violence (including specific aspects asked about in a-d)
		<p>The portal explains domestic violence, e.g. as a form of violence that is widespread across all age, social, educational and occupational levels and mainly affects the most vulnerable groups of people: children, women and older adults. It shortly explains the typical escalation of domestic violence, e.g. how it starts inconspicuously and is labelled with different names, such as jealousy, and how violence escalates and does not stop on its own. It always leaves, if not physical, then mental consequences, which are all the more serious, the more intense the violence and the longer it lasts. The portal also explains the criminal offence "Domestic violence" as stipulated as a crime in the Criminal Code from 2008 onwards, and its relation to other crimes, such as various forms of bodily harm, such as a sexual offence or murder.</p> <p>Reporting violent sexual practices: A victim can make the report, or someone else can report violent sexual behaviour on behalf of the victim, who may not be able to do so themselves. The portal includes a short description of the practices and several types of violent sexual acts, including other sexual acts that are perceived as coercive or that occur without the victim's consent. The portal briefly describes that sexual offences are acts of sexual, physical and psychological violence and represent one of the most serious violations of a victim's integrity. The portal encourages victims and others to report such crimes even if they are not sure whether the case they want to report is a crime. The portal includes a reassurance that people can provide information entirely anonymously, and even if the information is</p>

Legislative act / Policy measure (including web-link)	Specific provision / paragraph / page	Briefly describe the specific focus on women as victims of violence (including specific aspects asked about in a-d)
		seemingly insignificant, it may be relevant to help police investigate crime effectively.
Police web application for victims of crime. ⁵		The Police manages the web form, which is in use in 2024. The web application enables victims to receive information about the course, stage and conclusion of the pre-trial proceedings for the crime in which a victim was harmed. By entering the required information in the fields, a person receives an automatic notification from the official Police records.
The Resolution on the National Programme for the Prevention and Suppression of Crime 2024-2028 ⁶		The Resolution describes several forms of violence and explicitly describes domestic violence and violence against women (chapter 7.2.1). It defines the latter as taking many forms, from intimate partner violence to stalking, sexual violence, forced marriage, female genital mutilation, forced abortion and forced sterilisation, sexual harassment and cyber-violence.

⁵ Slovenia, Ministry of the Interior of the Republic of Slovenia, Police, Informing victims of crime portal ([Obveščanje oškodovancev kaznivih dejanj](#)), unclear date.

⁶ Slovenia, The Resolution on the National Programme for the Prevention and Suppression of Crime for the period 2024-2028 ([Resolucija o nacionalnem programu preprečevanja in zatiranja kriminalitete za obdobje 2024–2028](#)), 26 April 2024. Adopted by the National Assembly of the Republic of Slovenia (*Državni zbor Republike Slovenije*) on the basis of Article 135 of the Police Act ([Zakon o policiji](#), ZPol), 17 June 1998 with subsequent amendments.

Legislative act / Policy measure (including web-link)	Specific provision / paragraph / page	Briefly describe the specific focus on women as victims of violence (including specific aspects asked about in a-d)
	7.2.4.6	<p>The Resolution includes the following measures for the prevention of violence against women:</p> <p>Strategy/programme 7.2.4.6 – Effective inter-institutional cooperation, education and training of practitioners: the strategy includes Conducting regular (compulsory and optional), systematic and inter-ministerial education and training for employees of social work centres that deal with the problems and victims of domestic violence and violence against women, as well as victims of sexual violence and perpetrators of violence in their work. It also envisages setting up a permanent inter-ministerial working body to deal with domestic violence and violence against women.</p>
	7.2.4.7	<p>Strategy/programme 7.2.4.7 – Drafting a new resolution on a national programme to prevent domestic violence and violence against women. The goal is to identify the objectives and actions that will achieve the following improvements:</p> <ul style="list-style-type: none"> - Strengthening and improving the quality of programmes in the field of domestic violence and violence against women; - Improved treatment, status and protection of victims of such violence; - (Further) improving the professionalism of staff dealing with domestic violence and violence against women in their work; - Greater awareness and zero tolerance towards domestic violence and violence against women;

Legislative act / Policy measure (including web-link)	Specific provision / paragraph / page	Briefly describe the specific focus on women as victims of violence (including specific aspects asked about in a-d)
	7.2.4.8	<ul style="list-style-type: none"> - Improved regulations on the prevention of domestic violence and violence against women; - Improvements in the monitoring of domestic violence and violence against women; and - Improved organisation and stakeholder participation and sustainability of the system. <p>Strategy/programme 7.2.4.8 – social protection programmes for violence prevention and crisis accommodation: Social protection programmes in the field of violence prevention include telephone counselling, counselling centres for victims of violence, comprehensive treatment programmes for victims of (sexual) abuse, integrated assistance and support for victims of (sexual) abuse, maternity homes, safe houses and shelters, and crisis centres. Measures will include:</p> <ul style="list-style-type: none"> - widening the coverage and strengthening of the network of social protection programmes to help victims of domestic violence, violence against women, - analysing the need for and setting up new programmes to help victims of all forms of violence, - evaluating and reforming the concept of crisis centres, with a particular focus on the treatment and protection of young victims of violence. <p>Strategy/programme 7.2.4.9 - working with perpetrators of violence: Actions will include:</p> <ul style="list-style-type: none"> - widening the coverage and strengthening the network of social protection programmes for perpetrators of domestic violence and violence against women

Legislative act / Policy measure (including web-link)	Specific provision / paragraph / page	Briefly describe the specific focus on women as victims of violence (including specific aspects asked about in a-d)
<p>that person was a public representative, a journalist or a human rights defender may be considered an aggravating circumstance according to general rules of sentencing ("mitigating and aggravating circumstances") (Article 49 of the Criminal Code).⁷ Moreover, a new hate crime provision (Paragraph 3 of Article 49 KZ-1) from 2023⁸ also stipulates that if the victim's gender or "any other personal circumstance" contributed to the commission of the offence, this should be considered an aggravating circumstance.</p>	<p>Article 49</p>	<p>circumstance, e.g., that person was a victim due to being a public representative, a journalist or a human rights defender.</p> <p>The risk assessment form allows for a more realistic assessment of the risk of the victim. It has been developed by the Ministry of Justice, in cooperation with representatives of the Supreme State Prosecutor's Office and the Police. Previously, the police used a closed-ended questionnaire, but now the Ministry of Justice updated it so that a descriptive assessment is also possible. Most of the questions are also designed to take into account the requirements of the Gender-based Violence Directive. In order to obtain a realistic assessment of the victim's risk, the Ministry tested the questionnaire with past already closed cases.</p> <p>The Article 7 of the amendments from June 2024 stipulates that the Victim Support Service may formulate or complete an individual risk assessment of the victim, as it has contacts with individual victims when they are summoned to court. According to the previous regime, only the police and the public prosecutor's office could formulate or complete the risk assessment. In practice, there are currently two victim support services: at the District Court Ljubljana and the District Court Maribor.</p>

⁷ Slovenia, Criminal Code ([Kazenski zakonik, KZ-1](#)), 20 May 2008 with subsequent amendments.

⁸ Slovenia, Act amending and supplementing the Criminal Code ([Zakon o spremembah in dopolnitvah Kazenskega zakonika, KZ-1J](#)), 27 January 2023.

Legislative act / Policy measure (including web-link)	Specific provision / paragraph / page	Briefly describe the specific focus on women as victims of violence (including specific aspects asked about in a-d)
<p>Measures relating to c.:</p> <p>The Ministry of Justice⁹ prepared a new form for assessing the risk of victims of crime, which was put into practice in 2024.</p> <p>The amendments of the Criminal Procedure Act (ZKP-K)¹⁰</p>	<p>Article 7</p>	

⁹ E-mail correspondence with the Ministry of Justice (*Ministrstvo za pravosodje*) from 21 October 2024.

¹⁰ Slovenia, Act Amending and Supplementing the Criminal Procedure Act ([Zakon o spremembah in dopolnitvah Zakona o kazenskem postopku](#), ZKP-P), 28 June 2024.

2. Standing of victims of gender-based violence during criminal proceedings

Please briefly elaborate on the standing of victims of gender-based violence in 2024 during criminal proceedings (as witness, civil party, damaged party, auxiliary prosecutor or party to the proceedings).

Under the general rules of criminal procedure, the injured party – defined as the procedural position of a victim – can actively participate in criminal proceedings and influence their course. The procedural rights of the injured party closely resemble those of the parties, namely the prosecutor and the defendant.¹² For instance, the injured party has the right to inspect the case file (Article 59 of the Criminal Procedure Act¹³), propose evidence (Articles 59 and 329 of the Criminal Procedure Act), and appeal against the judgement (Article 367 of the Criminal Procedure Act).

The court can implement several protective measures to protect injured parties and witnesses from secondary victimisation, intimidation, or retaliation. The selection of these measures is based on individual assessment of the victim, which is prepared by state authorities – such as the police, prosecution, or court – during the initial contact with the victim.¹⁴ The individual assessment determines the extent to which the victim needs special protection (Article 143č of the Criminal Procedure Act). Among the protective measures outlined in the legislation for victims in criminal proceedings are the following: During criminal proceedings, a victim of violence is allowed to be accompanied by a person of their own choosing (Article 65 of the Criminal Procedure Act). Authorities must prevent any unwanted contact between the injured party and the defendant unless such contact is necessary for the successful conduct of the proceedings (Article 65 of the Criminal Procedure Act). The injured party may request updates on the progress of the criminal proceedings, as well as information regarding the release or escape of the defendant or the suspect from custody or house arrest (Article 65a of the Criminal Procedure Act). Police interviews with the victims of criminal offences against

¹² Slovenia, Constitutional Court of the Republic of Slovenia, [Decision No. Up 320/14](#), 14 September 2017.

¹³ Slovenia, Criminal Procedure Act ([Zakon o kazenskem postopku](#), ZKP), 29 September 1994, with subsequent amendments.

¹⁴ Šugman, K., Gorkič, P., Fišer, Z. (2020). [Temelji kazenskega procesnega prava](#). Ljubljana: GV založba, pp. 292-293.

sexual integrity, domestic violence, violent criminal offences, or criminal offences committed against the injured party due to their gender must be conducted by the same person and, if requested, by a person of the same gender as the victim (Article 148b of the Criminal Procedure Act). The questioning of injured parties who need special protection in criminal proceedings can be conducted with the assistance of an expert and in specially adapted premises (Article 240 of the Criminal Procedure Act). Additionally, witnesses may be questioned via videoconference if justified reasons are provided (Article 244a of the Criminal Procedure Act). To protect an injured party's personal or family life, the court may exclude the public from all or part of the main hearing. When the public is excluded from the main hearing, all present at the hearing – including the parties, representatives, defence attorney, and the injured party) – are obligated to keep confidential any information disclosed during the proceedings (Article 295 of the Criminal Procedure Act).

3. Annex 1 – Promising practice

Promising practice	
Title (original language)	Strokovni posvet o nasilju v družini z gledališko predstavo in okroglo mizo v SNG Nova Gorica
Title (EN)	Expert consultation on domestic violence with theatre performance and round table at the Slovene National Theatre (<i>Slovensko narodno gledališče, SNG</i>) Nova Gorica
Organisation (original language)	Uprava kriminalistične policije na Generalni policijski upravi
Organisation (EN)	General Police Directorate (Criminal Police Directorate)
Government / Civil society	Government
Funding body	Government, Police
Reference (incl. URL, where available)	https://www.policija.si/medijsko-sredisce/sporocila-za-javnost/sporocila-za-javnost-gpue/122815-strokovni-posvet-o-nasilju-v-druzini-vabilo-medijem https://www.policija.si/medijsko-sredisce/sporocila-za-javnost/sporocila-za-javnost-gpue/122831-strokovni-posvet-boj-proti-nasilju-v-druzini-ni-le-stvar-ene-institucije-temvec-zahteva-angaziranost-vseh-pristojnih-sluzb-in-celotne-druzbe
Indicate the start date of the promising practice and the finishing date if it has ceased to exist	12 September 2024
Type of initiative	Art project: theatre performance
Main target group	General public
Indicate level of implementation: Local/Regional/National	Regional
Brief description (max. 1000 chars)	The Resolution on the National Programme for the Prevention of Domestic Violence and Violence against

Promising practice	
	<p>Women 2024-2029¹⁵ stipulates that artistic production is one of the most important ways of raising awareness as part of education campaigns or other activities. Integrating works of art, e.g. visual art with a gender equality or violence prevention theme, into the school system or integrating art into national campaigns or other one-off events is an essential means of increasing social awareness.</p> <p>The described promising practice was a one-off event in Nova Gorica. For the first time, the consultation on domestic violence organised annually for several years on the occasion of the International Day for the Elimination of Violence against Women by the Police included not only a round table with experts but also a theatre performance called Five Types of Silence, performed by actors from the Slovene National Theatre (<i>Slovensko narodno gledališče, SNG</i>). The play, which was a part of the umbrella event on violence against women, depicted the experiences of victims of domestic violence to provide a deeper insight into the inner world of victims and their hardships, which are often difficult to describe in words. The goal of the theatre performance was to raise awareness of the importance of zero tolerance to violence in our society.</p>
<p>Highlight any element of the actions that is transferable (max. 500 chars)</p>	<p>Artistic production is recognised as one of the most important ways of raising awareness, either as part of education campaigns or other activities in the Resolution on the National Programme for the Prevention of Domestic Violence and Violence against Women 2024-2029.¹⁶</p> <p>Among its goals, the Resolution stipulates zero tolerance of domestic violence and violence against women, high awareness in society and preventive action (point 3.4, p. 27). To this end, a special cross-sectoral working group will</p>

¹⁵ Slovenia, The Resolution on the National Programme for the Prevention of Domestic Violence and Violence against Women 2024-2029 ([Resolucija o nacionalnem programu preprečevanja nasilja v družini in nasilja nad ženskami 2024-2029](#)), 26 April 2024.

¹⁶ Slovenia, The Resolution on the National Programme for the Prevention of Domestic Violence and Violence against Women 2024-2029 ([Resolucija o nacionalnem programu preprečevanja nasilja v družini in nasilja nad ženskami 2024-2029](#)), 26 April 2024.

Promising practice	
	<p>be set up during the lifetime of the resolution to explore ways of involving the arts in raising public awareness of the issue. Integrating the arts into national campaigns or other one-off events is transferable to other countries.</p>
<p>Give reasons why you consider the practice as sustainable (as opposed to 'one off activities')</p>	<p>The theatre performance Five Types of Silence was a one-off event. Still, it is a part of the broader reasoning included in the Resolution on the National Programme for the Prevention of Domestic Violence and Violence against Women 2024-2029 that art production is one of the most important ways to raise awareness about gender equality and spreading zero tolerance to violence.</p>
<p>Give reasons why you consider the practice as having concrete measurable impact</p>	<p>Integrating art production in raising awareness activities about the need to increase gender equality and end violence against women may have a short-term specific, measurable impact or, more likely, medium- or long-term impact, as art touches upon our emotions and not only thoughts.</p>
<p>Give reasons why you consider the practice as transferable to other settings and/or Member States?</p>	<p>According to the Resolution on the National Programme for the Prevention of Domestic Violence and Violence against Women 2024-2029, a special cross-sectoral working group will be set up during the lifetime of the resolution to explore ways of involving the arts in raising public awareness of the domestic violence and violence against women. Integrating the arts into national campaigns or other one-off events is, hence, something that is transferable to other countries.</p>
<p>Explain, if applicable, how the practice involves beneficiaries and stakeholders in the design, planning, evaluation, review assessment and implementation of the practice</p>	<p>The event was organised by the Nova Gorica Police Directorate and experts from the prosecutor's office, the judiciary, psychiatry, social work centres, the SOS Telephone Association and the Safe House. The play's author is Shelagh Stephenson, and Maša Pelko directed the performance. The performance was included in the competition programme of the Maribor Theatre Festival; the Maribor Theatre Festival, known as "Festival Borštnikovo srečanje", is the central Slovenian theatre festival.</p>

Promising practice	
Explain, if applicable, how the practice provides for review and assessment	n/a

4. Annex 2 - Case law

Case law	
Deciding body (in original language)	Višje sodišče v Ljubljani
Deciding body (in English)	Ljubljana Higher Court
Case number (also European Case Law Identifier ECLI , where applicable)	VSL Sodba VII Kp 52074/2022 ECLI:SI:VSLJ:2024:VII.KP.52074.2022
Parties	State vs A.A.
Decision date	02.04.2024
Web link to the decision (if available)	https://sodnapraksa.si/?q=id:2015081111476581&database%5BSOVS%5D=SOVS&database%5BIESP%5D=IESP&database%5BVDSS%5D=VDSS&database%5BUPRS%5D=UPRS&submit=išči&page=0&id=2015081111476581
Which fundamental right(s) were referred to in the case?	Rights of the defence, the principle of legality, the presumption of innocence
Key facts of the case (max. 250 words)	<p>The defendant was convicted of the offence of Domestic violence under Article 191 of the Criminal Code.¹⁷ The Court of First Instance imposed a suspended sentence with protective supervision, ordered the defendant to attend an appropriate psychological counselling centre and prohibited him from having direct or indirect contact with the victim, Ms B. B., including the use of electronic means of communication, and a prohibition to approach the victim at a distance of less than 100 metres.</p> <p>The defendant appealed that:</p> <ol style="list-style-type: none"> 1) threat to restrict freedom of movement is not a criminal offence. The Court upheld the argument and clarified that the statutory element of "threat" only relates to directly attacking life or limb while threatening to restrict movement is not a crime; 2) the statutory element of "placing in a subordinate position" was a vague concept contrary to the principle of legality (Article 28(1) of the Constitution of the Republic

¹⁷ Slovenia, Criminal Code ([Kazenski zakonik, KZ-1](#)), 20 May 2008 with subsequent amendments.

Case law	
	<p>of Slovenia¹⁸ and Article 2 of the Criminal Code), as the accused was not able to exercise his right of defence. However, the Higher Court stated that according to settled case-law, the statutory element of "putting someone into a subordinate position" should be understood not only as a purposeful act by which one person subjugates another, but also as an act where the perpetration of violence puts the victim in a humiliating, subordinate position, where the victim submits to the perpetrator, or where the victim becomes the object of the perpetrator's violence, which the victim is unable to avoid or is incapable of avoiding. The defendant's conduct must be judged as a whole. The statutory element of "placing in a subordinate position" had been committed when the perpetrator created a situation by causing the victim to feel helpless, fearful or distressed of a greater intensity and duration. The defendant stalked the victim continuously and progressively over a long period and, at the same time, threatened her life and the lives of those close to her during specific encounters. The victim was forced to endure the defendant's conduct because she could not avoid his actions. In this way, the defendant put the victim in a subordinate position.</p>
<p>The key legal question raised by the Court</p>	<p>The key legal question related to the statutory element of subordination, i.e. placing someone into a subordinate position (Paragraph 1 of Article 191 of the Criminal Code). The defendant complained that the statutory element of "placing in a subordinate position" was vague. The description of the offence in the indictment merely showed that the victim was frightened, felt threatened and was afraid. The defendant argued that this does not necessarily mean the statutory requirement of "placing the victim in a subordinate position" has been satisfied. The High Court disagreed and gave extensive reasons why the offence was committed by "placing the victim in a subordinate position". The Court held that the conduct described by the defendant must be assessed holistically, and parts of individual acts must not be extracted from the offence description.</p> <p>The victim was forced to suffer the defendant's conduct because she could not avoid his actions. She changed her</p>

¹⁸ Slovenia, the Constitution of the Republic of Slovenia (*Ustava RS*), 23 December 1991.

Case law	
	<p>telephone number and shift at work and sought refuge with her sister on several occasions. The defendant's repeated stalking and psychological violence, as well as the victim's fear and feeling of threat, were clearly established. The fact the victim could not have avoided the defendant's conduct was, in the judgment of the Higher Court, an important circumstance in establishing whether the statutory element "placing someone into a subordinate position" was fulfilled.</p>
<p>Result of the case in terms of factual outcome, and in terms of assessment of the legal question raised</p>	<p>The factual outcome of the case was that the appeal of the defence was not granted. The High Court held that the defendant was correct in one part because the criminalisation of domestic violence comprised two distinct acts of commission, which was contrary to the Court of First Instance's understanding of the offence. However, this was not relevant to the decision of the Higher court. In the judgement, the Higher court explained that the criminal offence of Domestic violence under Article 191 of the Criminal Code includes two aspects only, namely (1) threatening to directly attack life or limb with intent to expel the victim from their joint residence and (2) restricting freedom of movement. Threatening to restrict freedom of movement is not, however, criminalised, as the Court of First Instance held. In other parts, the High Court dismissed the appeal of the defence as unfounded and upheld the judgment of the Court of First Instance.</p> <p>The Court clarified the statutory element of "placing in a subordinate position" in the criminal offence of Domestic Violence (Article 191 KZ-1). The Court held, moreover, that the conduct described by the defendant must be assessed holistically. Parts of individual acts must not be extracted from the description of the offence, e.g. sending flowers and ordering pizzas for the victim's co-workers should not be taken in isolation and considered innocuous but regarded as a part of the intimidation pattern of the victim who no longer wants to have any contact with the offender. The victim was forced to suffer the defendant's conduct because she could not avoid his actions, stated the Court of Appeal. The acts frightened the victim and made her feel threatened. The victim changed her telephone number, changed her shift at</p>

Case law	
	<p>work and sought refuge with her sister on several occasions. In the Court of Appeal's view, the description of the offence in question adequately specifies the statutory element of "placing in a subordinate position" since the defendant's repeated stalking and psychological violence, as well as the victim's fear and feeling of threat, were clearly established.</p>