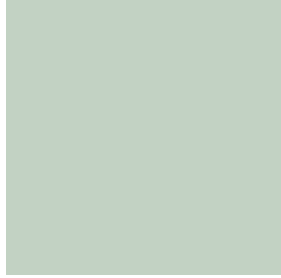


UPDATE ON 2025



SLOVENIA



COUNTRY REPORT

MAY 2026

Acknowledgements & Methodology

This report was written by Urša Regvar, and the annex on temporary protection by Lana Krznarič at PIC and was edited by ECRE. The initial report was written by Miha Nabergoj. The 2018 to 2024 updates were written by Urša Regvar and Lana Krznarič (annex on temporary protection) at PIC and edited by ECRE.

The information in this report draws upon observations from activities carried out by PIC, including legal assistance to asylum applicants, as well as statistics and information shared inter alia by the Migration directorate, the Government Office for the Support and Integration of Migrants, and civil society organisations.

The 2025 update to the AIDA country report on Slovenia was shared with the MoI and UOIM to provide an opportunity for comments.

The information in this report is up to date as of 31 December 2025, unless otherwise stated.

The Asylum Information Database (AIDA)

The Asylum Information Database (AIDA) is managed by the European Council on Refugees and Exiles (ECRE). It aims to provide up-to date information on asylum practice in 27 countries. This includes 21 EU Member States (AT, BE, BG, CY, CZ, DE, ES, FR, GR, HR, HU, IE, IT, MT, NL, PL, PT, RO, SE, SI, and SK) and 6 non-EU countries (Egypt, Serbia, Switzerland, Türkiye, Ukraine and the United Kingdom) which is accessible to researchers, advocates, legal practitioners and the general public through the dedicated website www.asylumineurope.org. The database also seeks to promote the implementation and transposition of EU asylum legislation reflecting the highest possible standards of protection in line with international refugee and human rights law and based on best practice.



This report is part of the Asylum Information Database (AIDA) funded by the European Union's Asylum, Migration and Integration Fund (AMIF) and ECRE. The contents of the report are the sole responsibility of PIC and ECRE and can in no way be taken to reflect the views of the European Commission.



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Glossary & List of Abbreviations

Asylum Home (or its branch)	Reception centre in Ljubljana where asylum seekers are accommodated. Its branches include the accommodation centre for unaccompanied minors in Postojna and the reception and accommodation centre in Logatec and Kotnikova.
Centre for Foreigners	Detention facility for foreigners in return procedures and asylum applicants
Integration House	An accommodation facility for beneficiaries of international protection, comprised of apartments
UOIM	Government Office for Support and Integration of Migrants Urad vlade za oskrbo in integracijo migrantov. Authority responsible for accommodation, care and integration of asylum applicants and beneficiaries of international protection
Mol	Ministry of the Interior, the authority responsible for the Police procedures and the International protection procedure.
Migration directorate	Authority responsible for conducting asylum procedures
International Protection Procedures Division	As part of the Migration directorate, the Division is responsible for overseeing asylum procedures – including lodging the applications, interviews and decision-making.
AMIF	Asylum, Migration and Integration Fund
CPT	Council of Europe Committee for the Prevention of Torture
COI	Country of Origin Information
ECHR	European Convention on Human Rights
ECtHR	European Court of Human Rights
EDAL	European Database of Asylum Law
EMN	European Migration Network
EUAA	European Union Agency for Asylum
IOM	International Organisation for Migration
IPA	International Protection Act Zakon o mednarodni zaščiti
FA	Foreigners Act Zakon o tujcih
ZZZRO	Temporary Protection of displaced Persons Act Zakon o začasni zaščiti razseljenih oseb
PIC	PIC – Legal Center for the Protection of Human Rights and the Environment PIC – Pravni center za varstvo človekovih pravic in okolja

Statistics

Overview of statistical practice

Statistics on asylum procedures are published on the Mol's website,¹ as well as the website of the Government Office for the Support and Integration of Migrants (UOIM).² More comprehensive and detailed statistics are shared with the PIC by the Ministry.

Applications and granting of protection status at first instance: figures for 2025

The numbers in the table refer to the number of individuals not number of decisions.

	Applicants in 2025 (1)	Pending at end of 2025	Total decisions in 2025 (2)	Total in merit decisions	In merit rejection (3)	Refugee status	Subsidiary protection	Humanitarian protection (4)
Total	4,172	752	1,895*	225	154	36	35	N/A
Breakdown by countries of origin of the ten nationalities with the highest number of applicants								
Morocco	2,496	232	1,204	74	74	0	0	N/A
Egypt	348	17	68	0	0	0	0	N/A
Algeria	317	56	125	31	30	1	0	N/A
Syria	126	20	76	1	0	0	1	N/A
Bangladesh	88	2	14	0	0	0	0	N/A
Afghanistan	78	10	44	5	1	4	0	N/A
Pakistan	65	8	21	3	3	0	0	N/A
Tunisia	61	14	29	5	5	0	0	N/A
Ukraine	57	133	36	34	0	0	34	N/A
India	51	1	22	0	0	0	0	N/A
Other	485	259	254	72	41	31	0	N/A

Source: Mol, March 2026

* "Total decisions" cover all types of decisions, including those issued under the Dublin III Regulation. Out of 1,895 decisions, 1,670 were Dublin decisions. In practice the majority of Dublin decisions are issued after the applicant has already absconded.

(1) "Applicants in 2025" refers to the total number of applicants, and not only to first-time applicants.

(2) Statistics on decisions cover the decisions taken throughout the year, regardless of whether they concern applications lodged that year or in previous years.

¹ Mol, *Statistični podatki o mednarodni zaščiti*, available in Slovenian [here](#).

² UOIM, *Statistika*, available in Slovenian [here](#).

(3) “In-merit rejection” only cover negative decisions on the merit of the application. It does *not* cover inadmissibility decisions.

(4) Slovenia does not have a system for granting humanitarian protection in place.

Applications and granting of protection status at first instance: rates for 2025 (on the basis of in-merit total decisions)³

	In merit rejection rate	In merit protection rate	Refugee rate	Subsidiary protection rate
Total	68%	32%	16%	15%
Morocco	100%	0%	0%	0%
Egypt	0%	0%	0%	0%
Algeria	97%	3%	100%	0%
Syria	0%	100%	0%	100%
Bangladesh	0%	0%	0%	0%
Afghanistan	20%	80%	100%	0%
Pakistan	100%	0%	0%	0%
Tunisia	100%	0%	0%	0%
Ukraine	0%	100%	0%	100%

Source of the percentages: Mol, March 2026.

Gender/age breakdown of the total number of applicants: 2025

	Men	Women
Number	4,056	116
Percentage	97%	3%

	Adults	Children	
		Accompanied	Unaccompanied
Number	3,956	52	164
Percentage	95%	1%	4%

Source: Mol, official statistics available [here](#).

³ The data contained in this table only refer to in-merit decisions.

First instance and appeal decision rates: figures for 2025

It should be noted that, during the same year, the first instance and appeal authorities handle different caseloads. Thus, the decisions below do not concern the same applicants.

	First instance		Appeal	
	Number	Percentage	Number	Percentage
Total number of in-merit decisions	225	100%	137	100%
Positive decisions (appeal granted, case returned to the Ministry for a new decision)	71	32%	40	29%
• Refugee status	36	16%	3	2%
• Subsidiary protection	35	15%	0	0%
Negative decisions	154	68%	64	46%

Source: MoI, March 2026.

Overview of the legal framework

Main legislative acts on asylum procedures, reception conditions, detention and content of international protection

Title (EN)	Original Title (SI)	Abbreviation	Web Link
International Protection Act Official Gazette of RS, No. 16/17 and subsequent amendments	Zakon o mednarodni zaščiti Uradni list RS, št. 16/17 in nadaljnje spremembe	IPA	Available here (SI)
Foreigners Act Official Gazette of RS, No. 46/25	Zakon o tujcih Uradni list RS, št. 46/25	Foreigners Act	Available here (SI)
General Administrative Procedure Act Official Gazette of RS, No. 24/06 and subsequent amendments	Zakon o splošnem upravnem postopku Uradni list RS, št. 24/06 in nadaljnje spremembe		Available here (SI)
Administrative Dispute Act Official Gazette of RS, No.105/06 and subsequent amendments	Zakon o upravnem sporu Uradni list RS, št. 105/06 in nadaljnje spremembe		Available here (SI)
Temporary Protection of Displaced Persons Act-1, Official Gazette of RS, no. 22/25	Zakon o začasni zaščiti razseljenih oseb-1		Available here (SI)
Act Regulating Measures to Optimise Certain Procedures in Administrative Units, Official Gazette of RS, no. 62/24.	Zakon o ukrepih za optimizacijo določenih postopkov na upravnih enotah Uradni list RS, št. 62/24.		Available here (SI)

Main implementing decrees, guidelines and regulations on asylum procedures, reception conditions, detention and content of international protection

Title (EN)	Original Title (SI)	Abbreviation	Web Link
<p>Rules on the procedure for aliens who wish to apply for international protection in the Republic of Slovenia and on the procedure for accepting applications for international protection Official Gazette of RS, No. 173/21 and 131/22</p>	<p>Pravilnik o postopku s tujcem, ki izrazi namen podati prošnjo za mednarodno zaščito v Republiki Sloveniji, ter postopku sprejema prošnje za mednarodno zaščito Uradni list RS, št. 173/21 in 131/22</p>		<p>Available here (SI)</p>
<p>Decree on the implementation of the statutory representation of unaccompanied minors and the method of ensuring adequate accommodation, care and treatment of unaccompanied minors Official Gazette of RS, No. 163/21 and 106/23</p>	<p>Uredba o načinu izvajanja zakonitega zastopanja mladoletnikov brez spremstva ter načinu zagotavljanja ustrezne nastanitve, oskrbe in obravnave mladoletnikov brez spremstva, Uradni list RS, št. 163/21 and 106/23</p>		<p>Available here (SI)</p>
<p>Decree on providing appropriate accommodation, care and treatment of unaccompanied minors Official Gazette of RS, No. 106/23 and 8/24</p>	<p>Uredba o načinu zagotavljanja ustrezne nastanitve, oskrbe in obravnave mladoletnikov brez spremstva,, Uradni list RS, št. 106/23 in 8/24</p>		<p>Available here (SI)</p>
<p>Rules on the access to refugee counsellors, remuneration and reimbursement of the expenses of refugee counsellors, and criteria for calculation the reimbursement of the expenses from the person with sufficient own means Official Gazette of RS, No. 162/21 and 74/24</p>	<p>Pravilnik o načinu dostopa prosilcev za mednarodno zaščito do svetovalcev za begunce, nagrajevanju in povračilu stroškov svetovalcem za begunce ter merilih za izračun povrnitve stroškov od osebe, ki ima zadostna lastna sredstva Uradni list RS, št. 162/21 and 74/24</p>		<p>Available here (SI)</p>
<p>Decree on the methods and conditions for ensuring the rights of applicants for international protection Official Gazette of RS, No. 173/21</p>	<p>Uredba o načinih in pogojih za zagotavljanje pravic prosilcem za mednarodno zaščito Uradni list RS, št. 173/21</p>		<p>Available here (SI)</p>
<p>Decree on the methods and conditions for ensuring the rights of persons with international protection Official Gazette of RS, No. 173/21</p>	<p>Uredba o načinih in pogojih za zagotavljanje pravic osebam z mednarodno zaščito Uradni list RS, št. 173/21</p>		<p>Available here (SI)</p>

Decree on the relocation of persons admitted to the Republic of Slovenia on the basis of a quota and burden sharing among Member States of the European Union Official Gazette of RS, No. 24/17 and 167/21	Uredba o načinu izvedbe preselitve oseb, ki so v Republiko Slovenijo sprejete na podlagi kvote in delitve bremen med državami članicami Evropske unije Uradni list RS, št. 24/17 in 167/21		Available here (SI)
Ordinance determining the list of safe countries of origin Official Gazette of RS, No. 47/22	Odlok o določitvi seznama varnih izvornih držav Uradni list RS, št. 47/22.		Available here (SI)
Decree on Asylum Centre House Rules Official Gazette of RS, No. 173/21	Uredba o hišnem redu azilnega doma Uradni list RS, št. 173/21		Available here (SI)
Rules on residing in the Foreigners Centre and issuance of the card stating permission to stay Official Gazette of RS, No. 35/24.	Pravilnik o bivanju v Centru za tujce in izdaji izkaznice o dovolitvi zadrževanja Uradni list RS, št. 35/24.		Available here (SI)
Rules on the content, format and method of issuing passports to refugees Official Gazette of RS, No. 79/16	Pravilnik o vsebini, obliki in načinu izdaje potnega lista za begunca Uradni list RS, št. 79/16		Available here (SI)
Decree on the House Rules of the Integration House Official Gazette of RS, No. 173/21	Uredba o hišnem redu integracijske hiše Uradni list RS, št. 173/21		Available here (SI)
Decree on ways of providing support for integration of third country nationals Official Gazette of RS, No. 27/24	Uredba o zagotavljanju pomoči pri vključevanju tujcev, ki niso državljani Evropske unije Uradni list RS, št. 27/24.		Available here (SI)
Rules on the remuneration and reimbursement of the expenses of statutory representatives of unaccompanied minors Official Gazette of RS, No. 167/21 and 30/25	Pravilnik o nagradi in povračilu stroškov zakonitim zastopnikom mladoletnikov brez spremstva Uradni list RS, št. 167/21 in 30/25		Available here (SI)
Rules on knowledge testing of candidates for refugee counsellors and on the training of refugee counsellors at the Judicial Training Centre Official Gazette of RS, No. 73/16	Pravilnik o preverjanju znanj kandidatov za svetovalce za begunce in o usposabljanju svetovalcev za begunce v okviru Centra za izobraževanje v pravosodju Uradni list RS, št. 73/16		Available here (SI)
Rules on the return decision form Official Gazette of RS, No. 135/22	Pravilnik o obrazcu odločbe o vrnitvi, Uradni list RS, št. 135/22		Available here (SI)

Overview of the main changes since the previous report update

International protection

Statistics

- ❖ **Key statistics:** In 2025, the Police detected 28,200 irregular crossings, a decrease in comparison to 2024 (46,217). Out of those, 25,519 people expressed their intention to apply for international protection. However, only 4,172 persons finally lodged their application, as the majority absconded before. The absconding rate of applicants after they lodged their application also remained high, with 3,947 (95%) applicants absconding before the first instance decision. The absconding rates of unaccompanied children also remained high (95%).
- ❖ Out of 1,895 decisions issued in 2025, 1,670 were Dublin decisions. However, only 44 transfers were finally carried out, as the majority of applicants absconded before the Dublin decision was issued.
- ❖ In 2025, the number of granted applications for international protection decreased significantly. Only 36 applicants were granted refugee status and only 35 were granted subsidiary protection. The decrease in the number of granted refugee statuses was largely connected to the suspension of the processing of applications from Syrian nationals and the prolongation of the asylum procedure in general. Out of 35 subsidiary protections granted, 34 were granted to Ukrainian applicants.

Asylum procedure

- ❖ **Police procedures:** As during the previous year, the majority of asylum seekers (more than 71%) were first processed in the Police station for Compulsory Measures *Novo mesto*. During the police procedure, individuals are placed in one of the 5 steel cages installed inside the facility. The Ombudsperson visited the facility in 2025 and noted that metal enclosures are completely unsuitable and do not respect the personal safety and human dignity of foreigners, particularly vulnerable persons such as families with small children and unaccompanied minors. The Ombudsperson urged the Government to ensure new suitable premises for processing foreigners in the shortest possible timeframe.
- ❖ **Lodging the application:** applicants had to wait from 2 to 20 days to lodge their application at the Migration Directorate. Applicants are entitled to the rights of asylum seekers, including accommodation in the Asylum home or its branch, only after they lodge the application. Before lodging the application, they are accommodated on the premises of the Asylum home or its branch Logatec in containers.
- ❖ **Dublin procedure:** In 2025, the Ministry of the Interior (Mol) changed its practice regarding the enforcement of Dublin decisions. Until then, the Mol would not enforce the decision until the Administrative Court had made a decision on the interim measures request, as lodging the judicial review does not have automatic suspensive effect. The Administrative Court had seven days to issue a decision regarding this request. From 2025 onwards, if the Administrative Court did not issue a decision on the interim measures request within seven days of lodging the judicial review, the Mol proceeded with the Dublin transfer. This meant that, from 2025 onwards, applicants are transferred based on the Dublin decision before any decision by the Administrative Court was made, rendering the legal remedy ineffective.
- ❖ **Lengthiness of the procedure:** In 2025, the practice of the Mol regarding asylum interviews changed. Personal interviews of applicants processed in the regular procedure are no longer conducted by the officials responsible for lodging the applications, but by the decision makers. This has further prolonged the lengthiness of the procedure as, in practice, fewer personal interviews in regular procedures are conducted and applicants have to wait up to 1 year for their personal interview. The official statistics

show that the average duration for the in-merit decision-making process has increased to 277 days in 2025, from 174 days in 2024.

In addition, the court procedures were also prolonged at second instance, due to the backlog of cases. In practice, asylum seekers can wait for more than 3 years to get a decision from the Administrative Court if their application was rejected in a regular procedure. In case of appeal to the Supreme Court, the court procedure can also last for several years.

- ❖ **Legal assistance at first instance:** Free legal counselling and representation during the first instance procedure was provided by the PIC, albeit not to all asylum seekers. Access to free legal assistance and representation before the Administrative Court continued to be a challenge for most asylum seekers.
- ❖ **Access to legal remedies:** Due to difficulties in accessing refugee counsellors (including due to unclear information provided by the Migration Directorate, language barriers, etc.) and short time limits for the judicial review, some asylum seekers were unable to exercise their right to a legal remedy.
- ❖ **Legal representation before the Courts:** In 2025, the Constitutional Court ruled on the provisions of the IPA regulating the dismissal of a refugee counsellor from their function in case they do not disclose private information about their client to the MoI during the proceedings before the court.⁴ The Constitutional Court noted that the principle of confidentiality enshrined in Article 35 of the Constitution applies to refugee counsellors, as the relationship of trust is essential between the refugee counsellor and the applicant in order for the refugee counsellors to perform their tasks effectively. The Court, however, decided that the swift and efficient implementation of asylum procedures and measures to prevent abuse of the asylum procedure are constitutionally permissible objectives that allow the interference with the right to privacy. The Court, therefore, concluded that the obligation to disclose the information, although undermining to some extent the confidentiality of the relationship between the applicant and the refugee counsellor, does not constitute an excessive interference with the right to privacy under Article 35 of the Constitution. A refugee counsellor lodged an application against the decision of the Constitutional Court before the ECtHR arguing that the provision of the IPA is in breach of Article 8 of the ECHR.⁵

Reception conditions

- ❖ **General conditions:** Although the number of asylum seekers has dropped in 2025, the reception conditions have not improved significantly. Before lodging the application, asylum seekers are still placed in containers on the premises of the Asylum home or its branch Logatec. Unaccompanied minors are accommodated in the reception/accommodation center for unaccompanied minors in Postojna.
- ❖ **Violence in the Asylum home:** Reports of violence against applicants in the Asylum home by the private security service emerged in 2025. The Ombudsperson conducted a visit and found that, during the term of the contract, the UOIM requested that more than 30 security guards are replaced by the contracting private company. The Ombudsperson concluded that the current method of providing security is not the most appropriate and recommended that security is ensured by the Police not a private security company.
- ❖ **Identification of vulnerable groups:** There is no procedure in place for the systematic identification of vulnerable applicants. Statistics on vulnerable applicants are not gathered.

Detention of asylum applicants

⁴ Constitutional Court decision, U-I-52/22, 19 June 2025, available [here](#).

⁵ ECtHR, *Regvar v. Slovenia*, communicated on 11 December 2025, available [here](#).

- ❖ In 2025, 28 applicants were detained: 19 by the UOIM and 9 by the Mol. 23 detained applicants lodged a judicial review against the detention decision.

Content of international protection

- ❖ **Family reunification:** Beneficiaries of international protection lodged 97 applications for family reunification in 2025, out of which 91 were lodged by refugee status holders and 6 by subsidiary protection holders. During the year, 78 applications for family reunification were approved by the Mol.
- ❖ **Integrational contract:** While all beneficiaries of international protection are entitled to basic rights (i.e., health care, access to the labor market, education, etc.), they have to sign an integration contract if they want to access the full scope of the rights (accommodation in the integration house, social support for accommodation, etc.). In practice, the majority of beneficiaries sign the integration contract.

Temporary protection

For further information, see [Annex on Temporary Protection](#).

Temporary protection procedure

- ❖ **Key temporary protection statistics:** In 2025, a total of 1,741 persons applied for temporary protection in the Republic of Slovenia. Out of these, 1,703 were Ukrainian citizens, 5 were Russian citizens, and others were of other nationalities. Temporary protection was granted to 1,606 persons, of which 1,585 were Ukrainian citizens. Additionally, 18 applications for temporary protection were dismissed, 28 were rejected and 42 procedures were stopped.

Content of temporary protection

- ❖ **Rights of persons with temporary protection:** Applicants for temporary protection as well as beneficiaries of temporary protection are entitled to accommodation and meals in accommodation centres. Additionally, temporary protection beneficiaries also have the right to monthly allowances (if they stay in accommodation centres) or financial assistance for private accommodation and everyday expenses if they are not staying in state-provided accommodation. Rights of temporary protection beneficiaries also include the right to work and access to the labour market under the same conditions as Slovenian nationals.

Beneficiaries of temporary protection are entitled to access education at all levels (i.e., pre-school, primary and secondary education, higher and university education, music school and adult education), under the same conditions as nationals of the Republic of Slovenia. Beneficiaries of temporary protection who are pupils or students are also entitled to state scholarships and accommodation in pupil and student dormitories under the same conditions as Slovenian nationals. Applicants for temporary protection have access to education under the same conditions as persons granted temporary protection, with the exception of pre-school education and state scholarships.

With regard to healthcare, applicants for temporary protection and temporary protection beneficiaries have the right to emergency medical care, specialist and clinical health care emergencies, and healthcare for women. Minors have access to the same full medical care as Slovenian children.

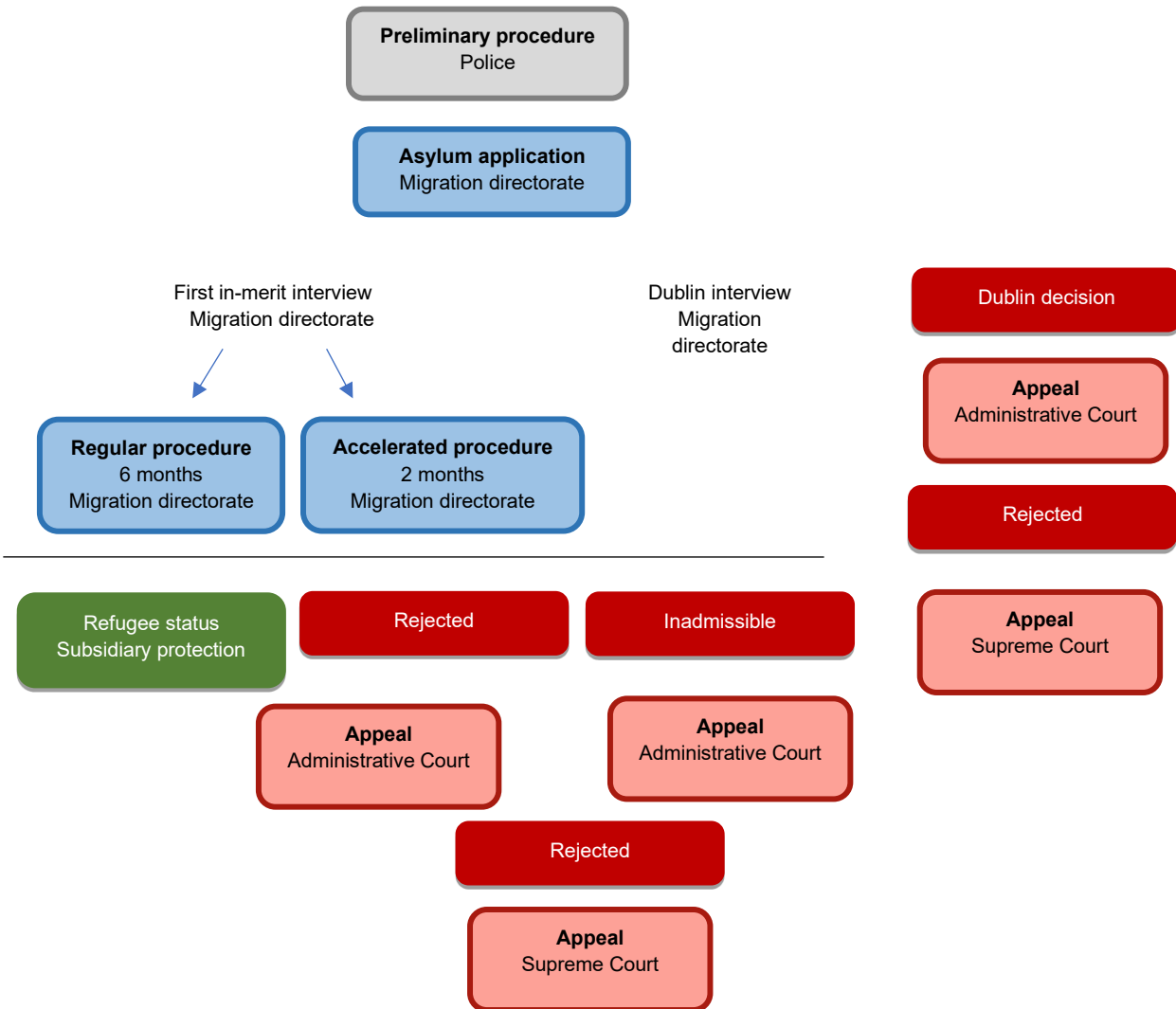
- ❖ **Legislative developments:** A significant development in 2025 was the adoption of the new Temporary Protection of Displaced Persons Act (ZZZRO-1), applicable from 19 July 2025, which introduced a more structured and comprehensive legal framework governing temporary protection in the Republic of Slovenia. In particular, the ZZZRO-1 clarified the relationship between temporary protection and interna-

tional protection, introduced a more detailed regulation of the procedure for obtaining temporary protection, providing for a two-stage procedure involving a prior registration process with the Police followed by the submission of an application to the competent administrative unit. Furthermore, the new legal framework introduced several changes concerning the rights and obligations of persons granted temporary protection, including provisions related to absence from the Republic of Slovenia and its potential implications for status and rights of temporary protection beneficiaries. It also provided a legal basis for transitioning to other residence statuses following the termination of temporary protection.

Asylum Procedure

A. General

1. Flow chart



2. Types of procedures

Indicators: Types of Procedures

1. Which types of procedures exist in your country?
- | | | |
|---|---|--|
| ❖ Regular procedure: | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| ▪ Prioritised examination: ⁶ | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| ▪ Fast-track processing: ⁷ | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| ❖ Dublin procedure: | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| ❖ Admissibility procedure: | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| ❖ Border procedure: | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| ❖ Accelerated procedure: ⁸ | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| ❖ Other: | <input type="checkbox"/> Yes | <input checked="" type="checkbox"/> No |
2. Are any of the procedures that are foreseen in the law, not being applied in practice?
- Yes No

Although regulated in Article 43 of the International Protection Act (IPA),⁹ the procedure at the border, airport or port is not used in practice. People who apply for international protection at the border, airport or port are therefore first processed by the Police in the preliminary procedure and then transferred to the Asylum Home in **Ljubljana** or its branch in **Logatec** as part of the ordinary procedure.

3. List of authorities that intervene in each stage of the procedure

Stage of the procedure	Competent authority (EN)	Competent authority (SI)
Intention to apply for asylum	Any state authority or authority of self-governing local community	Katerikoli državni organ ali organ samoupravne lokalne skupnosti
Preliminary procedure	Police	Policija
Application At the border On the territory	Migration directorate ¹⁰	Direktorat za migracije
Dublin	Migration directorate	Direktorat za migracije
Refugee status determination	Migration directorate	Direktorat za migracije
Judicial review	Administrative Court and Supreme Court	Upravno sodišče RS In Vrhovno sodišče RS
Subsequent application	Migration directorate	Direktorat za migracije
Withdrawal	Migration directorate or Administrative Court ¹¹	Direktorat za migracije Ali Upravno sodišče RS
Returns (voluntary and forced)	Migration directorate or the Police	Direktorat za migracije Ali Policija

⁶ For applications likely to be well-founded or made by vulnerable applicants.

⁷ Accelerating the processing of specific caseloads as part of the regular procedure.

⁸ Labelled as "accelerated procedure" in national law.

⁹ International Protection Act, Official Gazette of RS, No. 16/17 and subsequent amendments.

¹⁰ The Migration directorate is part of the Mol.

¹¹ Depending on the phase of the procedure.

4. Determining authority

Name in English	Number of staff	Ministry responsible	Is there any political interference possible by the responsible Minister with the decision making in individual cases by the determining authority?
Migration directorate	56	Mol	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

Source: Migration directorate, March 2026.

The determining authority is the International Protection Procedures Division, which is part of the Migration directorate of the Mol. It is a specialised and centralised authority responsible for examining applications for international protection and competent to take decisions at first instance.

Out of 56 employees at the Migration directorate, 32 work in the International Protection Procedures division, 13 of which make decisions on asylum applications. This means that the caseworker conducting the interview is not necessarily responsible for deciding on the asylum application. The separation of tasks between an interviewer and a decision-maker was introduced in June 2016 with the aim of speeding up and improving the efficiency of the asylum procedure. The lodging of the application is short and requires that the applicant states their reasons for asylum in few sentences. After an application for international protection is lodged, a “first interview on the merits” is conducted, during which the applicant provides detailed grounds for applying for asylum. The interview is conducted by the officials responsible for lodging the applications or by the “decision makers”. Which official will conduct the interview is decided on a case by case basis. If not before the case is referred to a “decision maker”, after the personal interview, who can either issue a decision on the asylum application or decide to conduct a second interview on the merits.

Regarding quality assurance, the Migration directorate has established a mechanism whereby each decision has to be authorised by a responsible official of the International Protection Procedures Division before it is issued. A review is thus conducted on the case files, the documentation, country of origin information (COI) and the decision made in the individual case. The authorised official can approve the decision, change it or give additional instructions regarding the procedure.¹² Each decision is then (after International protection procedures division responsible official revises it) additionally supervised by the head of the International Protection Procedures sector, who provides additional quality control of the decisions. Each decision is supervised by two persons.¹³

In 2025 the officials of the Mol mainly attended the EUAA trainings on the new Pact on Migration and Asylum specifically on the asylum procedure, vulnerability, key legislative changes and on the AMMR.¹⁴

5. Short overview of the asylum procedure

In Slovenia, the procedure for international protection is initiated in two phases. First, the individual expresses the intention to apply for international protection. Third-country nationals can express their intention before any state or local authority, which has the duty to inform the Police. From the moment someone has expressed an intention to apply for international protection, they cannot be deported from the country.¹⁵ The Police conduct the “preliminary procedure”, during which they establish the identity and travel route of the individual and complete the registration form.¹⁶ In line with the new amendments of the IPA, the police also establish ‘other circumstances’

¹² Information provided by the Migration directorate, March 2023.

¹³ Information provided by the Ministry of Interior March 2026.

¹⁴ Information provided by the Ministry of Interior March 2026.

¹⁵ Article 36(1) IPA.

¹⁶ Articles 42(1)-(2) IPA.

that could affect the asylum procedure. The Police also have to inform the individual of the consequences of leaving the pre-reception area before lodging the application.¹⁷ Although this information is translated, the registration list is rarely given to individuals to read before signing. This means that, in practice, individuals are often not properly and effectively informed of the consequences of leaving the asylum home or its branch before lodging the application, although it can lead to their readmission or detention.¹⁸ Throughout the procedure, the police must provide an interpreter, but this is often not the case due to a lack of available interpreters. The Police also take a short statement on the reasons for applying for international protection. The individual is then transferred to the Asylum Home, or its Logatec branch, where they start the second phase of the procedure by formally lodging their application for international protection.

Prior to lodging the application, the medical personnel at the Asylum Home or its Logatec branch conduct a medical examination and the staff of the Migration directorate take the person's photograph and fingerprints, which are run through the Eurodac database after the asylum application is lodged.¹⁹ Then, asylum seekers are shown an information video on the asylum procedure in Slovenia. The video contains information on the structure of the procedure, their rights and obligations as asylum seekers, the Dublin procedure, reasons for asylum, the right to appeal and representation by refugee counsellors. It still does not include information about the NGOs working in the field of asylum, although this is required by the IPA.²⁰ The information video also contains information related to the procedure for unaccompanied minors (e.g. legal guardians, special rules regarding the Dublin procedure). The information video is not adapted for unaccompanied minors as the same video is used for them and adults.

The IPA does not provide free legal representation for applicants in the first instance procedure. This was provided by the PIC – Legal Centre for the Protection of Human Rights and the Environment,²¹ as UNHCR's implementing partner. In 2025, the PIC assisted 611 asylum applicants. PIC lawyers provide legal information on asylum, represent asylum applicants during the application process and throughout the first instance procedure. A legal guardian is appointed to unaccompanied minors before the procedure begins and represents them in relation to the asylum procedure, reception, health protection, education and protection of property rights and interests, from the beginning of the application and throughout the entire procedure.²²

In the process of lodging the application, the individual is asked to state their personal information and describe the journey from their country of origin to their arrival in Slovenia. They also give a brief statement about their reasons for applying for international protection. The procedure is carried out in the presence of an interpreter who, at the end, orally translates the contents of the minutes for the applicant. If the individual has a legal representative or legal guardian, they are also present during the procedure. By signing the minutes, the applicant officially obtains the status of an applicant for international protection in the Republic of Slovenia. After the lodging of the application applicants are issued an asylum seeker's card and accommodated in the Asylum home or its branch.

First instance procedure: At first instance level, the international protection procedure is carried out by the Mol, specifically the International Protection Procedures Division of the Migration directorate.

Following the lodging of the application a **personal interview** is conducted, during which the applicant is expected to provide detailed grounds for asylum ("first interview on the merits"). Alternatively, if a link to another Member State pursuant to the Dublin Regulation is detected, the applicant is invited to an interview for determination of the responsible country ("Dublin interview"). If it is determined in the Dublin procedure that Slovenia is responsible, the first interview on the merits is carried out.

¹⁷ Article 42(2) IPA.

¹⁸ Administrative court decision, I U 1476/2022 available in Slovenian [here](#), and I U 1341/2022 available in Slovenian [here](#).

¹⁹ Articles 42(4)-(5) IPA.

²⁰ Article 5(1) IPA.

²¹ The website of PIC can be accessed [here](#).

²² Articles 16(1) and (3) IPA.

Following the first interview on the merits the “decision-maker” can organise another interview on the merits if needed or takes an in-merit decision on the case. The in-merit negative decisions also contains a return decision. Applicants are given 10 days for voluntary return by law,²³ counting from the moment the decision becomes enforceable,²⁴ and are subjected to a one-year entry ban,²⁵ that comes into force only if the person does not leave Slovenia within the timeframe for voluntary return.²⁶ The decision also mentions that, should the applicant not leave Slovenia voluntarily, they will be removed from the territory.

An **accelerated procedure** is also possible pursuant to the IPA.²⁷ There are only a few minor differences compared to the regular procedure, such as the deadline for judicial review. In addition, in the accelerated procedure, the application can only be rejected as manifestly unfounded.²⁸ The first instance decision in the accelerated procedure should be issued within two months of the lodging of the application.²⁹

Pursuant to the law, an application can also be dismissed based on the “safe third country” or “European safe third country” concepts.³⁰ However, Slovenia does not currently implement such mechanism, and no country is designated as a safe third country.

An application lodged by an unaccompanied minor can only be processed in the accelerated procedure if it is rejected as manifestly unfounded on grounds of “safe country of origin” or “if there are good reasons to believe that the applicant poses a threat to public order, public safety or national security of the Republic of Slovenia or has been removed from the country due to good reasons of endangering public order, public safety or national security.”³¹

As in the regular procedure, the decision rejecting the application as manifestly unfounded in an accelerated procedure also contains the return order. Applicants are given 10 days for voluntary return by law,³² counting from the moment the decision becomes enforceable,³³ and are subjected to a one-year entry ban,³⁴ that comes into force only if the person does not leave Slovenia within the timeframe for voluntary return.³⁵ The decision also mentions that, should the applicant not leave Slovenia voluntarily, they will be removed from the territory.

Prioritised examination of claims is possible pursuant to the IPA, if the applicant is a vulnerable person with special needs and/or if the applicant is detained in the Asylum Home or the Foreigners Centre. However, in line with the IPA, this will only take place if their application is substantiated.³⁶ In practice, prioritised examination is not often used, and individuals usually have to wait from 6 months to 2 years for a decision.³⁷

Appeal: Applicants cannot appeal decisions issued in the international protection procedure, but they can file an administrative dispute.³⁸ This is a judicial review of an administrative action, which is initiated by filing a lawsuit against the Mol. In the court proceedings that follow, the applicant for international protection acts as plaintiff and the Mol as defendant. The Administrative Court of the Republic of Slovenia, with headquarters in Ljubljana, decides on judicial review requests.³⁹

²³ Article 49(10) IPA.

²⁴ Article 49(11) IPA

²⁵ Article 49(13) IPA.

²⁶ Article 67(2) Foreigners Act.

²⁷ Article 49(1) IPA.

²⁸ *Ibid.*

²⁹ Article 47(1) IPA.

³⁰ Articles 53-60 IPA.

³¹ IPA 49(2).

³² Article 49(10) IPA.

³³ Article 49(11) IPA

³⁴ Article 49(13) IPA.

³⁵ Article 67(2) Foreigners Act.

³⁶ Article 48 IPA.

³⁷ Observation by the PIC.

³⁸ Article 70(1) IPA.

³⁹ Article 9(6) Administrative Dispute Act.

The timeframe within which an individual can apply for judicial review is very short. The applicant has 15 days to apply for judicial review of a decision taken in the regular procedure and three calendar days in the accelerated procedure.⁴⁰ The appeal deadline for all other decisions is also three days.⁴¹ Judicial reviews have suspensive effect in the case of rejected applications, rejected requests for extension of subsidiary protection, revocations of international protection status, cessation of the status based on withdrawal, safe third country decision, or dismissed subsequent application. In all other cases, the appeal does not have suspensive effect,⁴² but the applicant can prevent enforcement, especially of return or removal, by adding a request to this effect in their application for judicial review.

The decisions of the Administrative Court can be challenged by way of appeals to the Supreme Court.⁴³ An appeal to the Constitutional Court is also possible against the decision of the Supreme Court.⁴⁴

The **lengthiness of the procedure** depends on the type of decision issued and the possibility to appeal to the Supreme Court. According to the law, first instance regular procedures need to be concluded within six months,⁴⁵ however this is often not respected. In the regular procedure, individuals usually have to wait from 6 months to 3 years for the first instance decision. If the first instance decision was made in the regular procedure the law prescribes that the decisions of the Administrative and the Supreme Court need to be made in 30 days.⁴⁶ In practice this is also not respected, which leads to excessively long procedures. The procedure before the Administrative Court can take up to 3 years while the procedure before the Supreme Court can take several months, making the lengthiness of the procedure one of the most significant shortcomings of the Slovenian asylum system.⁴⁷

B. Access to the procedure and registration

1. Access to the territory and push backs

Indicators: Access to the Territory

1. Are there any reports (NGO reports, media, testimonies, etc.) of people refused entry at the border and returned without examination of their protection needs? Yes No
2. Is there a border monitoring system in place? Yes No
3. Who is responsible for border monitoring? National authorities NGOs Other
4. How often is border monitoring carried out? Frequently Rarely Never

In early 2017, Slovenia adopted amendments to the Foreigners Act which allowed for future restrictions on access to the asylum procedure. Pursuant to the amendments, the National Assembly (Parliament) could vote on suspending the right to asylum and the Police would be able to reject all intentions to apply for international protection as inadmissible as well as remove the individuals concerned to the country from which they entered Slovenia.⁴⁸ The adopted amendments were reviewed by the Constitutional Court at the initiative of the Slovenian

⁴⁰ *Ibid.*

⁴¹ Article 70(2) IPA.

⁴² Article 70(3) IPA.

⁴³ Article 70(4) IPA.

⁴⁴ Article 72 IPA.

⁴⁵ Article 47(1) IPA.

⁴⁶ Article 71(1)(4) IPA.

⁴⁷ Observation by the PIC.

⁴⁸ For more on the amendments see AIDA, *Country Report Slovenia – 2021 Update: Access to territory and pushbacks*, May 2022, available [here](#).

Human Rights Ombudsperson, prepared with support from civil society organisations.⁴⁹ The Constitutional Court ruled that the amendments were in breach of Article 18 of the Constitution (prohibition of torture).⁵⁰

Nevertheless, in 2021, the National Assembly accepted the amendments to the Foreigners Act that established the concept of a “complex crisis in the field of migration”. The provisions stated that the Mol had to regularly monitor the situation in the field of migration in Slovenia. If it detected that the situation regarding migration in Slovenia had changed, creating a “complex crisis”, the Mol could propose that the government activated the articles of the Foreigners Act that allowed the National Assembly to close the border for six months and restrict access to the asylum procedure. The proposal to activate the articles prepared by the Mol should include an assessment of the situation and the effects of the “complex crisis” on the security threat level for the protection of fundamental constitutional social values, especially regarding the effective functioning of the legal and welfare state, the protection of public order and peace, the efficient functioning of the economy, the protection of health and the life of the population, and the level of security.⁵¹

Upon activation of the articles the police would have the authority to determine whether a person can apply for international protection after they expressed the intention to do so. If the police determined that an individual can be returned to another country, they could return the individual regardless of the provisions of the IPA. Exceptions would apply to unaccompanied minors and individuals whose health conditions prevent a return. The assessment of whether someone is an unaccompanied minor would be made by the police based on the person’s appearance, behaviour, and other circumstances. An appeal against the police order would not have a suspensive effect.⁵²

In February 2022, opposition parliamentarians submitted again the provisions to the Constitutional Court for constitutional review.⁵³ In July 2023, the new Government approved the opinion of the Mol regarding the legality of the amendments and lodged the opinion before the Constitutional Court. In the opinion, the Ministry argued that the amendments of the Foreigners act are in line with the Constitution.⁵⁴ The opinion and the procedure in which the opinion was approved by the Government was heavily criticised by NGOs and the parliamentarians that lodged the Constitutional review and called on the Minister to resign.⁵⁵ The decision of the Constitutional Court was taken in April 2025. The Constitutional Court ruled that the definition of the ‘*complex crisis on the field of migration*’ is not in breach of the Slovenian Constitution. The Court noted that the use of indefinite legal concepts does not, in itself, constitute a breach of the principle of legal clarity as in some cases the legislator cannot foresee all future concrete and real-life events. Since the assessment that the complex crisis has occurred will be made by the Ministry and the Government, the Court emphasized that the assessment must take into account all the crucial circumstances at the time and the legal criteria set in the provision. In addition, the Constitutional Court again annulled Article 10.b of the Foreigners Act, as it considered it was not in line with the prohibition of torture enshrined in Article 18 of the Slovenian Constitution. The Court reiterated that the Slovenian Constitution allows the limitation of human rights only in 2 situations – in a state of war or emergency or in ordinary times. The Court first noted that the complex migration crisis as defined in Article 10.a does not constitute a situation that would allow a state of emergency to be declared. Therefore, the Court assessed if the limitations of rights enshrined in the provision were in line with the limitations allowed by the Constitution in ordinary times. The Court reiterated that the rights enshrined in Article 18 of the Constitution (prohibition of torture) cannot be limited and that any interference with this right is inadmissible and, therefore, not in line with the Slovenian

⁴⁹ See also Council of Europe Commissioner for Human Rights, *Slovenia: Commissioner concerned about adoption of amendments to Aliens Act that violate human rights*’ 27 January 2017, available [here](#).

⁵⁰ Constitutional Court, Application No U-I-59/17, 18 September 2019, available [here](#). For more information on the Constitutional Court decision, see AIDA, *Country Report: Slovenia, 2021 Update*, May 2022, available [here](#).

⁵¹ Article 10a Foreigners Act.

⁵² Article 10a and 10b of the Foreigners Act.

⁵³ N1, ‘*Stranke KUL zahtevajo presojo ustavnosti določb zakona o tujcih*’, available in Slovenian [here](#).

⁵⁴ The lodged opinion is available in Slovene [here](#).

⁵⁵ MMC: *Vlada potrdila Poklukarjevo mnenje, da sta Janševa zakona ustavna. Pozivi k odstopu ministra*, 20 July 2023, available [here](#).

Constitution. Therefore, the Court once again annulled the provision.⁵⁶ The amended provisions of the Foreigners Act were never activated.⁵⁷

In June 2022, the Mol announced that Slovenia would remove its border fence with Croatia.⁵⁸ The works began in July 2022, however only 4,142 metres of the fence were removed by the middle of September.⁵⁹ By the end of 2025, 115 km of the panel fence and 52 km of the wire fence were removed.⁶⁰

In October 2023, the Government reinstated internal border checks with Hungary and Croatia, while Italy reinstated the border with Slovenia,⁶¹ however this did not result in an increased number of readmissions,⁶² meaning that the majority of apprehended individuals were processed in the asylum procedure. In addition to internal border control, Slovenia carries out border control in mixed border patrols with all neighbouring countries. According to the Protocol on mixed patrolling on the Slovenian-Croatian border, mixed border patrols can operate 10km from the border line. If an individual is apprehended for irregular crossing of the border they have to be processed by the police of the country where they are present.⁶³ In 2025, 688 individuals were processed by the mixed border patrols.⁶⁴ In January 2025, the Mol signed an additional protocol with the Croatian and Italian police establishing tripartite mixed border patrols at the Croatian external Schengen border.⁶⁵

Pushbacks, illegal police practices and other incidents at the border

In 2025, the police detected 28,200 irregular crossings of the Slovenian border. This is a decrease in comparison to the previous year when the police detected 46,217 irregular crossings. The most common countries of origin of people who were apprehended for irregular border crossing were: **Afghanistan** (4,046), **Egypt** (3,203), **Bangladesh** (3,148), **Morocco** (2,846), **Türkiye** (1,935), **Pakistan** (1,864), **Syria** (1,421) and **Nepal** (1,136) followed by other nationalities.⁶⁶ In practice, Ukrainians are allowed entry and are not processed for irregular border crossing even if they do not fulfil the entry requirements (e.g., a valid passport), which is evident from the statistics.

According to the statistics, 22,519 individuals expressed their intention to apply for international protection in 2025 (a decrease from the 44,408 individuals who applied in 2024).⁶⁷ Out of these, 3,946 were minors. Data on the number of unaccompanied minors expressing the intention to apply for international protection is not gathered.⁶⁸

Between 2018 and 2022, there was a huge discrepancy between the number of irregular crossings and the number of expressed intentions to apply for international protection due to the systematic denial of access to the asylum procedure by the police and subsequent readmission of people to the neighbouring countries from which they entered, mainly Croatia.⁶⁹ Readmission to neighbouring countries was conducted based on readmission agreements Slovenia has with its neighbouring countries (Croatia, Italy, Austria and Hungary), which did not

⁵⁶ Constitutional Court decision, U I 52/22, U I 202/23, April 2024, available in Slovene [here](#).

⁵⁷ Information provided by the Ministry of Interior in the context of their *Right of reply*, July 2025.

⁵⁸ Infomigrants, *Slovenia to dismantle border fence with Croatia*, 10 June 2022, available [here](#).

⁵⁹ Ptujinfo, 'Vse manj žične ograje na meji s Hrvaško, skupaj odstranili okoli štiri kilometre žice', 18 September 2022, available in Slovenian [here](#).

⁶⁰ Information provided by the Police, February 2026.

⁶¹ MNZ, *Slovenija v soboto ponovno uvaja nadzor na meji s Hrvaško in Madžarsko*, 19. 10. 2023, available in Slovenian [here](#).

⁶² Official police statistics, available in Slovenian [here](#).

⁶³ Protocol between the Mol of the Republic of Slovenia, the Police, and the Mol of the Republic of Croatia, the General Police Directorate, on mixed patrolling along the state border between the Republic of Slovenia and the Republic of Croatia, available in English [here](#).

⁶⁴ Information provided by the Police, February 2026.

⁶⁵ MNZ, *Šefi policij treh držav podpisali operativni memorandum o soglasju glede delovanja skupnih patrolj na zunanji hrvaški meji*, available in Slovenian [here](#).

⁶⁶ Information provided by the Police, February 2026.

⁶⁷ Official police statistics available in Slovenian [here](#).

⁶⁸ Information provided by the Police, February 2026.

⁶⁹ For more on pushbacks see AIDA, *Country Report: Slovenia, 2021 Update*, May 2022, available [here](#).

uphold the standards that EU legislation requires as, for example, individuals are not issued a return decision, do not have the right to appeal and do not have the right to free legal aid or representation).⁷⁰ The Ombudsperson observed that no assessment of whether the principle of *non-refoulement* could be violated by a return from Slovenia is conducted.⁷¹ Moreover, it was also not evident from the police records if individuals expressed an intention to apply for international protection and whether the police informed the individual of the right to seek asylum.⁷²

In February 2022, the practice changed, and the number of individuals readmitted dropped in comparison with the previous year. Although individuals continued to be readmitted on a monthly basis, the number of readmissions continued to drop in comparison with 2021. In 2022, 2,361 individuals were readmitted which is a 41% decrease in comparison to 2021. In 2021, 39% of individuals who irregularly crossed the border were readmitted to a neighbouring country while in 2022, 7.4% of individuals who irregularly entered were readmitted.⁷³ This decrease can be mainly attributed to the change of practice of the Croatian authorities who in the beginning of 2022 started to refuse to accept readmitted people back to Croatia. In 2025, only 123 individuals were readmitted to another country.⁷⁴

Out of 123 readmitted individuals, 13 were from Serbia, 7 were from Morocco, 7 were from Afghanistan, 4 were from Albania, 4 were from Bosnia and Herzegovina, 4 were from Kosovo, 3 were from Egypt, 3 were from Iran, 2 were from China and 2 were from Türkiye. Out of 123, 54 individuals were readmitted to Croatia.⁷⁵

In 2025, Slovenia also accepted readmissions into its territory for 345 individuals under readmission agreements. This is an increase from the 287 individuals it readmitted in 2024. 254 were readmitted through the airport, 14 from Italy, 65 from Austria, 7 from Croatia and 5 from Hungary. Out of 345 individuals, 73 were from Morocco, Afghanistan, 40 from Algeria, 19 from Syria, 14 from Türkiye, 14 from China, 9 from Serbia, 8 from Palestine and 7 from Kosovo.⁷⁶

In January 2021, the **Italian** Court of Rome ruled that the 1996 readmission agreement with Slovenia breached Italian and EU law and, therefore, could not form a legal basis for returns to Slovenia.⁷⁷ Whereas most readmissions from Italy stopped following this ruling, 65 readmissions took place nonetheless in 2022 according to the official statistics.⁷⁸ Reportedly, at the end of 2022, the Italian authorities had started to strongly urge Slovenia to resume the use of readmission agreements between the countries.⁷⁹ The pressure from Italian authorities to resume the use of the readmission agreement continued during 2023.⁸⁰ In 2025, Slovenia readmitted 14 persons from Italy.⁸¹

At the beginning of 2022, the PIC and other organisations in Slovenia regularly detected pushbacks at the Slovenian border.⁸² While lodging the application before the Ministry, asylum seekers stated that they have reached and tried to ask for asylum in Slovenia several times before being able to lodge the application for

⁷⁰ See for example: Agreement between the Government of RS and the Government of RC on delivery and reception of persons, whose entry or residence is illegal. – International agreements, Official Gazette of RS, no. 8/06., available in English [here](#).

⁷¹ Ombudsperson, *Poročilo Varuha človekovih pravic RS o izvajanju nalog državnega preventivnega mehanizma po Opcijskem protokolu h Konvenciji OZN proti mučenju in drugim krutim, nečloveškim ali poniževalnim kaznim ali ravnanju za leto 2019*, available in Slovenian [here](#).

⁷² *Ibid.*

⁷³ Official statistics available [here](#).

⁷⁴ *Ibid.*

⁷⁵ Information provided by the Police, February 2026.

⁷⁶ Official police statistics, available in Slovenian [here](#).

⁷⁷ Decision of Ordinary Court of Rome, N.R.G.56420/2020, 18 January 2021, available [here](#).

⁷⁸ Official police statistics, available in Slovenian [here](#).

⁷⁹ Nuova Europa, *Migrants: Prisco, in force readmissions with Slovenia*, 6 December 2022, available [here](#).

⁸⁰ N1, *Italija zaradi migracij razglasila izredne razmere, Salvini žuga Sloveniji*, 11 April 2023, available [here](#). Delo: *V Italiji izredne razmere, Salvini bi begunce vračal v Slovenijo*, 11 April 2023, available [here](#). Dnevnik: *Italija za okrepitev sodelovanja s Slovenijo pri reševanju množičnih migracij*, 14 January 2023, available [here](#).

⁸¹ Official police statistics available [here](#).

⁸² Border Violence Monitoring Network, *Testimonies*, available [here](#).

international protection. In February, the practice changed as the Croatian police refused to accept people based on the readmission agreements. Since then, reports on pushbacks and the use of readmission agreements have dropped significantly.

In 2025 the PIC did not detect any systematic physical or psychological violence conducted by the Slovenian national authorities during border procedures.

Border monitoring

There is no systematic border monitoring in Slovenia. Border monitoring is conducted by UNHCR. In 2024 UNHCR conducted 5 visits to police stations Petišovci, Nova Gorica and Maribor where they checked police records and conducted talks with the police.⁸³ In order to conduct border monitoring, UNHCR must notify the police station prior to the visit. UNHCR can only check police documentation regarding individuals who applied for international protection.

Border monitoring is also conducted by the Slovenian Ombudsperson within the National Preventive Mechanism framework.⁸⁴ The Ombudsperson can make unannounced visits to police stations and has the authority to check all the police records regarding migrants in the police procedures. Based on these visits, observations and recommendations are given to the Mol and the police station. In 2025, the Ombudsperson visited 13 police stations.⁸⁵

In 2023, the Ombudsperson highlighted the extremely poor reception conditions at the Police station for Compensatory Measures Novo mesto, where the majority of individuals irregularly crossing the border are processed. The Ombudsman noted that the hall in which individuals are processed and accommodated, before being transferred to the asylum home, is dysfunctional and extremely inappropriate considering that a large number of foreigners is processed there and that they stay there for a long period of time (from 5-6 hours). The Ombudsman noted that the structure of the hall does not guarantee respect for personal safety and human dignity, especially for vulnerable groups, families with small children and unaccompanied children. The premises are also not adapted to the needs of people with mobility impairments. During the visit the premises were not sufficiently cleaned or regularly disinfected. The hall is equipped with air conditioning but does not ensure adequate ventilation as the air in the room when a large number of people is accommodated is very poor. There is also a risk of the spread of infectious diseases. Unaccompanied children are accommodated together with other foreigners.⁸⁶ In January 2023, the Government adopted the decision to install additional temporary facilities on the premises for the purpose of processing foreigners. The additional facilities will be installed for maximum 3 years. In the first phase, the fence and 2 sanitary containers will be built. In addition, 3 containers for accommodation and 3 tents will be installed. In the second and third phase, additional 2 tents will be built while additional sanitary containers will be installed if needed.⁸⁷ According to the police, 3 containers that are already installed but were not yet operating during the Ombudsman's visit will be used for accommodating vulnerable groups, including unaccompanied children. The Ombudsman noted that such accommodation is inappropriate for vulnerable groups and recommended that suitable facilities for processing vulnerable groups are established.⁸⁸ During 2025, 71% of irregular crossings were detected and processed by the Police station in Novo mesto.⁸⁹ This Police station was not visited by the Ombudsperson in 2024. In 2024, access to the facility was denied to a reporter stating that the procedures and information gathered in the facility are marked as classified. The newspaper for which the reporter in question worked lodged a subsidiary judicial review claiming that freedom of the press includes access to such facilities as it is in the interest of the public that the media covers

⁸³ Information provided by UNHCR, January 2026.

⁸⁴ The National Preventive Mechanism operates based on the Optional Protocol to the Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment.

⁸⁵ Official information provided by the Ombudsperson, February 2026.

⁸⁶ National Preventive Mechanism, *Priporočila iz obiskov (preglednice)*, available [here](#).

⁸⁷ Dnevnik, *Vlada sklenila na območju Obrežja postaviti začasne objekte za obravnavo tujcev*, 18 January 2024. available in Slovenian [here](#).

⁸⁸ National Preventive Mechanism, *Priporočila iz obiskov (preglednice)*, available [here](#).

⁸⁹ Official police statistics available [here](#).

the way authorities process and treat migrants in such facilities. The judicial review was rejected as inadmissible by the Administrative Court, stating that other legal remedies should be used by the media company. The media company appealed the decision, which was annulled by the Supreme Court, ruling that the police should assess the public interest in conducting a journalistic investigation against the rights and legitimate interests of the police. The Supreme Court instructed the Administrative Court to assess the request of the media company and decide in line with the right to freedom of expression enshrined in the ECHR.⁹⁰ A new decision by the Administrative Court was issued in October 2025 and the Court ruled that by preventing the newspaper Mladina to conduct a journalistic investigation, the Police violated the right to freedom of expression and media freedom.⁹¹ The journalist from Mladina visited the registration centre in Obrežje in December 2025. The investigative piece gave more information on the conditions in the registration centre. According to Mladina, the former distribution hall is comprised of five small steel cages, each containing a makeshift communal sleeping area made of plywood, exercise mats, and woollen blankets. The cages are visually separated from one another by tarps. According to the journalists, the whole facility looks exactly like the exterior of an older animal shelter. As the capacity of the facility is 50-80 people, each cage can hold up to 16 individuals.⁹² In 2025, the centre was visited again by the Ombudsperson. The Ombudsperson noted that the conditions have not changed and reiterated that new suitable premises for processing foreigners should be established in the shortest possible timeframe. The Ombudsperson noted that foreign nationals are still being housed in metal enclosures that are completely unsuitable for human placement. A tent has been added to the existing facility which, in the opinion of the Ombudsperson, is even less suitable for placing people (here, too, foreign nationals are placed in metal enclosures; furthermore, the ground is uneven, leaks occur during rain, the tent lacks adequate insulation, and the existing ventilation does not sufficiently address problems with heat or cold). It was further noted that the facility and the tent do not provide police officers with adequate working conditions, nor do they ensure respect for the personal safety and human dignity of foreigners, particularly vulnerable persons such as families with small children and unaccompanied minors. The premises are also not adapted to the needs of persons with mobility impairments. Given that the Novo Mesto Police District has for years been experiencing increased border crossings by foreign nationals seeking international protection—and that no changes are expected—the Ombudsperson concluded that it is imperative to find more permanent and appropriate solutions. In addition, the Ombudsman noted the facilities should be cleaned more than once per day and properly sanitized in order to prevent the spread of disease, that EUAA brochures on asylum should be available to foreigners, that additional police officers should be trained for identifying and processing the applications of unaccompanied minors, and that translation during the procedures should be provided by ensuring the presence of translators in the facilities and remote translating.⁹³

During 2024, the Slovenian Ombudsperson received 6 complaints from asylum seekers. Most of the complaints were lodged regarding the reception conditions and different aspects of the Dublin procedure. None of the complaints were lodged regarding access to the asylum procedure. The Ombudsperson also received 17 complaints regarding migration related issues, mainly the lengthiness of different procedures.⁹⁴

Litigation and case-law on incidents occurring at the border

From 2019 to 2023 three cases regarding access to the territory and the asylum procedure were litigated before the national courts.⁹⁵

ECCHR together with CRIN filed a complaint in the case of *U.F. against Croatia and Slovenia* with the Committee on the Rights of the Child. U.F is a Rohingya child who was a victim of a chain pushback from Slovenia to Bosnia.⁹⁶ The case was still pending by the end of 2025.

⁹⁰ Mladina, *Vstop prepovedan*, available in Slovenian [here](#).

⁹¹ Mladina, *Policija mora Mladinini ekipi omogočiti obisk migrantskega centra*, available in Slovenian [here](#).

⁹² Mladina, *Zavetišče za živali ali za ljudi?*, available in Slovenian [here](#).

⁹³ Information provided by the Ombudsperson, February 2026.

⁹⁴ Information provided by the Ombudsperson, February 2026.

⁹⁵ For more information see AIDA reports for 2019 – 2024, [here](#).

⁹⁶ ECCHR, *Rohingya child challenges Croatia and Slovenia over violent pushbacks*, available [here](#). CRIN, *The story of U.F. and the campaign to end child pushbacks at EU borders*, available [here](#).

Legal access to the territory

The Slovenian legislation does not foresee any legal pathways, apart from family reunification, for access to the territory of persons in need of protection (for example as humanitarian visas). Strengthening the system of complementary pathways is set as one of the objectives of the new Immigration strategy adopted by the Government in March 2024.⁹⁷ Nonetheless, UNHCR enabled 4 refugee students to arrive in Slovenia through an education pathway in 2025. The students obtained a residence permit for study, a scholarship and assistance with social integration.⁹⁸ In 2023, the Ministry of Foreign Affairs issued a call to apply for “developmental scholarships” within the international development cooperation and humanitarian aid for 3 students, one from each of the following countries: Rwanda, Uganda and Ethiopia. While individuals in need of international protection could apply, this was not a prerequisite. The Ministry of Foreign Affairs would cover their tuition and scholarship. The call for the developmental scholarships is still open as the scholarships have not been allocated yet.⁹⁹

In October 2022 the Slovenian Government made the decision to resettle 50 persons from Türkiye. People from Afghanistan and Syria were eligible for resettlement according to the decision of the Government.¹⁰⁰ Based on the decision 23 persons resettled in Slovenia in 2023 and, 27 persons resettled in Slovenia in January 2024. No resettlements were carried out in 2025.¹⁰¹ Relocation has not been carried out since 2021.

2. Preliminary checks of third country nationals upon arrival

Indicators: Preliminary checks at the arrival point

1. Are there any checks that are applied systematically or regularly at the point of entry when a person enters the territory? Yes No
2. Is the person considered under law to have entered the territory during these checks? Yes No

No specific preliminary check is prescribed in national legislation. After irregularly crossing the border, individuals are processed in the police procedure for irregular crossing during which they can express the intention to apply for international protection. During the procedure, the police establish their identity, take their biometric data, obtain information about their route, and check for indications of whether the person could pose a threat to public order or national security. No systematic vulnerability assessment or health check is in place. In case the person needs urgent medical attention, the police will provide it to them. There are no time limits by which the check must be completed as the check is part of the police procedure for irregular crossing. The procedures are conducted on police stations or airport. The fiction of non-entry is not applied.

During the police procedure individuals are not officially detained. However, the procedure can last for several hours during which individuals are not able to leave the premises of the police station or airport. During the visits of Police stations in 2024, the Ombudsperson noted that during that time individuals are *de facto* detained for several hours before being transferred to the Asylum home or its branch.¹⁰²

No decision is issued regarding the preliminary check, however the whole procedure and outcomes (the established identity, the results of biometric data processed through different data bases, health concerns, vulnerability etc) are noted in the police documentation made during the procedure. As no decision is made individuals do not have the right to appeal.

⁹⁷ Immigration strategy of the Government of the Republic of Slovenia, March 2024, available [here](#).

⁹⁸ UNHCR: *Education pathways: Slovenia opens new opportunities for refugee students*, available [here](#).

⁹⁹ The public call for students can be found [here](#).

¹⁰⁰ Government of the Republic of Slovenia (2022), *Resettlement of 50 citizens of Syria or Afghanistan, eligible for refugee status, from Turkey to Slovenia*, 19 October 2022, available in Slovenian [here](#).

¹⁰¹ Official statistics of Ministry of Interior, available in Slovenian [here](#).

¹⁰² National Preventive Mechanism, *Priporočila iz obiskov (preglednice)*, available [here](#).

In case the individual expresses the intent to apply for international protection during the police procedure for irregular crossing, the police conducts the preliminary procedure (see [The preliminary procedure](#)).

3. Registration of the asylum application

Indicators: Registration

1. Are specific time limits laid down in law for making an application? Yes No
❖ If so, what is the time limit for lodging an application?
2. Are specific time limits laid down in law for lodging an application? Yes No
❖ If so, what is the time limit for lodging an application?
3. Are registration and lodging distinct stages in the law or in practice? Yes No
4. Is the authority with which the application is lodged also the authority responsible for its examination? Yes No
5. Can an application be lodged at embassies, consulates or other external representations? Yes No

Foreigners can express their intention to apply for asylum before any state or local authority, which has the duty to inform the police.¹⁰³ From the moment someone has expressed an intention to apply for international protection, they cannot be deported from the country in accordance with the IPA.¹⁰⁴

According to Article 35 IPA, an individual who has entered Slovenia illegally must express their intention to apply for international protection within the shortest time possible. Failure to do so is one of the grounds that can lead to a rejection of the asylum application as manifestly unfounded in the Accelerated Procedure.¹⁰⁵ The application cannot be considered as manifestly unfounded solely on this ground. Whether the individual applied in the shortest time possible must be decided based on the individual case.¹⁰⁶ Individuals who express an intention to apply for international protection in due time are exempt from any penalties regarding illegal entry.¹⁰⁷

3.1. The “preliminary procedure”

The Police conduct the so-called “preliminary procedure”, in which they establish the identity and travel route of the individual and complete the registration form. In line with the IPA, the police also have to inform the asylum seekers in a language they understand about the consequences of leaving the Asylum Home or its branch before lodging their application, namely that they would be processed under the Foreigners Act.¹⁰⁸ The registration form includes a paragraph notifying the applicant of the aforementioned and information on the consequences: that the application will be considered as withdrawn and that the person can be detained in line with the IPA. This information is listed on the registration form in Slovenian and in a language that the person understands.

The applicant signs the registration form to confirm they have received this information.

While the registration form now includes the information in the language the person understands individuals often claim, during the asylum procedure, that they were not aware of the provisions as they were not given the opportunity to read the registration forms before signing them. In practice, individuals can wait for up to 20 days to lodge the application. The provision instructing asylum seekers to stay in the asylum home until lodging the application is therefore extremely problematic since it means that asylum seekers are *de facto* detained until they

¹⁰³ Article 42(1) IPA.

¹⁰⁴ Article 36(1) IPA.

¹⁰⁵ Article 52, seventh indent IPA.

¹⁰⁶ See for example: Administrative Court Decision, I U 1894/2011, 17 November 2011, available in Slovenian [here](#).

¹⁰⁷ Article 35 IPA.

¹⁰⁸ Articles 42(1)-(2) IPA.

lodge the application. The fact that they left the premises of the Asylum home before lodging the application can also be used to justify the risk of absconding and detain the individual after they lodge the application.

In accordance with the amended IPA, the police can also establish other circumstances that are relevant for the asylum procedure.¹⁰⁹ It is not clear what those circumstances are and what is the extent of the police's authority in this regard. The police make a report about the procedure, together with any circumstances identified, and forwards it to the Migration directorate as part of the registration form.¹¹⁰ During the procedure, the police also take a short statement regarding the reasons for applying for international protection. The documentation of the police procedure is part of the asylum procedure, and statements made during the preliminary procedure are used in practice to identify inconsistencies between the applicant's statements, and form part of the credibility assessment of the applicant. This is problematic considering that the police procedure often takes place without an interpreter and is not conducted individually, which means that individuals do not have the opportunity to make individual statements at this stage.¹¹¹

In accordance with the IPA, applicants must be provided with interpretation and translation in a language that they understand throughout the preliminary procedure.¹¹² This is not necessarily the individual's mother tongue, and it is up to the police to judge whether an individual understands the language. Interpreters for some languages are not available in Slovenia, or may not be available at the given time, or the provided interpretation is of poor quality, which may lead to problems with accessing the asylum procedure.¹¹³ Interpreters are selected based on a public call. During the selection, interpreters are not subject to a test to determine their level of knowledge of the Slovenian language or the language they interpret. The decisive factor in the public call is the price of the interpreter's services. Those with the lowest prices are prioritised on the list of interpreters that the police can use in the procedures.¹¹⁴ In practice, the police also sign separate contracts with interpreters who do not have any proof of obtaining formal education in their countries of origin.

Proper interpretation is therefore one of the main systemic challenges individuals face in the preliminary procedure. As a result, the applicant's statements taken in the preliminary procedure are often inconsistent with those made later in the process, notably when they formally lodge the application. Asylum seekers often claim that the statements they made in the preliminary procedure were not read back to them or were incorrectly translated. Inconsistencies between the statements made during the preliminary procedure and those made while lodging the applications also form part of the credibility assessment of the asylum seeker. Since there is no systematic monitoring of the conduct of the preliminary procedure, recording should be introduced to allow for comprehensive supervision. Such monitoring would enable to quickly dispel any potential doubts concerning the conduct of the police during the procedure, while making it easier to detect any possible violations of standards.¹¹⁵

Once the preliminary procedure is concluded by the police, the individual is transferred to the Asylum Home in **Ljubljana** or its **Logatec** branch. Unaccompanied minors are transferred to the branch for unaccompanied minors in **Postojna**. The applicant receives a document from the police certifying their intention to seek asylum at that stage.

¹⁰⁹ Article 42(2) IPA.

¹¹⁰ Article 2(5) and 3(2) of Rules on the procedure for aliens who wish to apply for international protection in the Republic of Slovenia and on the procedure for accepting applications for international protection.

¹¹¹ Ombudsman, *Poročilo Varuha človekovih pravic RS o izvajanju nalog državnega preventivnega mehanizma po Opcijskem protokolu h Konvenciji OZN proti mučenju in drugim krutim, nečloveškim ali poniževalnim kaznim ali ravnanju za leto 2019*, available https://arhiv.varuh-rs.si/fileadmin/user_upload/pdf/DPM/Letna_porocila_DPM/DPM_19.pdf, Ombudsman, *Končno poročilo o obravnavi policijskih postopkov s tujci na območju Policijske postaje Ilirska Bistrica*, 19 July 2019, available in Slovenian [here](#).

¹¹² Articles 4 and 6(1) IPA.

¹¹³ PIC observations regarding the quality of translation and the Ministry's selection procedure for translators.

¹¹⁴ Public call for interpretation in police procedures, published 16 January 2024, available in Slovenian [here](#).

¹¹⁵ National Preventive Mechanism, *Priporočila iz obiskov (preglednice)*, available [here](#).

3.2. Lodging of the application

Upon completion of the preliminary procedure, individuals who express their intention to apply for international protection are brought to the **Asylum Home**, its branch facility in **Logatec** or the centre for unaccompanied minors in **Postojna**.

There is no time limit prescribed for the authorities between the expression of intention to apply for asylum and the lodging of the application. The average time for registration of the application has increased steadily. Although the number of arrivals decreased in 2025 asylum seekers continued to wait for up to 20 days to lodge the application. The waiting period varied during the year, depending on the number of new arrivals, but people usually had to wait 3–20 days.¹¹⁶

While waiting to lodge the application, asylum seekers are *de facto* detained (see [Detention: General](#)). They are not issued a detention order with respect to their detention in the **Asylum Home** or its branch. While they are no longer locked in the reception area, they are informed that if they leave the premises before lodging the application they will be processed as foreigners,¹¹⁷ meaning they can subsequently be detained in the **Foreigners Centre** and processed in the return procedure based on the bilateral readmission agreements or the Foreigners Act. They are not given any document that would allow them to move freely within the territory. They also do not have the right to free legal advice or representation regarding their detention. Until they lodge their application, individuals are not considered to be asylum seekers and, hence, do not enjoy the rights thereof.

The Asylum home in Ljubljana, its branch in Logatec and Postojna all served as reception and accommodation centres in 2025, meaning that people waiting to lodge the application were accommodated together with asylum seekers. Postojna only hosted unaccompanied minors while Logatec served as a reception and accommodation centre for families and vulnerable groups. In Ljubljana and Logatec vulnerable groups waiting to lodge the application were not separated from the general public. The conditions in the Asylum home in Ljubljana depended on the number of new arrivals. Due to lack of capacity people were also staying in the containers placed on the premises of the Asylum home (the parking lot and the courtyard).

Since asylum seekers are no longer locked in the reception area, a large number of asylum seekers absconded before lodging the application. During the year, 28,200 individuals expressed the intention to lodge the application,¹¹⁸ but only 4,172 applications were lodged.¹¹⁹ The Ombudsperson previously noted that the conditions in the Asylum home and Logatec are so severe that they infringe access to asylum.¹²⁰

Prior to lodging the application, the medical staff at the Asylum Home or its branch conduct a medical examination. During the medical examination, an assessment as to the person's vulnerability should also be conducted.¹²¹ Subsequently, the staff of the Migration directorate will photograph and fingerprint applicants older than 15 years old and run these fingerprints through the Eurodac database.¹²² Applicants are then shown a video presentation on the asylum procedure in Slovenia. The video contains the procedural steps, the rights and obligations of asylum seekers in the procedure, information about the Dublin procedure, reasons for asylum, refugee counsellors and judicial review. Although the IPA requires that individuals are also informed about NGOs working on the field of asylum and migration,¹²³ the video includes a reference to the existence of NGOs but does not include further practical information (e.g., which NGOs or the way of contacting them), and this information is not provided to individuals by the Ministry in any other manner.

¹¹⁶ Observation by the PIC.

¹¹⁷ Article 42(2) IPA.

¹¹⁸ Official police statistics, available [here](#).

¹¹⁹ Official statistics of Mol, available [here](#).

¹²⁰ The Ombudsperson, *Sporočilo javnosti o ugotovitvah Varuha glede razmer v azilnem domu v Ljubljani*, 13 September 2023, available [here](#) and *Poročilo z obiska nastanitvenega centra v Logatcu*, 7.0-4/2022-4-NAB.

¹²¹ Article 13(1) IPA.

¹²² Articles 42(4)-(5) IPA.

¹²³ Article 5(1) IPA.

The video also contains information specific for unaccompanied minors (e.g., legal guardians and special rules in the Dublin procedure) and the same video is used also for them. According to the IPA, unaccompanied minors have to be informed about their rights and obligations before they lodge an application, and this must be done in a manner that is adjusted to their age and development.¹²⁴ However, the video presentation is the same for all unaccompanied minors and is not adjusted for younger unaccompanied minors. Unaccompanied minors are shown the video in the presence of the interpreter and their legal guardian.

The application is then lodged with the Migration directorate. However, the officials who conduct the lodging of the application are not necessarily the same as those who take the final decision on the application. In the process of lodging the application, the individual is asked to state their personal information and describe the journey from their country of origin to their arrival in Slovenia. They also give a brief statement about their reasons for applying for international protection. If the applicant has a legal representative or a legal guardian, this person will be present during the procedure, together with the interpreter. The application is lodged after the minutes are read and signed by all those present at the lodging, confirming their content.

The general rule is that an asylum application is lodged orally. The IPA also allows the Migration directorate to instruct the asylum seeker to lodge the application in writing or electronically under exceptional circumstances, which are however not defined in law, so it is assessed discretionally.¹²⁵ However, as of January 2025, there is no system in place under which the applicant could lodge the application electronically.

The written application consists of a special form which is filled by the applicant, with the assistance of the Migration directorate officials (that should be available for the applicant to do so).¹²⁶ In practice, written applications are lodged at the Migration directorate in group settings – asylum seekers speaking the same language are put in one room where they receive the video information session after which they fill out the application forms. The groups are normally comprised of 5 to 20 foreigners filling out the form simultaneously. Foreigners are given a form in their language. The forms are then filled out by the asylum seekers in the presence of a translator who helps them fill out the form. Officials of the Migration directorate are present while foreigners fill out their applications. After they fill out the form, the translator translates the form and fills out another form in Slovenian language. The translator then gives both forms, the one filled out by the applicant and the translated one, to the official of the Migration directorate and the application is considered to be lodged. This practice does not allow asylum seekers any privacy during the lodging of the application. In addition, the interpreters are often *de facto* leading the procedure, answering the questions and helping foreigners although they are not qualified and do not have the official authorisation to do so.¹²⁷ Furthermore, for reasons including illiteracy, lack of information and guidance, applicants are not able to list all the reasons for which they seek asylum on the forms (except for cases of complete illiteracy¹²⁸). Nevertheless, their statements made in the written application are used in the credibility assessment. Due to the increase of asylum seekers, the majority of applications were lodged in writing in 2025. Out of 4,172 applications lodged in 2025, 3,292 applications (78%) were lodged in writing, and none was lodged electronically.¹²⁹

No matter how the application is lodged (oral, written, electronically although non-existent in practice) applicants can obtain the copy of the application if they wish, without any special request being needed.

According to the amendments of the IPA, the competent authority can only process the application in the border procedure if the application is inadmissible, in which case it will be processed in the accelerated procedure, or if the applicant has lodged a request for a subsequent application. During the border procedure, the applicant is accommodated at the border, airport, or port. The timeframe for the Ministry to take a decision is three weeks. If the Migration directorate does not issue a decision within three weeks, or the applicant's application is processed

¹²⁴ Article 16(5) IPA.

¹²⁵ Article 45(1) IPA.

¹²⁶ Article 10(4) Rules on the procedure for aliens who wish to apply for international protection in the Republic of Slovenia and on the procedure for accepting applications for international protection.

¹²⁷ Based on the observance of practice by PIC.

¹²⁸ Information provided by the Ministry of Interior in the context of their right of reply, July 2025.

¹²⁹ Official statistics provided by the Migration directorate, March 2026.

in the regular procedure, the applicant is allowed entry into the territory. The fiction of pre-entry is also foreseen in this context.¹³⁰ In practice, due to a lack of infrastructure, this procedure at the border, airport and port is not used. Applicants who submit their application in such places are subject to the regular procedure.

C. Procedures

1. Regular procedure

1.1. General (scope, time limits)

Indicators: Regular Procedure: General

1. Time limit set in law for the determining authority to make a decision on the asylum application at first instance: 6 months
2. Are detailed reasons for the rejection at first instance of an asylum application shared with the applicant in writing? Yes No
3. Backlog of pending cases at first instance as of 31 December 2025: 752
4. Average length of the first instance procedure in 2025: 277 days in case of in-merit decisions (*48 days from lodging the application until the decision is issued).¹³¹

The regular procedure is regulated in the International Protection Act. The determining authority must take a decision in the shortest time possible, and no later than six months from lodging the application. If it cannot issue a decision within six months, it needs to inform the applicant in writing about the delay, the reasons for the delay and the timeframe within which they can expect a decision. If it cannot make a decision in the estimated timeframe, it can again inform the applicant in writing about the reason for the delay and set a new timeframe within which they can expect the decision.¹³² In practice, the reasons in writing are only given in very broad terms, e.g., "the authority is working on pending cases that were submitted earlier and on priority cases of vulnerable persons."¹³³

The determining authority can extend the 6-month time limit for no longer than 9 months: (a) if the applicant does not fulfil their obligations regarding the asylum procedure; (b) if the authority is faced with complex legal and factual questions; or (c) in case of a large number of applications for international protection.¹³⁴ According to the amended IPA, if the Migration directorate is to extend the time limit due to a large number of applicants for international protection, it has to notify the European Commission about this decision at least once per year and as soon as the reasons for the extension no longer exist.¹³⁵ It is evident from the proposal of the amendments¹³⁶ that the purpose of the provision is to implement article 49, paragraph 3 of the Asylum Procedures Directive. However, the IPA does not contain any objective criteria regarding the number of asylum applicants or other circumstances that would prompt the use of the provision.

The Ministry can further extend the additional 9-month time limit by no more than 3 months, under justified circumstances and in order to ensure a proper and comprehensive examination of the application.¹³⁷

In addition, the determining authority may suspend the procedure if, due to an uncertain situation in the country of origin, which is expected to be of temporary nature, it cannot be expected from the determining authority to

¹³⁰ Article 43(1)-(2) IPA.

¹³¹ Information provided by the Migration directorate, March 2026.

¹³² Article 47(1)-(2) IPA.

¹³³ Observation by the PIC.

¹³⁴ Article 47(3) IPA.

¹³⁵ *Ibid.*

¹³⁶ Državni zbor: *Besedilo Predloga zakona o spremembah in dopolnitvah Zakona o mednarodni zaščiti*, 10 December 2020, available in Slovenian [here](#).

¹³⁷ Article 47(4) IPA.

decide in any of the abovementioned timeframes. In this case, the determining authority needs to review the situation in the country of origin every 6 months, inform the applicant about the reasons for suspending his application and inform the European Commission about the suspension of all procedures regarding this country of origin. The maximum time period in which the application needs to be examined in this case is 21 months.¹³⁸ In practice, this provision has not been implemented.

If the application of the asylum applicant is processed in the Dublin procedure, the time limit for making a decision starts when it is established, in accordance with the Dublin regulation, that Slovenia is responsible for the examination of the application and the applicant is on its territory.¹³⁹

There are no consequences set out in law for not respecting the time limit. In practice the time limits are not respected, and duration of the procedure is one of the biggest shortcomings of the Slovenian asylum system. In 2025, 4,172 applications for international protection were lodged and 752 asylum applications were pending by the end of the year. According to official statistics, the average duration of the procedure in 2025 was 48 days from lodging the application to the decision.¹⁴⁰ In case of an in-merit decision the average duration of the procedure was 277 days. This is a significant increase from 2023 when the average duration for an in-merit decision was 174 days.¹⁴¹ Out of 71 positive decisions issued by the Migration directorate, 14 were issued in less than 6 months. Out of 35 decisions granting subsidiary protection, 34 were issued to Ukrainian citizens,¹⁴² whose claims were in practice prioritised.¹⁴³ Other asylum applicants had to wait longer for first instance decisions, as 14 positive decisions were issued 6 to 12 months after the lodging the application and 43 were issued one year after lodging the application. In 2025, 154 negative in-merit decisions were issued, out of which 103 were issued in less than 6 months, 20 were issued 6 to 12 months after lodging the application, and 31 were issued 1 year after lodging the application.¹⁴⁴

In 2025, the in-merit refugee recognition rate at first instance was 16%. However, it should be noted this refers to a limited number of persons, as 36 applicants were granted refugee status. The percentage of people obtaining subsidiary protection after in-merits assessments at first instance was 15%, as 35 persons were granted subsidiary protection. Out of these, 34 were from Ukraine.¹⁴⁵

The negative decisions also contain a return decision. Applicants are given 10 days for voluntary return by law,¹⁴⁶ counting from the moment the decision becomes enforceable,¹⁴⁷ and are subjected to a one-year entry ban,¹⁴⁸ that comes into force only if the person does not leave Slovenia within the timeframe for voluntary return.¹⁴⁹ The decision also mentions that, should the applicant not leave Slovenia voluntarily, they will be removed from the territory. 154 such decisions were issued in 2025.¹⁵⁰

1.2. Prioritised examination and fast-track processing

According to Article 48 of the IPA, the Migration directorate must prioritise cases of vulnerable persons with special needs or cases in which the applicant has been detained in the **Asylum Home** or the **Foreigners Centre**. However, in accordance with the amended IPA, only applications which are likely to be substantiated can be prioritised. However, this is often not respected in practice.¹⁵¹ Official statistics on the number of prioritised

¹³⁸ Article 47(5)-(6) IPA.

¹³⁹ Article 47(8) IPA.

¹⁴⁰ This includes procedures that were stopped due to the high absconding rate of applicants, and Dublin procedures.

¹⁴¹ Official statistics provided by the Migration directorate, March 2026.

¹⁴² Official statistics provided by the Migration directorate, March 2026.

¹⁴³ Observation by the PIC.

¹⁴⁴ Official statistics provided by the Migration directorate, March 2026.

¹⁴⁵ Official statistics provided by the Migration directorate, March 2026.

¹⁴⁶ Article 49(10) IPA.

¹⁴⁷ Article 49(11) IPA.

¹⁴⁸ Article 49(13) IPA.

¹⁴⁹ Article 67(2) Foreigners Act.

¹⁵⁰ Official statistics provided by the Migration directorate, March 2026.

¹⁵¹ Observation by the PIC.

applications are not gathered by the Migration directorate. In practice, Ukrainian applications for asylum were prioritised during 2025 as the majority of applicants were granted subsidiary protection.¹⁵²

According to Article 49/1 of the IPA, in a fast-track procedure, the application can only be rejected as manifestly unfounded. 82 applications were processed in the fast-track procedure in 2025.¹⁵³ All applications processed in the fast-track procedure were rejected as manifestly unfounded. In 2025, one of the applications lodged by unaccompanied minors were processed in a fast-track procedure and rejected as manifestly unfounded.¹⁵⁴

1.3. Personal interview

Indicators: Regular Procedure: Personal Interview

1. Is a personal interview of the asylum applicant in most cases conducted in practice in the regular procedure? Yes No
 - ❖ If so, are interpreters available in practice, for interviews? Yes No
2. In the regular procedure, is the interview conducted by the authority responsible for taking the decision? Yes No
3. Are interviews conducted through video conferencing? Frequently Rarely Never
4. Can the asylum applicant request the interviewer and the interpreter to be of a specific gender? Yes No
 - ❖ If so, is this applied in practice, for interviews? Yes No

The law provides that the Migration directorate has to conduct the personal interview before taking a decision both in the regular and accelerated procedure, in the inadmissibility procedure and in the Dublin procedure.¹⁵⁵ The personal interview can be omitted if:¹⁵⁶

- ❖ The Migration directorate can grant the applicant refugee status on the basis of evidence at its disposal;
- ❖ The applicant cannot participate in the procedure on their own due to a temporary or permanent mental disorder or illness or reasons which prevent them from understanding the meaning of the procedure.
- ❖ The applicant has otherwise provided relevant information for the process of determining the State responsible for examining the application, provided that the competent authority enables the applicant, before making a decision on his transfer to the responsible State, to send all relevant information needed for the correct decision on the responsible State.

Upon lodging their application, asylum applicants are given the date and time of the personal interview. However, in practice, the interview is often postponed until it is clear in which procedure (Dublin, accelerated, regular) the individual will be processed. During the interview interpretation is provided by the Migration directorate. The personal interview is conducted with each adult asylum applicant individually, even if they are family members. In some cases, applicants from the same family are given separate asylum decisions in order to ensure that information provided during the procedure is not included in a common final decision and therefore revealed to other family members. During the interviews the Ministry informs the applicant that privacy and confidentiality have to be ensured by everyone present.

Children are not present during the parents' personal interview. In case of a minor who is 15 years old or older and in case of an unaccompanied minor the legal guardian is present during the personal interview.¹⁵⁷ If the presence of the family member during the personal interview is not in the best interest of the child, a legal guardian can be appointed to the minor.¹⁵⁸ The personal interview with a minor under 15 years old can only be

¹⁵² *Ibid.*

¹⁵³ Official statistics provided by the Migration directorate, March 2026.

¹⁵⁴ *Ibid.*

¹⁵⁵ Article 46(1) IPA.

¹⁵⁶ Article 38(1) IPA.

¹⁵⁷ Article 37(2) IPA.

¹⁵⁸ Article 37(5) IPA.

conducted in exceptional cases.¹⁵⁹ This is normally done in cases of unaccompanied minors in order to obtain the information needed for status determination.

In 2025, officials of the Migration directorate attended different trainings on the new Pact on Asylum and Migration (see [Determining authority](#)). While there is no special division for processing applications of vulnerable groups, all decision makers were trained by the EUAA on working with vulnerable groups, while only one official was trained on working with unaccompanied minors.¹⁶⁰

If the applicant has legal representation, their representative is also present. With the applicants' consent, the official of the Migration directorate can also allow the presence of a UNHCR representative, another official or employee of the Mol, a researcher, a student or another public official if their presence is important for scientific work or their institution.¹⁶¹ Since the September 2021 amendment of the IPA, applicants can no longer be accompanied by a person of their own choosing for emotional support during the interview.

The personal interview is carried out either by the officials of the Migration directorate who have previously carried out the application procedure or by the decision makers. Which officials will conduct the personal interviews is decided on a case by case basis. Generally, the decision makers conduct the "in-merit" personal interviews in cases that are referred to them after lodging the application as they will be processed in the regular procedure. In previous years, the first in-merit interview was conducted by the officials responsible for lodging the application. The practice changed in 2025 due to a high number of applications and reduced staff. In practice, this has prolonged the waiting period in which personal interviews are conducted. While other personal interviews are conducted in 3 months after lodging the application, applicants processed in the regular procedure have to wait up to one year for their personal interview with the decision maker.¹⁶²

During this interview ("first in-merit interview"), the officials aim to establish the identity of the applicant and accompanying family members, the applicant's reasons for seeking asylum and all other facts and circumstances that are important for the decision.¹⁶³ During the personal interview, the applicant is expected to provide detailed grounds for asylum as well as to provide documents and other evidence.¹⁶⁴

Under the provisions of the IPA, the date of the personal interview is determined during the lodging of the application. The personal interview can be conducted immediately after the application is lodged only if: the application is processed in the border procedure; or if it is evident from the information, given at the lodging of the application, that the grounds for processing the application as inadmissible or manifestly unfounded are met.¹⁶⁵ Notwithstanding the provisions of the IPA, the Ministry conducted personal interviews with Ukrainian asylum applicants immediately after they lodged the application for international protection in 2025. Their applications were not processed as inadmissible or manifestly unfounded as they were granted subsidiary protection.

The personal interview is completed after the minutes are read to the asylum applicant and signed by everyone present during the interview. The personal interview can also be recorded using electronic audio or video recording devices. In this case, the Migration directorate has to ensure that the recording is attached to the mentioning that the interview was recorded,¹⁶⁶ and the asylum applicant does not have to confirm the content of the minutes.¹⁶⁷ Electronic audio and video recording of personal interviews is not used in practice.¹⁶⁸ The IPA also allows in exceptional circumstances for the personal interview to be conducted through modern electronic

¹⁵⁹ Article 37(3) IPA.

¹⁶⁰ Information provided by the Migration directorate, March 2026.

¹⁶¹ Article 37(4) IPA.

¹⁶² Observations by the PIC.

¹⁶³ Article 46(2) IPA.

¹⁶⁴ Article 21(2) IPA.

¹⁶⁵ Article 45(5) IPA.

¹⁶⁶ Article 37(7) IPA.

¹⁶⁷ Article 37(9) IPA.

¹⁶⁸ Observation by the PIC.

media under the condition that secure data transmission is ensured.¹⁶⁹ This provision is also not used in practice.¹⁷⁰

In line with the IPA, the official of the Migration directorate has to conduct the personal interview in a way that enables the applicant to fully present their reasons for seeking asylum and their personal circumstances, such as their cultural background, gender, sexual orientation and identity or vulnerability. While conducting the personal interview the official also has to take the abovementioned personal circumstances of the applicant into account.¹⁷¹ The applicant can request that the interview be conducted and interpreted by, respectively, an official and an interpreter of the same gender.¹⁷² The manner in which the personal interview is conducted depends on the official that conducts it. Due to the lack of female translators, translation by a person of the same gender is not often provided to female asylum applicants in practice while the Migration directorate arranges the caseload in a way that female officials conduct the majority of personal interviews with female asylum applicants.¹⁷³

Following this first in-merit interview the “decision-maker” decides if another in-merit interview is needed before an in-merit asylum decision is taken on the case. In some cases, this interview is omitted when the decision-maker can grant the applicant international protection on the basis of evidence at their disposal or reject the application. Before the final decision is issued, it has to be authorised by a responsible official of the sector for international protection procedures.¹⁷⁴

Official statistics on the number of personal interviews is not gathered by the authorities.¹⁷⁵

1.3.1. Interpretation

The IPA states that the assistance of an interpreter must be provided to a person who does not understand the official language during the lodging of the application and during the personal interview. In other justified cases, the assistance of an interpreter can be approved by the competent authority.¹⁷⁶

The amendments to the IPA also foresee that applicants and refugee counsellors are entitled to the assistance of an interpreter during the procedure before the Administrative and Supreme Court. They are entitled to 2 hours or four translation pages per case, irrespective of the lengthiness of the procedure.¹⁷⁷ This provision was included in the amendments to the IPA as a result of a Supreme Court decision, stating that applicants are entitled to an interpreter if required for communication with their counsellors in preparation of the legal remedy.¹⁷⁸

According to the IPA, the interpreter is bound to respect the rules of the Code of Conduct for interpreters and translators in the international protection procedures which is adopted by the Minister of the Interior. The Ministry also needs to inform the interpreters on the rules and specifics of interpreting in the international protection procedures and on their role in such procedures.¹⁷⁹ In 2025 the MoI, in cooperation with UNHCR, organised a training on interpretation in the asylum procedures. 20 interpreters attended the training.¹⁸⁰

Lack of qualified interpreters for certain languages is a systematic problem in Slovenia. The quality of interpretation varies considerably and, in some cases, does not meet required standards. Interpreters are selected based on a public call. During the selection, while they need to submit proof of knowledge of the

¹⁶⁹ Article 37(8) IPA.

¹⁷⁰ According to the PIC's experience.

¹⁷¹ Article 37(1).

¹⁷² Article 37(6) IPA and Article 6(6) IPA.

¹⁷³ Observation by the PIC.

¹⁷⁴ Information provided by the Migration directorate April 2025.

¹⁷⁵ Information provided by the Migration directorate, April 2025.

¹⁷⁶ Article 6(1)-(2) IPA.

¹⁷⁷ Article 11(1) IPA.

¹⁷⁸ Supreme Court, Decision I Up 226/2017, 22. November 2017, available in Slovenian [here](#).

¹⁷⁹ Article 6(10)-(11) IPA.

¹⁸⁰ Official statistics provided by the Migration directorate, March 2026.

Slovenian language,¹⁸¹ interpreters are not subject to a test to determine their level of knowledge of the Slovenian language or the language they interpret. Although interpreters have to submit proof of language, education and references, the decisive factor in the public call is the price of the interpreter's services. Those with the lowest prices are prioritised on the list of interpreters that the Migration directorate can use in the procedures.¹⁸² In practice, Migration directorate does not monitor the quality of the translation. Often, interpreters operate in languages in which they are not fluent, but which are used in their countries of origin. As some cannot adequately write in these languages, decisions on asylum are often wrongly translated by interpreters. There were also cases where the translation stated that the person does not have the right to appeal the asylum decision. The lack of proper interpretation affects the credibility assessment of asylum applicants. Systematic changes in the selection of interpreters should be made in order to provide asylum applicants with proper interpretation in the asylum procedure and guarantee their ability to obtain international protection in Slovenia.¹⁸³

The IPA foresees that, where possible, asylum applicants can request the presence of an interpreter of the same sex.¹⁸⁴ In practice, however, this is often not respected due to the lack of available female interpreters (See: [Personal interview](#)).¹⁸⁵

Interpreting can be conducted through video conferencing if secure data transfer is guaranteed.¹⁸⁶ In practice this is used only for the interpretation of languages for which an interpreter cannot be provided in Slovenia. In this regard, the Mol can ask for help with interpretation from another Member State, EU institutions or other international organisation.¹⁸⁷ In 2025, the Migration Directorate had contracts with 68 interpreters for different languages. In 2025, the Mol did not request the EUAA for assistance with interpretation in certain procedures, however interpreting was conducted through video conferencing in certain cases when such interpretation was more economic or the interpreter was needed in short notice and could not come in person in the time needed.¹⁸⁸

1.3.2. Recording and report

Minutes are taken during the lodging of the application and during personal interviews. According to the law, the interview can also be recorded with audio/video electronic devices. In this case, the competent authority needs to ensure that the recording is attached to the official record which needs to contain a note that the recording has been made.¹⁸⁹ In practice, the audio/video recordings are not used (see [Personal interview](#)).

In practice the applicant's statements are not written down *verbatim*; the interpreters often only summarise the applicants' statements, and the interviewer rephrases the translated answers so as to include their important elements. Upon completion of the lodging of the application or of the personal interview, the interpreter has to translate orally the contents of the report to the applicant, who can then add comments. When the applicant signs the minutes after lodging the application, they officially obtain the status of an applicant for international protection in Slovenia. Others who are also present at the lodging (e.g., the official of the Migration directorate, interpreter, legal guardian, legal representative) also have to sign the minutes. Further changes cannot be made to the official minutes at a later stage. The copy of the minutes is given to the applicants' legal representative and to the applicant if they want, there is no need for a special request.¹⁹⁰

In practice, asylum applicants often complain upon second reading after the personal interview that their statements were wrongly interpreted, and that their statements were not properly read to them by the interpreter, meaning that they were not aware of the content of the minutes made during the interview.¹⁹¹

¹⁸¹ Information provided by the Ministry of Interior in the context of their right of reply, July 2025.

¹⁸² Example of the Ministry's public call [here](#).

¹⁸³ Observation by the PIC.

¹⁸⁴ Article 6(6) IPA.

¹⁸⁵ Observation by the PIC.

¹⁸⁶ Article 6(13) IPA.

¹⁸⁷ Article 6(12) IPA.

¹⁸⁸ Official statistics provided by the Migration directorate, March 2026.

¹⁸⁹ Article 37(7) IPA.

¹⁹⁰ Observation by the PIC.

¹⁹¹ Observation by the PIC.

1.4. Appeal

Indicators: Regular Procedure: Appeal

1. Does the law provide for an appeal against the first instance decision in the regular procedure?
 Yes No
❖ If yes, is it Judicial Administrative
❖ If yes, is it automatically suspensive Yes Some grounds No
2. Average processing time for the appeal body to make a decision: Not available.

1.4.1. First appeal

The legal remedy available to rejected asylum applicants is a judicial review, which is initiated by filing a lawsuit against the MoI.¹⁹² In the proceedings that follow, the applicant for international protection acts as the plaintiff and the Ministry as the defendant. The Administrative Court of the Republic of Slovenia, with headquarters in **Ljubljana**, decides on the application for judicial review. The general rules of procedure are set out in the Administrative Dispute Act, while specific provisions particular to judicial review in international protection procedures are included in the IPA.

If the application was rejected in the regular procedure, the deadline for lodging the judicial review is 15 days. The Administrative Court must decide on it within 30 days,¹⁹³ yet court proceedings are usually much longer in practice, sometimes taking up to one year or longer. The length of the procedure mostly depends on the complexity of the case. This practice continued in 2025.¹⁹⁴

An application for judicial review against the rejection of an application in the regular procedure has automatic suspensive effect.¹⁹⁵ The review includes an assessment of both facts and points of law. Because a negative decision issued in the regular procedure also includes a return order the applicant must present arguments regarding asylum and return when lodging the judicial review. As no other separate legal remedy is prescribed for the return decision the applicant cannot lodge a separate judicial review after the court decision becomes final.

In practice, most asylum applicants that receive a rejection decision have difficulties filling for judicial review due to difficulties in obtaining a refugee counsellor. In 2020, the practice of accessing refugee counsellors changed and asylum applicants have faced challenges to secure legal representation since then, including in 2025 (see [Legal assistance on appeal](#)).

In 2025, 225 negative in-merit decisions, 1,670 Dublin decisions, 28 detention orders and 9 inadmissibility decisions were issued. 329 appeals regarding asylum cases were lodged at the Administrative Court. 115 were lodged against negative asylum decisions and 23 against detention orders. In 2025, the Administrative Court issued 388 asylum-related decisions. In 208 of these cases, the Administrative Court conducted a hearing before taking the decision.¹⁹⁶

In 2021, the practice of the Administrative Court changed and oral hearings became more frequent due to the decision of the Supreme Court in *X Ips 22/2020*,¹⁹⁷ in which the court noted that an oral hearing has to be conducted if the facts of the case are disputed, and that the court has to make a decision regarding the suggested

¹⁹² Article 70(1) IPA.

¹⁹³ Articles 70(1) and 71(1) IPA.

¹⁹⁴ PIC observation.

¹⁹⁵ Article 70(3) IPA.

¹⁹⁶ Official statistics provided by the Administrative Court, MoI and UOIM February and March 2026.

¹⁹⁷ Supreme Court decision, *X Ips 22/2020*, 26. 8. 2020, available in Slovenian [here](#).

evidence at the oral hearing.¹⁹⁸ However, the fact that the oral hearing is conducted does not necessarily mean that the applicant will be questioned. Therefore, the oral hearings in some cases last less than 20 minutes. The practice of conducting oral hearings differs between judges based on their interpretation of the Supreme Court's decision. In 2024, the Administrative Court carried out 208 oral hearings. In 86 cases, the Administrative Court made decisions without an oral hearing.¹⁹⁹

Oral hearings are public. Decisions of the Administrative Court are published, with information on the applicant's identity removed.²⁰⁰

In the vast majority of the cases where the Administrative Court finds faults in the first instance decision, it annuls the decision and returns the case to the first instance. The Migration directorate is then obliged to issue a new decision within 30 days.²⁰¹ However, this is not respected in practice. Instead, the repeated procedure in front of the Migration directorate again takes an excessively long time, which can bring the duration of the entire asylum procedure, from the time of lodging the application to the final decision, to several years. In addition, the Migration directorate often does not respect the decision or the instructions of the Administrative Court, which can further prolong the procedure.²⁰² In 2025, the Administrative Court did not grant international protection.²⁰³

1.4.2. Onward appeal

The IPA foresees the right of appeal to the Supreme Court against a decision of the Administrative Court.²⁰⁴ The Supreme Court has to issue its decision within 30 days of receiving the appeal.²⁰⁵ In 2025, appeals to the Supreme Court were made in 103 cases.²⁰⁶

Decisions of the Supreme Court are published, with identifying information of applicants anonymised.²⁰⁷

In any case, applicants can appeal to the Constitutional Court. The appeal needs to be lodged within 15 calendar days of the applicant being served the decision of the Administrative Court or the Supreme Court.²⁰⁸ Decisions of the Constitutional Court are published, with identifying information of applicants anonymised.²⁰⁹ Constitutional appeals were not lodged by refugee counsellors in 2025.²¹⁰

¹⁹⁸ The decision of the Supreme Court follows the decision of the Constitution Court Up 360/16-22, 18.6.2020 and the decisions of the ECtHR, Application No 32303/13, Judgment of 13 March 2018, *Mirovni inštitut v. Slovenia*, available [here](#), and ECtHR, Application No 58512/16, Judgment of 30 June 2020, *Cimperšek v. Slovenia*, available [here](#).

¹⁹⁹ Official statistics provided by the Administrative Court, February 2025.

²⁰⁰ Decisions can be found [here](#).

²⁰¹ Article 64(4) Administrative Dispute Act.

²⁰² Observation by the PIC.

²⁰³ Official statistics provided by the Administrative court, February 2026.

²⁰⁴ Article 70(4) IPA.

²⁰⁵ Article 71(4) IPA.

²⁰⁶ Official statistics provided by the Supreme court, February 2026.

²⁰⁷ Available in Slovenian [here](#).

²⁰⁸ Article 72 IPA.

²⁰⁹ Available in Slovenian [here](#).

²¹⁰ Official statistics provided by the Migration directorate, March 2026.

1.5. Legal assistance

Indicators: Regular Procedure: Legal assistance

1. Do asylum applicants have access to free legal assistance at first instance in practice?
 Yes With difficulty No
❖ Does free legal assistance cover: Representation in interview
 Legal advice
2. Do asylum applicants have access to free legal assistance on appeal against a negative decision in practice?
 Yes With difficulty No
❖ Does free legal assistance cover Representation in courts Legal advice

1.5.1. Legal assistance at first instance

The IPA does not provide free legal representation for applicants in the first instance procedure. This was provided by a non-governmental organisation PIC – Legal Center for the Protection of Human Rights and the Environment,²¹¹ UNHCR implementing partner. In line with the project, PIC provided free legal help and representation to asylum applicants during the project implementation. The PIC provides legal representation throughout the whole first instance procedure, which includes the lodging of the application and all subsequent personal interviews, legal assistance throughout the asylum procedure, preparation of country of origin information and help with accessing refugee counsellors when requests for judicial review need to be filed. In 2025, PIC assisted 611 individuals in the asylum procedure. PIC remains the only NGO providing legal assistance to asylum applicants in Slovenia.

The PIC has an office next to the **Asylum Home** in Ljubljana, the accommodation facility where the majority of applicants reside during the international protection procedure. PIC lawyers are available to asylum applicants by phone and email every working day between 8 am and 3 pm. Additionally, they also organise in-person meetings and visit the Asylum Home or its branches (Logatec, Postojna, Kotnikova) and the Foreigners Centre.

1.1.1. Legal assistance on appeal

Legal assistance in the appeal procedure is provided to applicants by refugee counsellors.²¹² The latter are graduate lawyers, selected by public tender and appointed by the Ministry of the Justice for a term of 5 years. Before they can start undertaking cases, prospective refugee counsellors have to participate in a seminar on law of international protection for a minimum duration of 10 hours. If they do not have the required one-year experience on refugee and asylum law or have not previously represented asylum applicants at least 3 times before the national courts, they also have to pass an exam before participating in the seminar.²¹³ In line with the amended IPA, they also have to pass a security check and obtain permission to access classified information.²¹⁴

Since refugee counsellors selected in the last call in 2023 were appointed based on the provisions of the former IPA, passing the security check and obtaining the permission was not needed at the last appointment. The provision has therefore not been used in practice.

There is no “merits test” on the basis of which the applicant can be refused legal assistance.

Applicants therefore have access to refugee counsellors who initiate judicial review on their behalf and represent them in court, free of charge. The most recent public call was published in October 2021; the procedure of

²¹¹ PIC – Legal Center for the Protection of Human Rights and the Environment, available [here](#).

²¹² Article 9(1) IPA.

²¹³ Article 12 Rules on knowledge testing of candidates for refugee counsellors and on the training of refugee counsellors at the Judicial Training Centre.

²¹⁴ Article 9(4), indent 7 IPA.

appointing new refugee counsellors was finalised by March 2023. In January 2026 the list contained 41 refugee counsellors.²¹⁵

The amendments of the IPA include several novelties regarding the work of refugee counsellors. According to the new provisions, refugee counsellors have to pass a security check and obtain permission to access classified information.²¹⁶ Both new provisions were heavily criticised by NGOs and lawyers as refugee counsellors are the only legal professionals in Slovenia required to do so in order to be able to represent their clients. As other legal representatives refugee counsellors are bound by confidentiality. In addition, they should have access to all the relevant information pertaining the case in order to be able to represent their clients. Since refugee counsellors are bound by the same legal standards as other legal representatives the provision is not necessary for the function of the refugee counsellors. In practice, the provisions have not been used as refugee counsellors have not been appointed based on the new provisions yet.

One of the most notable and problematic changes of the IPA are the new grounds for dismissal of the refugee counsellor. Under the new provisions, the refugee counsellor can be dismissed by the Ministry of Justice if it is established that they:

- ❖ are aware of the true identity of the asylum applicant;
- ❖ have the identity documents of the asylum applicant;
- ❖ are aware of the asylum applicant's actual age, in case the asylum applicant claims they are underage;
- or
- ❖ are aware of facts based on which the asylum applicant is not eligible for refugee status or subsidiary protection and does not disclose these facts to the Migration directorate.²¹⁷

Refugee counsellors submitted the provisions for review to the Advocate of the Principle of Equality. The Advocate of the Principle of Equality stated in his decision that asylum applicants have the right to an effective legal remedy and judicial review and that the provision of the IPA renders that right void and null. He noted that confidentiality between the asylum applicant and the refugee counsellor is the basis for exercising the right to an official legal remedy. The Advocate of the principle of Equality also issued a recommendation to the MoI to change the discriminatory provisions relating to the lawyer-client privilege of asylum applicants and refugee counsellors.²¹⁸ In February 2022, opposition parliamentarians submitted the provision to the Constitutional Court for constitutional review. In its decision, issued in 2025, the Constitutional Court noted that the principle of confidentiality enshrined in Article 35 of the Constitution applies to refugee counsellors, as the relationship of trust is essential between the refugee counsellor and the applicant in order for the refugee counsellor to perform the tasks effectively. The Court, however, decided that the swift and efficient implementation of asylum procedures and measures to prevent abuse of the asylum procedure are constitutionally permissible objectives that allow the interference with the right to privacy. The Court therefore concluded that the obligation to disclose the information, although it undermines to some extent the confidentiality of the relationship between the applicant and the refugee counsellor, it does not constitute an excessive interference with the right to privacy under Article 35 of the Constitution.²¹⁹ A refugee counsellor lodged an application against the decision of the Constitutional Court before the ECtHR arguing that the provision of the IPA is in breach of Article 8 of the ECHR.²²⁰

The Migration directorate serves asylum applicants with a list of refugee counsellors, together with a decision, in their language. The list instructs asylum applicant to obtain the help of a refugee counsellor themselves or contact the Migration directorate to provide them with one. In practice, many individuals cannot access refugee counsellors before the deadline for the appeal. Detained asylum applicants face problems in accessing the help of refugee counsellors since many have no access to a phone. Lack of interpretation, mistranslated decisions and illiteracy also prevent asylum applicants from obtaining the representation of refugee counsellors. Asylum

²¹⁵ MoI, *Imenik svetovalcev za azil / begunce*, available in Slovenian [here](#).

²¹⁶ Article 9(4), *intendant 7 IPA*.

²¹⁷ Article 9(10) *intendant 6 IPA*.

²¹⁸ *Zagovornik načela enakosti, Ocena diskriminatornosti zakona ali drugega predpisa po 38. členu ZVARD*, 10 June 2022, available in Slovenian [here](#).

²¹⁹ Constitutional Court decision, U-I-52/22, 19. June 2025, available [here](#).

²²⁰ ECtHR, *Regvar v. Slovenia*, communicated on 11. December 2025, available [here](#).

applicants therefore either leave Slovenia without filing for the judicial review or rely heavily on social workers, the PIC or other NGOs to help them find a refugee counsellor. There have also been reported cases of more than one refugee counsellor lodging an appeal at the Administrative Court against the decision of an asylum applicant in cases when the same asylum applicant would obtain the help of more than one refugee counsellor.

In 2025 the MoI provided asylum applicants with refugee counsellors in 42 cases. In all other cases applicants obtained the help of refugee counsellors on their own. According to official statistics, 225 in-merit negative decisions, 1,670 Dublin decisions, 9 inadmissibility decisions and 28 detention orders were issued in 2025.²²¹ However only 329 appeals were lodged before the Administrative court during the year,²²² out of which only 65 were lodged against a negative decision.²²³ According to official statistics, only 23 appeals against detention orders were received by the Administrative court.²²⁴ Although the majority of Dublin decisions are issued to applicants who have already absconded and are no longer present in Slovenia and therefore cannot lodge the judicial review statistics shows that judicial review is not lodged in a high number of cases.²²⁵

Refugee counsellors are entitled to the assistance of a translator for the amount of 2 hours or 4 translated pages per case.²²⁶ They are not entitled to reimbursement for extraordinary legal remedies,²²⁷ however they are entitled to reimbursement for the appeal procedure before the Supreme Court.²²⁸ They are still not entitled to reimbursement for representation before the Constitutional Court, the ECtHR or the CJEU.²²⁹

The financial compensation of the refugee counsellors is half the amount of the official attorney's fee, same as for free legal aid.²³⁰ In 2022, the law on Attorney's Tariff changed. Since then, the fee for the free legal aid is the full attorney's fee,²³¹ and refugee counsellors' services are the only services compensated at half the tariff. According to informally obtained data, at least two refugee counsellors initiated an administrative dispute in 2023, and one in 2024 claiming discrimination, before the Administrative Court. By the end of the year the decisions have not been made.²³²

The remuneration and reimbursement of expenses for their work are granted by the MoI.²³³ The refugee counsellor is not entitled to financial compensation in the following instances:

- ❖ if the applicant has left the premises of the Asylum Home or its branch (and not returned) three days before the appeal was lodged before the Administrative Court;
- ❖ the applicant retracts the power of attorney before the legal remedy is lodged;
- ❖ the refugee counsellor does not lodge the legal remedy in time; or
- ❖ another refugee counsellor has already lodged the legal remedy.²³⁴

In practice, refugee counsellors are often not fully reimbursed for their representation, as the Ministry does not approve the reimbursement claims in full or in the same manner as reimbursement claims are approved by the court in other proceedings.²³⁵ In addition, refugee counsellors can only issue a reimbursement claim after the

²²¹ Official statistics provided by the Migration directorate, March 2026; and Administrative court, February 2026.

²²² Official statistics provided by the Administrative court, February 2026. The statistics include all judicial reviews lodged in 2025.

²²³ *Ibid.*

²²⁴ Information provided by the Administrative court, February 2026.

²²⁵ Observation by the PIC.

²²⁶ Article 11(1) IPA.

²²⁷ Article 11(4) IPA.

²²⁸ Article 11(1) IPA.

²²⁹ *Ibid.*

²³⁰ Article 5(1) Rules on the access of applicants for international protection to refugee counsellors and on the remuneration and reimbursement of the expenses of refugee counsellors, Official Gazette of RS, No. 22/17.

²³¹ Amendments to the Attorney's Tariff, available in Slovenian [here](#).

²³² Informally obtained data by refugee counsellors – cases are run under the numbers I U 1735/2023, I U 1348/2023 and I U 1889/2024.

²³³ Article 11(1) IPA.

²³⁴ Article 11(2) IPA.

²³⁵ Observation made by refugee counsellors.

decision in the procedure becomes final.²³⁶ This means that in practice, refugee counsellors can issue the reimbursement claims after several months or even years due to the lengthiness of the procedures.

In accordance with the new amendments, legal remedies before the Administrative and the Supreme Courts can no longer be free for all asylum applicants. The new provisions state that the MoI can demand reimbursement of costs, or a proportionate part of the costs, for refugee counsellors from asylum applicants with sufficient means of subsistence.²³⁷ To this end, the Ministry can demand that asylum applicants submit documentation regarding their financial situation (e.g., bank statements). The following revenue can count as means of subsistence: revenue from employment contracts; unemployment benefits; revenue from other forms of work contracts; pension; revenue from self-employment; annuity, rent or lease; benefits rewarded by a court decision, with the exception of maintenance.²³⁸ In 2025, the Ministry did not enforce the provision.²³⁹

2. Dublin

2.1. General

The Dublin procedure is regulated in the International Protection Act. In 2025, Slovenia made 2,271 outgoing Dublin requests. During the year 4,172 applications for international protection were lodged, meaning that requests were made for 54.4% of applicants for international protection. This is an increase in comparison to 2024 (51.6%) when 2,907 requests were made while 5,634 applications were lodged. In 2025, 44 outgoing transfers and 233 incoming transfers were carried out regarding Slovenia.²⁴⁰

Dublin statistics: 1 January – 31 December of 2025

Outgoing procedure				Incoming procedure			
	Requests	Accepted	Transfers		Requests	Accepted	Transfers
Total	2,271	1,564	44	Total	1,351	751	233
Austria	52	19	1	Austria	54	35	23
Belgium	15	4	1	Belgium	88	56	15
Bulgaria	933	847	1	Croatia	17	6	2
Croatia	748	580	28	Czechia	1	0	
Cyprus	3	1		Denmark	5	3	
Denmark	1	1		Finland	2	2	1
Finland	1	1		France	205	69	17
France	27	10	1	Germany	290	207	105
Germany	93	33	7	Greece	2	1	1
Greece	232	0		Hungary	1	0	
Hungary	3	1		Ireland	4	0	
Italy	33	13		Island	1	1	1
Luxembourg	6	1		Italy	355	147	
Lithuania	1	0		Lithuania	1	0	

²³⁶ Article 11(4) IPA.

²³⁷ Article 11(5) in relation to Article 11(1) if the IPA.

²³⁸ Article 8(2)-(3) Rules on the access to refugee counsellors, remuneration and reimbursement of the expenses of refugee counsellors, and criteria for calculating the reimbursement of the expenses from the person with sufficient own means.

²³⁹ Official statistics provided by the Migration directorate, March 2026.

²⁴⁰ Official statistics provided by the Migration directorate, March 2026.

Netherlands	40	9	1	Luxembourg	5	4	2
Poland	1	1		Netherlands	91	63	14
Portugal	1	0		Norway	3	1	
Romania	7	4		Poland	4	3	1
Spain	18	7	1	Portugal	3	2	
Slovakia	3	2		Spain	4	1	
Sweden	8	6		Slovakia	1	0	
Switzerland	45	23	3	Sweden	8	8	3
				Switzerland	206	142	48

Source: Mol, March 2026.

“Transfers” refers to the number of transfers actually implemented, not to the number of transfer decisions.

Outgoing Dublin requests by criterion: 2024		
Dublin III Regulation criterion	Requests sent	Requests accepted
“Take charge”: Articles 8-17:	62	37
Article 8 (minors)	0	0
Article 9 (family members granted protection)	0	0
Article 10 (family members pending determination)	0	0
Article 11 (family procedure)	1	0
Article 12 (visas and residence permits)	23	14
Article 13 (entry and/or remain)	38	23
Article 14 (visa free entry)	0	0
“Take charge”: Article 16	0	0
“Take charge” humanitarian clause: Article 17(2)	0	0
“Take back”: Articles 18 and 20(5)	2,209	1,527
Article 18 (1) (b)	2,208	1,526
Article 18 (1) (c)	0	0
Article 18 (1) (d)	1	1
Article 20(5)	0	0

Source: Migration directorate, March 2026.

Incoming Dublin requests by criterion: 2024		
Dublin III Regulation criterion	Requests received	Requests accepted
“Take charge”: Articles 8-17	97	88
Article 8 (minors)	1	1
Article 9 (family members granted protection)	0	0
Article 10 (family members pending determination)	1	0
Article 11 (family procedure)	2	2
Article 12 (visas and residence permits)	86	85
Article 13 (entry and/or remain)	7	0
Article 14 (visa free entry)	0	0
“Take charge”: Article 16	0	0
“Take charge” humanitarian clause: Article 17(2)	0	0
“Take back”: Articles 18 and 20(5)	1254	663
Article 18 (1) (b)	1247	660
Article 18 (1) (c)	1	0
Article 18 (1) (d)	6	3
Article 20(5)	0	0

Source: Mol, March 2026.

2.1.1. Application of the Dublin criteria

In practice, the most frequently used criteria for outgoing Dublin requests are irregular entry,²⁴¹ and first country of application.²⁴² The most frequently used criterion for incoming requests is the first country of application.²⁴³

In 2025, the most frequently used basis for outgoing requests was Article 18 of the Dublin Regulation, while the majority of incoming requests were based on Article 18(1)(b) of the Regulation. Out of 2,271 outgoing requests made in 2025, 707 were rejected by other Member States. The most common reason for rejecting the outgoing request was that the Members state deemed it was no longer responsible based on the criteria either because the applicant was outside of the territory of Member States for more than 3 months. In 2025, Slovenia received

²⁴¹ Article 13(1) Dublin III Regulation.

²⁴² Article 3(2) Dublin III Regulation.

²⁴³ Article 3(2) Dublin III Regulation.

1,351 requests and rejected 600. The most common reason for rejecting the request was that Slovenia deemed it was no longer responsible based on the Dublin criteria.²⁴⁴

As seen from the statistics, the family unity criteria under Articles 8-11 of the Dublin III Regulation is really applied in practice. Originals or at least copies of documents showing family links (birth certificates, family books) are required by authorities, while DNA analysis was used for the first time in 2019 when an applicant could not provide a copy of his documents. DNA analysis has not been needed and used since.²⁴⁵ In practice, the application of the family provisions is not refused, even if the asylum applicant fails to indicate the existence of family members in another Member State from the outset of the asylum application. The asylum applicant can invoke the application of family unity criteria within the timeframe for sending the Dublin request to another Member State, *i.e.*, three months from the asylum application. Due to the high absconding rate and the long duration of the Dublin procedure the procedure is usually stopped before it can be completed and transfer to another Member State implemented.²⁴⁶ Since 2019 no unaccompanied children were reunited under Article 8 with a relative in another Member State through the Dublin procedure. The last case of Slovenia reuniting family members based on Article 9 and 10 of the Dublin Regulation in another country was registered in 2017.²⁴⁷ In 2025, Slovenia accepted one request for family reunification based on which one minor was reunited in Slovenia with their sibling.²⁴⁸

2.1.2. The dependent persons and discretionary clauses

The use of the “sovereignty” clause under Article 17(1) of the Dublin Regulation is not done through a formal procedure and no decision is taken on it; applicants are simply not processed in the Dublin procedure and their case is instead referred by the authorities to the regular procedure.²⁴⁹ The sovereignty clause was first used in 2014. The sovereignty clause was not used from 2018 up to 2022. In 2023, it was used in 2 cases.²⁵⁰ It was not used in 2025.²⁵¹

Transfers under the “dependent persons” and “humanitarian” clauses have not been implemented in practice so far.²⁵²

2.2. Procedure

Indicators: Dublin Procedure

1. Is the Dublin procedure applied by the authority responsible for examining asylum applications?
 Yes No
2. On average, how long does a transfer take after the responsible Member State has accepted responsibility?
5 months²⁵³

The Dublin procedure is regulated by the provisions of the IPA. After the applicant lodges the application, the case is first examined for a possible application of the Dublin Regulation. While lodging the application the applicant is informed about the use of fingerprints in line with the Eurodac Regulation, possibility of sending the request to another Member state and applying the Dublin procedure. In the event that another EU Member State is determined as responsible in accordance with the Dublin Regulation, the MoI conducts a Dublin interview during which they inform the applicant of the sent request, legal grounds, the evidence used for the request and the reply of the responsible state, and the possibility is provided to the applicant to express any concerns they

²⁴⁴ Official statistics provided by the Migration directorate, March 2026.

²⁴⁵ Official statistics provided by the Migration directorate, March 2026.

²⁴⁶ Observation by the PIC.

²⁴⁷ Official statistics provided by the Migration directorate, March 2026.

²⁴⁸ Official statistics provided by the Migration directorate, March 2026

²⁴⁹ Observation by the PIC.

²⁵⁰ Official statistics provided by the Migration directorate, March 2026.

²⁵¹ Official statistics provided by the Migration directorate, March 2026.

²⁵² Official statistics provided by the Migration directorate, March 2026.

²⁵³ Official statistics provided by the Migration directorate, March 2026.

might have about the transfer²⁵⁴. After the Dublin interview, the Ministry issues a Dublin decision which, once final, terminates the procedure in Slovenia, and the person is transferred to the state responsible. If the transfer is not carried out, the Migration directorate annuls the Dublin decision and starts processing the application for international protection.²⁵⁵

The fingerprints of each applicant are obtained before they apply for international protection. Once the applicant lodges the application their fingerprints are entered into the Eurodac database. If the person refuses to be fingerprinted, the application can be rejected as manifestly unfounded.²⁵⁶ However, no cases of this happening in practice have been documented.

The information about the Dublin procedure and legal representation during the procedure can also be provided by the PIC.²⁵⁷

2.2.1. Individualised guarantees

Individual guarantees are sought together with the “take charge” / “take back” request. In practice, individualised guarantees are sought upon the request of the national courts or the European Commission.²⁵⁸

2.2.2. Transfers

A pending Dublin procedure constitutes the main Grounds for Detention in Slovenia. (see [Grounds for detention](#)).

In 2025 the Migration directorate detained 9 asylum applicants and the UOIM detained 19, however only three were detained due to a pending Dublin procedure.²⁵⁹

If applicants have their own financial resources, the transfer can be carried out on a voluntary basis. In most cases, however, the transfer is carried out through supervised departure or under escort. Due to the demands of airline companies and the necessity of transferring flights, applicants are escorted by two officials of the Migration directorate, responsible for Dublin procedures, until the handover to the authorities of the responsible Member State. Depending on the requirements of the case, the applicant may also be escorted by other staff – medical staff, in case of medical and other psycho-physical requirements, or the police, if risk of resistance or violent behaviour exists. Past behaviour of the applicants, such as absconding and other obstruction of prior transfer attempts, are considered.²⁶⁰

Applicants are issued a *laissez-passer* document for travel.²⁶¹

In the majority of cases when Dublin decisions are issued and become final, outgoing transfers are nevertheless not carried out, mostly due to the absconding of the applicants. In 2025, all applicants were transferred through supervised departure. Out of 2,271 outgoing requests only 44 transfers were carried out.²⁶²

²⁵⁴ As noted by the Ministry of Interior in the context of their right of reply, July 2025.

²⁵⁵ Article 51(2) IPA.

²⁵⁶ Article 52, eighth indent IPA.

²⁵⁷ PIC – Legal Center for the Protection of Human Rights and the Environment, available [here](#).

²⁵⁸ Official statistics provided by the Migration directorate, March 2026.

²⁵⁹ Official statistics provided by the Migration directorate, March 2026.

²⁶⁰ Information provided by the Migration directorate.

²⁶¹ Information provided by the Migration directorate.

²⁶² Official statistics provided by the Migration directorate, March 2026.

2.3. Personal interview

Indicators: Dublin: Personal Interview

Same as regular procedure

1. Is a personal interview of the asylum applicant in most cases conducted in practice in the Dublin procedure? Yes No
- ❖ If so, are interpreters available in practice, for interviews? Yes No

Are interviews conducted through video conferencing? Frequently Rarely Never

According to Article 46(1) IPA, the Migration directorate conducts a Dublin interview before taking a decision on the Dublin procedure. During the interview, the Ministry informs the applicant of the sent request, the evidence used for the request, the legal basis for the request and the reply of the responsible Member state. The Ministry then proceeds to interview the applicant regarding their stay in the responsible Member state and reasons against the Dublin return.

The interview is conducted in the same way as the [Regular Procedure: Personal Interview](#).

The interview can be omitted if the applicant has already submitted the relevant information for determining the responsible country and has been given the opportunity by the authorities to submit all such information.²⁶³ In an Administrative Court judgment from 2019, the Court ruled that the applicant has the right to a hearing even if Slovenia decides to annul the transfer decision to the responsible state and take responsibility for processing the asylum applicant's application.²⁶⁴ In practice, the Ministry issues the annulling decision without the interview.²⁶⁵

2.4. Appeal

Indicators: Dublin: Appeal

Same as regular procedure

1. Does the law provide for an appeal against the decision in the Dublin procedure?
- | | | |
|----------------------------|--|---|
| ❖ If yes, is it | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| ❖ If yes, is it suspensive | <input checked="" type="checkbox"/> Judicial | <input type="checkbox"/> Administrative |
| | <input type="checkbox"/> Yes | <input checked="" type="checkbox"/> No |

As in the regular procedure, the legal remedy against a Dublin decision is judicial review by the Administrative Court of the Republic of Slovenia.

The time limit for judicial review is 3 calendar days.²⁶⁶ As per a 2015 Constitutional Court's decision,²⁶⁷ preclusive time limits have to be reasonably long or they can disproportionately limit the right to judicial review. The time limit imposed infringes the right to effective remedy and the right to judicial review. In practice, refugee counsellors have difficulties lodging the request for judicial review within the time limit, since they have to obtain a power of attorney and the case file beforehand. In addition, refugee counsellors rarely apply for the help of an interpreter while preparing the judicial review due to the time limit.

The application has no automatic suspensive effect.²⁶⁸ However, at the applicant's request, the court can postpone the execution of the contested decision until a final decision has been issued, if its execution could cause the applicant to suffer damage which would be difficult to repair.²⁶⁹ The Administrative Court must decide

²⁶³ Article 38(1) IPA.

²⁶⁴ Administrative Court Judgment, I U 1174/2019/11, 25 July 2019, available in Slovenian [here](#).

²⁶⁵ Observation by the PIC.

²⁶⁶ Article 70(2) IPA.

²⁶⁷ Constitutional Court decision, I U 203/14, 3 December 2015, available in Slovenian [here](#).

²⁶⁸ Article 70(3) IPA.

²⁶⁹ Article 32(2) Administrative Dispute Act.

on the interim measures request within seven days.²⁷⁰ In 2025, the Mol changed its practice regarding the enforcement of Dublin decisions. Until then, the Mol would not enforce the decision until the Administrative Court had issued a decision on the interim measures request. As the Administrative Court usually issues a decision on the interim measures request alongside the final decision, lodging a judicial review effectively had an 'automatic' suspensive effect. However, the Administrative Court generally takes longer than the prescribed seven days to issue its decisions. In practice, it takes the Administrative Court up to two months to rule on a Dublin case. As this limited the chances of a Dublin transfer, the Mol changed its practice so that, if the Administrative Court did not rule on the interim measures request within seven days of the judicial review having been lodged, the Mol would proceed with the Dublin transfer. This has meant that, in 2025, applicants were transferred based on the Dublin decision before any decision by the Administrative Court had been made on their appeal, rendering the legal remedy ineffective.

Although this practice is new, the issue of lack of automatic suspensive effect was previously addressed by the Ombudsperson. In 2023, the Slovenian Ombudsperson issued a position that in all cases the Mol should not transfer asylum applicants before the decision is made by the Administrative Court or, in case of appeal, by the Supreme Court. The Ombudsperson noted that the applicants could also lodge the request for the interim measure before the Supreme Court and that the Ministry should not transfer the person before the decision on the interim measure is made. The Ombudsperson reiterated that although Article 29(3) of the Dublin regulation states that the Member State should accept the applicant back in case the appeal is successful, transferring the applicant before the decision on the appeal renders the remedy as ineffective.²⁷¹

The IPA does not limit the grounds on which an applicant can challenge the Dublin decision and in principle they can challenge it on all grounds of incorrect determination of facts and application of law. This was in contention in case C-490/16 A.S., where the Slovenian Supreme Court made a preliminary reference to the Court of Justice of the European Union (CJEU) asking *inter alia*, whether a judicial review also extends to the application of the irregular entry criterion under Article 13 of the Dublin Regulation. The CJEU judgment confirmed that it does.²⁷²

In 2023, the Mol took the position that the 6-month period for the transfer is reinstated by lodging the judicial review and the requests for an interim measure even if the latter was not granted. This meant that in practice, just by lodging the judicial review the Dublin procedure of the applicant was prolonged for additional 6 months, not only regarding the possible transfer but also the continuation of the asylum procedure. In cases when the 6-month timeframe would soon be expired applicants had to choose between lodging the judicial review and risking being transferred before the expiration.²⁷³ The new position was challenged before the courts. Administrative Court confirmed the interpretation of the Ministry,²⁷⁴ while the Constitutional Court noted that the 6-month timeframe continues to pass if the interim measure was not granted by the court.²⁷⁵

²⁷⁰ Article 32(5) Administrative Dispute Act.

²⁷¹ Slovenian Ombudsperson, *Ministrstvo naj s predajo prosilcev za mednarodno zaščito počaka do pravnomočne odločitve o začasni odredbi*, 18 5 2023, available [here](#).

²⁷² CJEU, Case C-490/16, *A.S. v Republic of Slovenia*, Judgment of 26 July 2017, available [here](#).

²⁷³ Observation by the PIC.

²⁷⁴ Administrative Court Decision, I U 891/2923, 10 November 2023.

²⁷⁵ Constitutional Court Decision, Up-689/2023, 14 July 2023, available [here](#).

2.5. Legal assistance

Indicators: Dublin: Legal assistance

Same as regular procedure

1. Do asylum applicants have access to free legal assistance at first instance in practice?
 Yes With difficulty No
❖ Does free legal assistance cover:
 Representation in interview
 Legal advice
2. Do asylum applicants have access to free legal assistance on appeal against a Dublin decision in practice?
 Yes With difficulty No
❖ Does free legal assistance cover:
 Representation in courts
 Legal advice

The law does not contain any special provisions regarding legal representation of asylum applicants during the Dublin procedure. Legal assistance in the Dublin procedure is provided in the same way as in the Regular Procedure (see [Legal Assistance](#)). In the first instance, legal representation can be provided by the PIC. During the judicial review before the Administrative and Supreme Court, applicants have to be represented by a refugee counsellor. In practice, due to the 3 calendar-day time limit for judicial review, language barriers and other difficulties, applicants often cannot obtain the help of a refugee counsellor in time. Whether the applicant will obtain the help of a refugee counsellor depends heavily on the help of social workers, the PIC and other NGOs. Applicants therefore often abscond without lodging a judicial review request. In any case, the short deadlines prevent refugee counsellors from securing the help of translators, obtaining the relevant documentation, reviewing the case and preparing the judicial review in time.

2.6. Suspension of transfers

Indicators: Dublin: Suspension of transfers

- ❖ Are Dublin transfers systematically suspended as a matter of policy or jurisprudence to one or more countries? Yes No
- ❖ If yes, to which country or countries?

Dublin transfers to **Greece** were systematically suspended and have not been implemented since the European Court of Human Rights (ECtHR) judgment in *M.S.S. v. Belgium and Greece*.²⁷⁶ However, in 2018, the Dublin Unit started issuing requests to Greece, although no transfers were carried out. In 2025 the Dublin Unit issued 232 request that were all rejected by Greece and no transfers were carried out.²⁷⁷

The Constitutional Court has clarified that the authorities are obliged to examine all circumstances relevant from the perspective of the principle of *non-refoulement*. Due to the absolute nature of the protection afforded by the principle of *non-refoulement*, the assessment must consider all the circumstances of the particular case, including the applicant's personal situation in the transferring country. In this context, it should also be assessed whether the mere removal of an individual to another country in view of their health status is contrary to the principle of *non-refoulement*.²⁷⁸

In cases where transfers are suspended, Slovenia annuls the Dublin decision and assumes responsibility for the application.

²⁷⁶ ECtHR, *M.S.S. v. Belgium and Greece*, Application No 30696/09, Judgment of 21 January 2011, available [here](#).

²⁷⁷ Official statistics provided by the Migration directorate, March 2026.

²⁷⁸ Constitutional Court, Decision Up-613/16, 28 September 2016, available [here](#).

2.7. The situation of Dublin returnees

There are no obstacles for asylum applicants transferred from another Member State with regard to access to the asylum procedure. As confirmed by the Constitutional Court, Dublin returnees are considered asylum applicants from the moment of their return to Slovenia.²⁷⁹

Applicants who abscond from Slovenia while their asylum procedure is still pending at first instance and are returned through a Dublin transfer are allowed to lodge a new asylum application that is not considered a subsequent application. On the other hand, if an applicant absconds upon receiving a rejection decision, it becomes final after the 15-day deadline for lodging a legal remedy, or 3-day deadline in the case of an accelerated procedure. In such cases, if the applicant is returned, the only option to access the asylum procedure is to lodge a subsequent application. The same goes if the rejection decision is issued in the applicant's absence upon absconding.²⁸⁰ If the applicant absconds after filing for judicial review, the court stops the procedure due to lack of legal interest, the rejection decision becomes final and, if returned, the applicant is again only left with a subsequent application procedure.

Similarly, to other asylum applicants, Dublin returnees have to wait from 3-20 days to lodge the application due to the backlog of applications. Once their application is lodged, they have the same rights as other asylum applicants and are accommodated in the Asylum home or its branch.

3. Admissibility procedure

3.1. General (scope, criteria, time limits)

Under Article 51 IPA, an application can be rejected as inadmissible only if:

1. The applicant was granted international protection in another EU Member State, with the exception of persons accepted in the Republic of Slovenia based on quotas;
2. The applicant comes from a First Country of Asylum;
3. The applicant comes from a Safe Third Country;
4. Another country is responsible for examining the applicant claim under the Dublin Regulation.

The time limits for deciding on admissibility are the same as in the regular procedure. The authority responsible for the admissibility procedure is the MoI.

Apart from Dublin decisions, inadmissibility grounds are rarely applied in practice. In 2025 applications were dismissed in 6 cases on the ground of protection in another Member State and 1,670 applications on the ground that another country is responsible for examining the claim under the Dublin Regulation and 1 on the ground of first country of asylum.²⁸¹

Inadmissibility decisions are normally issued faster than in-merit decisions. However, unwarranted delays due to no fault of the applicant may also occur in individual cases.

²⁷⁹ Constitutional Court, Decision Up-21/11, 10 October 2012, available in Slovenian [here](#).

²⁸⁰ This is possible under Article 49(7) IPA if a personal interview has already been carried out and the asylum authority has sufficient information to issue a decision.

²⁸¹ Official statistics provided by the Migration directorate, March 2026.

3.2. Personal interview

Indicators: Admissibility Procedure: Personal Interview

Same as regular procedure

1. Is a personal interview of the asylum applicant in most cases conducted in practice in the admissibility procedure? Yes No
 - ❖ If so, are questions limited to nationality, identity, travel route? Yes No
 - ❖ If so, are interpreters available in practice, for interviews? Yes No
2. Are interviews conducted through video conferencing? Frequently Rarely Never

According to the IPA, the Migration directorate conducts the personal interview before reaching a decision in the admissibility procedure.²⁸² The interview is conducted in the same way as described under [Regular Procedure: Personal Interview](#).

3.3. Appeal

Indicators: Admissibility Procedure: Appeal

Same as regular procedure

1. Does the law provide for an appeal against an inadmissibility decision?
 - Yes No
 - ❖ If yes, is it Judicial Administrative
 - ❖ If yes, is it automatically suspensive Yes Some grounds No

The time limit for judicial review is 3 calendar days.²⁸³ The time limit is not in line with the decision of the Constitutional Court,²⁸⁴ stating that preclusive time limits have to be reasonably long or they can disproportionately limit the right to judicial review, consequently depriving the individual of their rights. The time limit imposed by the amendments therefore infringes the applicant's right to an effective remedy and the right to judicial review. This was also confirmed by a CJEU preliminary ruling, stating that the 3-calendar day time limit constitutes a restriction of the right to legal assistance.²⁸⁵ However, the national practice has not changed after these rulings.

In practice, refugee counsellors have trouble in lodging the judicial review within the time limit, since they have to obtain the power of attorney, study the case file and then lodge the judicial review. Due to the short time limit refugee counsellors also do not obtain the help of translators while preparing the judicial review.

The judicial review does not have automatic suspensive effect, except where the application was rejected as inadmissible on "safe third country" grounds.²⁸⁶ If the application is rejected as inadmissible for other reasons, applicants can suspend enforcement until a final decision has been reached by adding a request to this effect to their application for judicial review.²⁸⁷

In practice, the determining authority does not enforce the decision before the Administrative Court decides on the request for suspensive effect.²⁸⁸ As long as this practice remains, the situation is not significantly different, in practical terms, from an automatic suspensive effect being prescribed by law.

The applicant can appeal against the decision of the Administrative Court to the Supreme Court.

²⁸² Article 46(1) IPA.

²⁸³ Article 70(2) IPA.

²⁸⁴ Constitutional Court decision, I U 203/14, 3. December 2015, available in Slovenian [here](#).

²⁸⁵ CJEU, *Y.N. v Republika Slovenija* (C-58/23), 27 September 2023, available [here](#).

²⁸⁶ Article 70(3) IPA, citing Article 51, third indent IPA.

²⁸⁷ Article 32(2) Administrative Dispute Act.

²⁸⁸ Observation by the PIC.

3.4. Legal assistance

Indicators: Admissibility Procedure: Legal Assistance

Same as regular procedure

1. Do asylum applicants have access to free legal assistance during admissibility procedures in practice?
 Yes With difficulty No
❖ Does free legal assistance cover: Representation in interview
 Legal advice

2. Do asylum applicants have access to free legal assistance on appeal against an inadmissibility decision in practice?
 Yes With difficulty No
❖ Does free legal assistance cover Representation in courts
 Legal advice

The law does not contain any special provisions regarding legal representation of asylum applicants during the admissibility procedure. The same rules and practice as in the [Regular Procedure: Legal Assistance](#) apply. At first instance, legal representation can be provided by the PIC. Legal assistance and representation before the Administrative Court or Supreme Court can be provided to applicants by refugee counsellors. Together with the inadmissibility decision, applicants are provided with a list of refugee counsellors and instructions about how to obtain one. In case they are not able to do so on their own, they have to come to the offices of the Migration directorate where an official will appoint a refugee counsellor to their case. In practice, in case the Ministry does not appoint a refugee counsellor to the applicant (due to the short 3-day time limit for lodging the judicial review, language barriers and other obstacles (telephone access etc.)), applicants have difficulties obtaining the help of refugee counsellors in time and rely heavily on the help of social workers, the PIC and other NGOs in order to do so.²⁸⁹ Due to the short time limits refugee counsellors cannot obtain the help of the translators when preparing the judicial review.

3.5. Suspension of returns for beneficiaries of protection in another Member State

In practice, cases of applicants being granted international protection in another Member State and therefore their applications being dismissed as inadmissible are rare. In 2025, 6 applications for international protection were dismissed as inadmissible because the applicants had international protection in another Member State.²⁹⁰ They were not returned to the Member State. One application was dismissed based on the first country of asylum concept.²⁹¹ Following the personal interview the Ministry of Interior makes the decision on inadmissibility on a case-by-case basis. In case the application is dismissed the applicant can lodge the judicial review before the Administrative Court. The judicial review does not have an automatic suspensive effect in case the application is dismissed as inadmissible because the applicant has international protection in another Member State.²⁹²

In line with the jurisprudence of the Administrative court, the Ministry of Interior has to take the applicant's personal circumstances into account when deciding on the inadmissibility based on the fact that the applicant has international protection in another Member State. The MoI has to conduct the assessment if the applicants return would violate Article 4 of the Charter.²⁹³ The MoI cannot dismiss the application in case the applicant would be, due to foreseeable living conditions, exposed to a serious risk of inhuman or degrading treatment upon return.²⁹⁴

²⁸⁹ Observation by the PIC.

²⁹⁰ Official statistics provided by the Migration directorate, March 2026.

²⁹¹ Official statistics provided by the Migration directorate, March 2026.

²⁹² Article 70(3) IPA.

²⁹³ Administrative Court Decision, I U 1121/2023, 4 August 2023, available in Slovenian [here](#).

²⁹⁴ Administrative Court Decision, I Up 238/2023, 23 November 2023, available in Slovenian [here](#).

4. Border procedure (border and transit zones)

4.1. General (scope, time limits)

Indicators: Border Procedure: General

1. Do border authorities receive written instructions on the referral of asylum applicants to the competent authorities? Yes No
2. Where is the border procedure mostly carried out? Air border Land border Sea border
3. Can an application made at the border be examined in substance during a border procedure? Yes No
4. Is there a maximum time limit for a first instance decision laid down in the law? Yes No
❖ If yes, what is the maximum time limit? 3 weeks
5. Is the asylum applicant considered to have entered the national territory during the border procedure? Yes No

The possibility of border procedures was added to the existing legal provisions on airport and port procedures in the IPA in 2016.²⁹⁵

Although regulated in law, the procedure at the border, airport or port is not used in practice. There are three border transit zones in Slovenia: one at the Jože Pučnik Airport in **Ljubljana** where up to 18 persons can be detained, one in **Maribor** which is not used. Persons can be detained in the transit zone for up to 48 hours in accordance with the State Border Control Act. In the case that a person is detained for more than 6 hours, a detention order has to be issued by the police. The person has the right to appeal against the detention order, and the right to free legal representation for that purpose.²⁹⁶ In 2025, 27 foreigners were detained in the transit zone at the Jože Pučnik Airport and none in the other transit zones.²⁹⁷

Although detention occurs in the transit zones, it is not for the purposes of the border procedure (see [Detention conditions](#)). If a person expresses the intent to apply for international protection, detention is stopped, and the person is processed in the preliminary procedure. People who apply for international protection at the border, airport or port are, therefore, first processed by the Police in the preliminary procedure and then transferred to the Asylum Home in **Ljubljana** or its branch in **Logatec** as soon as possible as part of the [Regular Procedure](#). Difficulties in accessing the asylum procedure by individuals arriving at the border, airports and seaports have not been registered since the change of police practice regarding access to territory (see [Access to territory and pushbacks and the “preliminary procedure”](#)).

The reason the procedure is not used in practice is mainly practical. The Asylum Home and the Migration directorate branch offices near the **Asylum Home** serve as a reception centre, where most of the asylum procedure takes place. The majority of services intended for the applicants are therefore provided there (e.g., social services, legal representation, etc.). Such infrastructure is currently not in place at the border, airport or port. The provision was included in the IPA to enable the procedure at the border, airport or port in case of a large number of applicants, as explained in the preamble to the draft of the IPA.

According to the IPA, the Migration directorate can only process applications at the border, airport or port:

- (a) in the admissibility procedure;
 - (b) in the accelerated procedure if there are grounds for rejecting the application as manifestly unfounded,
- or

²⁹⁵ Article 43 IPA.

²⁹⁶ Article 32 of the State Border Control Act, Official Gazette of RS, no. 35/10 and subsequent changes.

²⁹⁷ Official statistics provided by the Police, February 2026.

(c) if the person lodged the request for a subsequent application and has not submitted any new evidence or listed any new circumstances that significantly increase their chance to be granted international protection.²⁹⁸

The decision in the border, airport or port procedure has to be taken within three weeks. If the decision is not taken within three weeks or if the application needs to be examined in a regular procedure, the applicant is allowed entry in Slovenia.²⁹⁹ It is not clear from the wording of the provisions which authority – the Migration directorate or the Police - would make the decision regarding entry onto the territory. In practice this is made by the Police, since the Police are normally the first to process the individual in the preliminary procedure. The general rule that an individual cannot be deported from the country from the moment they have expressed the intention to apply for international protection, still applies in the border procedure.³⁰⁰

In case of a large number of applicants who express the intention to apply for international protection at the border, airport or port, they can be accommodated near the border under the condition that material reception conditions are guaranteed.³⁰¹

Another novel provision introduced by the amendments relates to the treatment of vulnerable persons with special needs. The provision states that if a vulnerable person with special needs lodges an application in the border procedure, the Migration directorate should give priority to the protection of the person's health, including their mental health, and has to ensure that they are regularly monitored and have adequate assistance, taking into account their special position.³⁰²

4.2. Personal interview

The border procedure is not applied in practice. According to the law, the rules for personal interviews are the same as in the [Regular Procedure: Personal Interview](#) and [Dublin: Personal Interview](#).

4.3. Appeal

In the border procedure, the same rules for appeals apply as in the relevant procedures conducted on the territory (see [Dublin: Appeal](#), [Admissibility Procedure: Appeal](#) and [Accelerated Procedure: Appeal](#)).

4.4. Legal assistance

The law does not contain any special provisions regarding legal representation of asylum applicants during the border procedure. Free legal representation during the first instance procedure is not guaranteed by the IPA, while support and legal assistance in the appeal procedure is provided to applicants by refugee counsellors.³⁰³

5. Accelerated procedure

5.1. General (scope, grounds for accelerated procedures, time limits)

The IPA provides in Article 49(1) that an application for international protection can be rejected as manifestly unfounded in an accelerated procedure if the applicant clearly does not qualify for international protection and the legally defined reasons for such a decision exist. Vulnerable groups are not exempt from the provision. However, the application of an unaccompanied minor can be rejected as manifestly unfounded only in case the

²⁹⁸ Article 43(1) IPA.

²⁹⁹ Article 43(1) IPA.

³⁰⁰ Article 36(1) IPA.

³⁰¹ Article 43(2) IPA.

³⁰² Article 43(4) IPA.

³⁰³ Article 9(1) IPA.

safe country of origin concept is used or if the unaccompanied minor poses a threat to public order, public security, national security or has previously been removed from the territory for those reasons.³⁰⁴

In line with Article 52 IPA, such reasons exist where:

1. During the procedure the applicant only stated facts that are irrelevant for the examination of the claim;
2. The applicant comes from a Safe Country of Origin;
3. The applicant misled the authorities by presenting false information or documents or by withholding important information or documents about his identity or nationality, which could influence the decision;
4. It is likely that the applicant purposely destroyed or disposed of an identity or travel document which could help establish their identity or nationality, especially if the circumstances of the particular case indicate that the applicant could obtain identification documents in their country of origin.
5. The applicant's claims are clearly inconsistent, contradictory, false, implausible and contradict the sufficiently verified country of origin information making their claim that they qualify for international protection clearly unconvincing;
6. The applicant applied for international protection only in order to delay or prevent the enforcement of a removal decision;
7. The applicant entered the territory of the Republic of Slovenia illegally or unlawfully extended their stay and without good reason failed to come forward to the authorities, or did not apply for international protection as soon as possible given the circumstances of their entry;
8. The applicant refuses to comply with the obligation to submit their fingerprints in accordance with the Eurodac Regulation;
9. There are reasonable grounds to suspect that the applicant presents a danger to public order, public or national safety, or if they are removed in accordance with national law for valid reasons of public safety or public order.

A provision stating that it is likely the applicant purposely destroyed or disposed their identity documents (especially if the circumstances indicate that they could obtain identification documents in the country of origin) was added to the IPA with the amendments. This provision extends beyond the scope of the Asylum Procedures Directive and it is not clear how the assessment of this ground will be conducted in practice.

Pursuant to the case law of the Administrative Court, in order to reject an application as manifestly unfounded, it is not sufficient to establish the applicability of one of these grounds. The authorities must also cumulatively conclude that the applicant clearly does not fulfil the requirements for international protection.³⁰⁵

As in the regular procedure, the competent authority in the accelerated procedure is the Migration directorate of the MoI. Under Article 47(1) IPA, the decision in the accelerated procedure has to be taken within two months since the applicant lodged the application. There are no explicit consequences listed in the law if the time limit is not respected in practice.

The accelerated procedure can also be applied at the border, airport or port. In this case, the decision has to be taken as soon as possible, but no later than within 3 weeks. If the decision is not taken in this time limit, the applicant is allowed entry in Slovenia.³⁰⁶

In case the application is rejected as manifestly unfounded in the accelerated procedure the decision also contains a return order. Applicants are given 10 days for voluntary return by law,³⁰⁷ counting from the moment the decision becomes enforceable,³⁰⁸ and are subjected to a one-year entry ban,³⁰⁹ that comes into force only if

³⁰⁴ Article 49(2) IPA.

³⁰⁵ See: Administrative Court, Decision I U 1544/2017, 31 July 2017, available in Slovenian [here](#) and I U 859/2018, 25 April 2018, available in Slovenian [here](#).

³⁰⁶ Article 43(1) IPA.

³⁰⁷ Article 49(10) IPA.

³⁰⁸ Article 49(11) IPA

³⁰⁹ Article 49(13) IPA.

the person does not leave Slovenia within the timeframe for voluntary return.³¹⁰ The decision also mentions that, should the applicant not leave Slovenia voluntarily, they will be removed from the territory.

In 2025, 82 applications were processed in the accelerated procedure and rejected as manifestly unfounded. The majority of asylum applicants whose applications were rejected as manifestly unfounded in the accelerated procedure were from **Morocco** (45), **Algeria** (25) and **Tunisia** (5). One of the applications processed in the accelerated procedure and rejected as manifestly unfounded was lodged by an unaccompanied minor.³¹¹

5.2. Personal interview

Indicators: Accelerated Procedure: Personal Interview

Same as regular procedure

1. Is a personal interview of the asylum applicant in most cases conducted in practice in the accelerated procedure? Yes No
 - ❖ If so, are questions limited to nationality, identity, travel route? Yes No
 - ❖ If so, are interpreters available in practice, for interviews? Yes No
2. Are interviews conducted through video conferencing? Frequently Rarely Never

According to the IPA, the Migration directorate conducts a personal interview before making the decision in the accelerated procedure.³¹² The law does not stipulate any circumstances in which the personal interview can be omitted. The personal interviews are conducted in the same way as described under [Regular Procedure: Personal Interview](#).

5.3. Appeal

Indicators: Accelerated Procedure: Appeal

Same as regular procedure

1. Does the law provide for an appeal against the decision in the accelerated procedure?
 - Yes No
 - ❖ If yes, is it Judicial Administrative
 - ❖ If yes, is it suspensive Yes Some grounds No

The appeal against a decision taken in the accelerated procedure has to be lodged within 3 days of notification.³¹³ The suspensive effect of the appeal is automatic,³¹⁴ and the Administrative Court has to take a decision within 7 days,³¹⁵ although court procedures are usually longer than that in practice.³¹⁶

Due to the short time limits, refugee counsellors have difficulties preparing the judicial review (see [Accelerated procedure: Legal assistance](#)). In line with the Constitutional Courts case law, the time limits for judicial review should not be excessively short, as otherwise they may equal to deprivation of rights.³¹⁷

When lodging the judicial reviews, refugee counsellors argued that the time limits for judicial review hinder the right to an effective remedy. In 2022, the Administrative Court referred a preliminary question to the CJEU on whether a 3-day time limit is in line with the Procedures directive.³¹⁸ The CJEU found that the short time limit

³¹⁰ Article 67(2) Foreigners Act.

³¹¹ Official statistics provided by the Migration directorate, March 2026.

³¹² Article 46(1) IPA.

³¹³ Article 70(1) IPA.

³¹⁴ Article 70(3) IPA.

³¹⁵ Article 71(1) IPA.

³¹⁶ Observation made by the refugee counsellors.

³¹⁷ Constitutional Court decision, U I 203/14, 3 December 2015, available in Slovenian [here](#).

³¹⁸ Administrative Court, 31 January 2023, No I U 47/2023, available in Slovenian [here](#).

prevents the exercising of the right to free legal assistance, access to information and effective remedy and that such short time limits are not in line with EU law.³¹⁹ The time limits set in the IPA have not been changed since the ruling.

Because a negative decision issued in the accelerated procedure also includes a return order the applicant must present arguments regarding asylum and return when lodging the judicial review. As no other separate legal remedy is prescribed for the return decision the applicant does not have another legal remedy after the court decision becomes final.

5.4. Legal assistance

Indicators: Accelerated Procedure: Legal Assistance

Same as regular procedure

1. Do asylum applicants have access to free legal assistance at first instance in practice?
 Yes With difficulty No
❖ Does free legal assistance cover: Representation in interview
 Legal advice
2. Do asylum applicants have access to free legal assistance on appeal against a decision in practice?
 Yes With difficulty No
❖ Does free legal assistance cover Representation in courts
 Legal advice

The law does not contain any special provisions regarding legal representation of asylum applicants during the accelerated procedure. The same rules and practice as in [the Regular Procedure: Legal Assistance](#) apply. Together with the decision, applicants are provided with a list of refugee counsellors and instructions about how to obtain one. In case they are not able to do so on their own, they have to come to the offices of the Migration directorate, where an official will appoint a refugee counsellor to their case. In practice, due to the short 3-day time limit for lodging the judicial review, language barriers and other obstacles (telephone access etc.), applicants have difficulties obtaining the help of refugee counsellors in time and rely heavily on the help of social workers, the PIC and other NGOs to do so.

Due to the short time limits refugee counsellors have difficulties in lodging the judicial review. In the 3-day time limit (weekends and holidays included) refugee counsellors must obtain a power of attorney from the applicant, obtain and review the documentation and prepare the judicial review. In practice refugee counsellors often do not have the time to obtain the help of the translators to prepare the judicial review although the law allows for this possibility. The short time limits are not in line with the Slovene Constitution and EU law (see: [Accelerated procedure: appeal](#)). This was also confirmed by CJEU preliminary ruling stating that the 3-calendar daytime limit constitutes a restriction of the right to legal assistance.³²⁰

6. National protection statuses and return procedure

6.1. National forms of protection

Outside of international and temporary protection (see [Annex on Temporary Protection – 2025 Update](#)) the Slovenian national system does not provide any other national forms of protection. Rejected asylum seekers therefore cannot apply for any other form of protection once the procedure is concluded.

³¹⁹ CJEU, *Y.N. v Republika Slovenija* (C-58/23), 27 September 2023, available [here](#).

³²⁰ *Ibid.*

One of the objectives of the new Immigration strategy³²¹ adopted in March 2024 was to put forward legislative changes that would, in exceptional cases, allow rejected asylum applicants to obtain a residence permit after their negative decision becomes final. This option was introduced in July 2024 with Article 27 of the Act Regulating Measures for Optimising Certain Procedures in Administrative Units. However, it was time-limited and the legal provisions ceased to apply by the end of the year. Applicants could therefore apply for this permit only from July to December 2024 as the measure was not extended by the Government.³²²

In September 2025, the new amendments of the Foreigners Act came to force. Article 34(11) allows asylum seekers and rejected asylum seekers to apply for a work residence permit.

Asylum seekers can apply for a residence permit if:

- they have not been convicted for a criminal offense for which a prison sentence of more than 3 years can be imposed;
- they are included in a social insurance system on the basis of employment when lodging the application for the residence permit; and
- they have been included in the above-mentioned social insurance system for at least three months in the past four months.

If, during the residence permit procedure, the asylum seeker's application is dismissed or they are granted international protection, their procedure to obtain the residence permit is stopped. If the asylum seeker's application is rejected and the decision becomes final, the procedure is continued but under the conditions that apply for rejected asylum seekers (regulated in Article 37(9) of the Foreigners Act. In case the work residence permit is granted, the applicant's asylum procedure is stopped.³²³

Rejected asylum seekers whose decision became final can apply for a work residence under the conditions set in Article 37(9) of the Foreigners Act. After their decision on their asylum application became final they have to lodge the application for a work residence permit in the timeframe for voluntary return. If the application is lodged in time, they are issued a confirmation that allows them to stay in Slovenia until the decision on the permit is made. During the procedure they can continue their employment.

The work residence permit is issued to rejected asylum seekers if:

- they were included in social insurance system based on employment when their decision on asylum became final; and
- if, at the time the decision became final, they were included in the above-mentioned system at least 6 months.

In addition, both asylum seekers and rejected asylum seekers have to meet other conditions for obtaining the residence permit on this ground,³²⁴ meaning that they needed to provide a valid passport from their country of origin.

Since asylum applicants obtain free access to the labour market 3 months after lodging their asylum application,³²⁵ this means that only asylum applicants that were staying in Slovenia for more than 6 or 9 months can be potentially eligible for the residence permit. In addition, their application cannot have been dismissed, meaning that asylum applicants processed in the Dublin procedure cannot access these permits.

Rejected asylum applicants can also apply for temporary stay if:

- ❖ their return would violate the principle of *non-refoulement*;
- ❖ it turns out that due to life-threatening health condition, the applicant could be exposed to a serious and irreversible deterioration of their health during the removal phase;

³²¹ *Immigration strategy of the Government of the Republic of Slovenia*, March 2024, available in Slovenian [here](#).

³²² For more information see AIDA report Slovenia, 2024 update, available [here](#).

³²³ Article 34(11) of the Foreigners Act.

³²⁴ Article 34(11) and 37(9) Foreigners Act.

³²⁵ Article 87(1) IPA.

- ❖ they do not have and cannot obtain a valid travel document from their country, if the authority conducting the removal procedure cannot obtain a valid travel document for them, or if the conditions for issuing a European Travel Document for the illegally staying third-country nationals are not met;
- ❖ the country of their citizenship or the country in which the stateless person had their last residence is not willing to accept the applicant;
- ❖ their removal is not possible because it is not possible to ensure their transportation from the country by land, air or water.³²⁶

A permission to stay only gives the individual the possibility to stay in Slovenia for 6 months with the possibility to prolong the permission.³²⁷ The obligation to leave the country does not cease with a permission to stay.³²⁸ Individuals with a permission to stay do not have the right to work. The individual can apply for temporary residence after 2 years of stay only if the permission to stay was issued due to the prohibition of *non-refoulement*.³²⁹ Rejected asylum seekers can apply for temporary stay after their decision has become final. The responsible authority is the Police. If they meet the conditions for temporary residence, they can apply for it after 2 years, at the Administrative Unit.

In 2025 temporary stay was issued to 8 foreigners.³³⁰

6.2. Return procedure

Asylum applicants are issued a return decision together with the rejected asylum decision.³³¹ When lodging the judicial review applicants need to argue against both decisions (see [Regular procedure: Appeal](#)).

During 2025, 154 rejections that included the return decision were issued. In 1 case the rejected asylum seeker applied for the prolongation of the time-frame for voluntary return. Statistics on the number of rejected asylum seekers who voluntarily returned or were forcibly returned is not gathered.³³²

In 2025, 419 foreigners voluntarily returned according to the official police statistics. The Foreigners Centre also assisted 36 applicants that expressed the wish to voluntarily return during the asylum procedure. In 2025, 563 return decisions were issued by the Police and 624 foreigners were forcibly returned.³³³

D. Guarantees for vulnerable groups

1. Identification

Indicators: Special Procedural Guarantees

1. Is there a specific identification mechanism in place to systematically identify vulnerable asylum applicants? Yes For certain categories No
 - ❖ If for certain categories, specify which:
2. Does the law provide for an identification mechanism for unaccompanied children? Yes No

³²⁶ Article 73(2) Foreigners Act.

³²⁷ Article 73(3) Foreigners Act.

³²⁸ Article 73 (6) Foreigners Act.

³²⁹ Article 51(2) Foreigners Act.

³³⁰ Official statistics provided by the Police, February 2026.

³³¹ Article 49 IPA.

³³² Official statistics provided by the Migration directorate March 2026.

³³³ Official statistics provided by the Police, February 2026.

Categories of people considered to be vulnerable are similar to those listed in Article 21 of the recast Reception Conditions Directive, the only difference being that the IPA definition does not explicitly include persons with serious illness, although the definition is open to categories not listed.³³⁴

1.1. Screening of vulnerability

According to the law, vulnerability is assessed during a medical examination, which is conducted before the lodging of the asylum application.³³⁵ Vulnerability can also be identified during the lodging of the application or at any later time during the asylum procedure.³³⁶

In practice, physical vulnerability is assessed during the medical examination.³³⁷ In order to ensure that proper support is given to vulnerable asylum applicants, the Migration directorate and the UOIM have to share information regarding the existence and nature of identified special needs of asylum applicants.³³⁸ During the lodging of the application, the Migration directorate states the detected vulnerability or identified special needs of the applicant on a form that is later sent to UOIM when the applicant is accommodated. The Migration directorate mainly collects basic information on the form such as medical needs of the applicant. The form is normally filled out during the lodging of the application and the information included in the form depends on the official of the Migration directorate. The practice is not consistent and information on vulnerability that does not require medical needs is often not added. The form is then checked by the responsible social worker of the UOIM in order to ensure that proper support regarding accommodation is provided to the applicant.

Although the vulnerability of the applicant can also be identified by the Migration directorate, during the personal interview, the above-mentioned form is not filled in. This means that the UOIM may not be aware of the detected vulnerabilities.³³⁹

The identification of vulnerability is therefore largely based on the applicant's statements during the lodging of the application and the personal interview. Since no special procedure for assessing vulnerability is in place, the vulnerability assessment depends on the person's willingness to share sensitive personal information and the capacity of officials to detect special needs. In theory, all caseworkers should be responsible for identifying vulnerable applicants and for examining their asylum claim, but as the procedure is not applied this does not happen in practice.

The Migration directorate does not collect statistics on vulnerable asylum applicants.³⁴⁰ In practice, the vulnerability assessment is also not part of the final decision on asylum and vulnerability of the applicants is often not considered as a factor in the final decision. All officials receive training on conducting interviews with vulnerable applicants.³⁴¹

If it is established that the asylum applicant is not able to participate in the asylum procedure, the Migration directorate is obliged to notify the social services.³⁴² Based on the recommendation of the Migration directorate and a medical examination, social services have to immediately appoint a legal guardian to the asylum

³³⁴ Article 2(22) IPA.

³³⁵ Article 13(1) IPA.

³³⁶ Article 13(2) IPA.

³³⁷ Observation by the PIC.

³³⁸ Article 13 (1) Rules on the procedure for aliens who wish to apply for international protection in the Republic of Slovenia and on the procedure for accepting applications for international protection.

³³⁹ In the context of their right of reply, the Ministry of Interior mentioned that if any specific information regarding vulnerabilities is disclosed during the personal interview, UOIM is informed in case this vulnerabilities may request special reception conditions. Based on their observance of practice, the PIC argues that while the Ministry can informally inform the UOIM, in practice this is not often done through the above-mentioned form.

³⁴⁰ Official statistics provided by Migration directorate, March 2026.

³⁴¹ Official statistics provided by the Migration directorate, March 2026.

³⁴² Article 13(2) Rules on the procedure for aliens who wish to apply for international protection in the Republic of Slovenia and on the procedure for accepting applications for international protection.

applicant.³⁴³ In practice, the Migration directorate will order an expert opinion before making the recommendation to the social services. In line with a decision of the Administrative Court, the MoI is obliged to make sure that the person acting as a party in the procedure has the legal capacity to understand the procedure. In case they do not, the applicant has to be represented by an appointed legal guardian. The procedure conducted with a person without the legal capacity to be a party in the procedure and without the representation of a legal guardian renders the decision made in the procedure unlawful.³⁴⁴

In 2025, 6 medical examinations were carried out and two asylum applicants were found to be unable to participate in the procedure independently and in need of a legal guardian.³⁴⁵ Due to the position of the Migration directorate that a legal guardian can be paid only if they represent an unaccompanied minor and not if they represent an adult that is not able to independently participate in the procedure, legal guardians are not generally willing to represent such adults. In addition, legal guardians are only trained to represent unaccompanied minors, and not adults.³⁴⁶

Vulnerability can also be detected by the UOIM social workers where the applicant is accommodated. Information on detected vulnerability is not shared with the Migration directorate unless the Standard operative procedure for the prevention and action in cases of sexual and gender-based violence (SOPS)³⁴⁷ is conducted and the Migration directorate attends the meeting. The information gathered in the SOPS is not automatically submitted in the asylum procedure.

In 2025, the majority of unaccompanied minors absconded before lodging the application. According to the official statistics, 3,949 minors expressed their intention for international protection in 2025. However, only 216 minors lodged the application. Out of 216, 164 were lodged by unaccompanied minors.³⁴⁸ Statistics on the number of unaccompanied children who expressed the intention for asylum and are processed in the preliminary procedure is not gathered. Statistics of the number of unaccompanied children accommodated in the Asylum home or its branch before they lodge the application is also not gathered.³⁴⁹ Therefore, the lack of identification and protection of unaccompanied minors continued to be a serious systematic issue in 2025. Lack of statistics on the number of unaccompanied children who are processed by the police but abscond before lodging the application hinders the possibility to thoroughly assess the scope of the issue.

Identified unaccompanied children are accommodated in **Postojna**, the first and only centre for unaccompanied children, that was established in April 2024, or **Logatec** which is less suitable for children.³⁵⁰

The issue of unidentified unaccompanied minors was also addressed by the Ombudsperson. The Police Directorate Novo mesto operates with 6 police stations and one for Compensatory Measures.³⁵¹ The Police Directorate Novo mesto processed 72% irregular crossings of the border in 2025.³⁵² During the visit of the police station for Compensatory Measures in 2023 the Ombudsperson noted that the Police observed that unaccompanied children often claim to be of age in order to not be separated from the group they are traveling with.³⁵³ Altogether 725 police officers in Slovenia are trained to identify unaccompanied minors and vulnerable individuals.³⁵⁴

³⁴³ Article 19(1)-(2) IPA.

³⁴⁴ Administrative Court Decision, I U 194/2021, 6 September 2021, available in Slovenian [here](#).

³⁴⁵ Official statistics provided by the Migration directorate, March 2026.

³⁴⁶ Observation by the PIC.

³⁴⁷ The SOPS protocol is available in Slovenian [here](#).

³⁴⁸ Official statistics provided by the Migration Directorate, March 2026.

³⁴⁹ Information provided by the MoI and the UOIM, March 2026.

³⁵⁰ Observation by the PIC.

³⁵¹ Police, *List of police stations and their contacts*, available [here](#).

³⁵² Official police statistics, available [here](#).

³⁵³ National Preventive Mechanism, *Priporočila iz obiskov (preglednice)*, available [here](#).

³⁵⁴ Official statistics provided by the Police, February 2026.

In 2025 the National Working Group for Combating Trafficking in Human beings prepared a two-year Action plan for combating trafficking in human beings,³⁵⁵ which foresees preventative measures, detection, investigation and prosecution and a call for systemic solutions and legislative changes. In practice, applicants who are victims of trafficking in human beings are rarely identified or recognised as such. In practice, the Police does not identify asylum applicants as victims of trafficking as it is their position that the criminal act was committed before entering Slovenia therefore the victim ceased to be a victim as the criminal act has already been committed. Due to this position, traffickers are often processed for smuggling instead of trafficking while the risk of being a victim of trafficking in the future is not assessed.³⁵⁶ Issues regarding the identification of victims of trafficking were also highlighted in the 2023 GRETA report³⁵⁷ And the Committee against Torture during the 2023 fourth periodic review.³⁵⁸ GRETA carried its fourth evaluation visit to Slovenia in December 2025.³⁵⁹ Lack of effective identification of victims of trafficking was also addressed by

In 2025 Slovenia convicted traffickers for the first time in four years. The Government conducted trainings for law enforcement officials and updated the above mentioned National Action Plan. Therefore, in the 2025 Trafficking in persons report Slovenia was again upgraded on Tier 1.³⁶⁰

In order to ensure that people are informed about the dangers of human trafficking, the UOIM started a project through which special information sessions (called PATS³⁶¹) following the asylum application should be conducted with unaccompanied children and other potential victims of trafficking. In 2025, these information sessions were conducted by Društvo Ključ³⁶² an NGO specialised in human trafficking. The aim of the sessions was informing potential victims of the dangers of trafficking, and to identify potential victims. Continuing to support a comprehensive national referral system and tackle trafficking was one of the recommendations made by the EUAA after the conclusion of the operation in Slovenia.³⁶³

If someone is identified as a victim of trafficking, the SOPs are conducted, during which a plan for further action and support is made and the victim is offered additional support. In 2025, Društvo Ključ conducted 886 individual and 349 group information sessions. In 2025 SOPs were conducted 12 times during which 15 cases were discussed.³⁶⁴

Lack of vulnerability screening is one of the biggest shortcomings of the asylum system. Since a vulnerability assessment is not conducted, vulnerability is also not taken into account in the decision.³⁶⁵ In addition, there is no separate accommodation facilities for vulnerable groups (LGBTQI+, single women, single women with children) available in Slovenia. In April 2024 a separate accommodation centre for systemic accommodation of unaccompanied children was opened in Postojna. The centre has the capacity to accommodate up to 72 unaccompanied minors. During the year, 190 unaccompanied minor applicants were accommodated in the

³⁵⁵ Government of Slovenia, *Action plan for combating trafficking in human beings for the period 2025 - 2026*, 13 February 2025, available [here](#).

³⁵⁶ In the context of their right of reply (July 2025), the Ministry of Interior noted that the legal definitions and the elements of criminal offences differ between human smuggling and human trafficking. It further noted that, while the offences committed outside Slovenia are beyond Slovenia's responsibility, the Slovenian Police gather such information to provide it to the law enforcement authorities of respective countries (including to EUROPOL) and cooperate with them according to the legal provision of international cooperation in criminal matters. Finally, it noted that, based on the published manual on the identification, assistance and protection of victims of human trafficking, adopted by the Interdepartmental Working Group for Combating Human Trafficking (Resolution of the Government of the Republic of Slovenia No. 02402-2/2016/5 of 5.5.2023), it is necessary to follow the guidelines and strengthen the identification of potential victims of criminal acts also in the field of irregular migration.

³⁵⁸ UN Committee against Torture: *Concluding observations on the fourth periodic report of Slovenia*; 7 December 2023, available [here](#).

³⁵⁹ COE, *Greta carries out its fourth evaluation visit to Slovenia*, 16-19 December 2025, available [here](#).

³⁶⁰ U.S. Embassy in Slovenia, *Trafficking in Persons Report 2025*, available [here](#).

³⁶¹ PATS is short for Identification, Assistance and Protection of victims of trafficking and/or SGBV.

³⁶² Društvo Ključ, available [here](#).

³⁶³ EUAA, *Slovenia operational plan 2022-2024: Ex post evaluation report*, October 2024, available [here](#).

³⁶⁴ Information provided by Društvo Ključ, April 2026..

³⁶⁵ Observation by the PIC.

centre.³⁶⁶ One of the systematic shortcomings of the asylum system is the lack of appropriate separate accommodation for unaccompanied children who are recognised as potential or identified victims of trafficking. In Slovenia accommodation for such children can be provided by so called “crisis centres” or NGOs. In practice, the national centres for “crisis accommodation” of children refuse to accommodate unaccompanied asylum-seeking children and the NGOs providing accommodation to victims of trafficking do not have appropriate accommodation for children. Therefore, unaccompanied asylum-seeking children who were identified as potential victims of trafficking were also accommodated in Postojna during 2025. As the accommodation centre in Postojna is an open centre known to the general public it does not provide safe accommodation to children who are potential victims of trafficking.

1.2. Age assessment of unaccompanied children

If doubts about the age of an unaccompanied minor arise during the examination of the application for international protection, a medical examination of the applicant can be ordered by the competent authority.³⁶⁷ In the course of preparation of the opinion, the medical expert can also consult with experts of other fields.³⁶⁸

The medical examination for the purpose of age assessment can only be conducted if both the unaccompanied minor and their legal representative give their written consent. If they refuse without stating a valid reason, the applicant is considered to be an adult. However, the decision to reject their application cannot be based solely on that refusal.³⁶⁹

If after obtaining the expert opinion, a doubt still exists as to the applicant’s age, they are considered a minor.³⁷⁰

Age assessment is conducted by the Institute for Forensic medicine that is part of the Medical Faculty of the University of Ljubljana. Age assessment includes a physical examination, an MRI of the applicant’s wrists and collar bones, and a dental X-ray. Members of civil society are concerned that conducting such age assessment is unethical and unsafe. An opinion is then issued based on the results of the assessment.

In practice, due to the large cost of medical examinations and the logistical problems owing to the remote locations where MRI can be conducted, the Migration directorate only conducts age assessments in exceptional cases.³⁷¹ In 2025, identification of unaccompanied minors in mixed migration flows posed a serious systematic issue. In practice, young children would identify as adults and adults would identify as unaccompanied minors. In both cases, they would be processed by the Police based on their statements even in cases when it was evident that the statements were false.³⁷² Some were then identified as unaccompanied minors in the Asylum Home or its branch or during the asylum procedure (see Screening of vulnerability). In 2025, 3 age assessments procedures (MRI and dental X-ray) were conducted.³⁷³

In practice, doubts as to the child’s age usually arise based on the person’s appearance or when the child’s statements do not match the submitted identity documents. In case the doubt arises based on the child statements, the Migration directorate sometimes conducts an interview in order to clear the inconsistencies before ordering the age assessment. The law stipulates that age assessment can only be conducted in case there are doubts as to whether the child is underage and not in cases when there is doubt about a child claiming to be of age.³⁷⁴ Therefore, in practice, adults claiming to be minors can be accommodated together with unaccompanied children until the assessment is made. Due to the lengthiness of the procedure this could happen

³⁶⁶ Official statistics provided by UOIM, March 2026.

³⁶⁷ Article 17(2) IPA.

³⁶⁸ Article 17(3) IPA.

³⁶⁹ Article 17(4), (5) and (7) IPA.

³⁷⁰ Article 17(6) IPA.

³⁷¹ Observation by the PIC also evident from the official statistics.

³⁷² Observation by the PIC.

³⁷³ Official statistics provided by the Migration directorate, March 2026.

³⁷⁴ Article 17(2) IPA.

for up to a couple of months. In addition, children claiming to be of age can be accommodated with adults since age assessment cannot be made in their case.

The applicant cannot appeal against the results of the age assessment; however, the applicant can argue issues relating to age assessment procedure in the appeal procedure against the international protection decision.

2. Special procedural guarantees

Indicators: Special Procedural Guarantees

1. Are there special procedural arrangements/guarantees for vulnerable people? Yes For certain categories No

2.1. Adequate support during the interview

The IPA is not very specific about the special procedural guarantees available to vulnerable groups. The law provides that special support is provided in the asylum procedure to persons with vulnerabilities,³⁷⁵ and that the interviews have to be conducted accordingly, having regard to the personal and other circumstances of the individual, including their vulnerability.³⁷⁶ If needed the personal interview can be conducted in shorter intervals spread over several days.³⁷⁷ A child's asylum application can be postponed for up to 48 hours if there are justified reasons to do so.³⁷⁸

If a person is not able to understand the meaning of the international protection procedure due to a temporary or permanent mental disorder or illness or for other reasons, they must be assigned a legal guardian.³⁷⁹ As mentioned above (see [Screening of vulnerability](#)), legal guardians are reluctant to represent adults who are unable to participate in the procedure independently, due to the position of the Migration directorate that a legal guardian can be paid only if they represent an unaccompanied minor. In addition, legal guardians are only trained to represent unaccompanied minors and not adults.³⁸⁰

Apart from these rules, no special measures exist in law for the support of persons with vulnerabilities in terms of their participation in asylum procedures. Moreover, these provisions are rarely used in practice. Whether an individual's vulnerabilities are taken into account during the interview depends on the person conducting the interview. Female asylum applicants often face difficulties when requesting female interpreters during their interviews. Interviews with children are not adjusted to children's needs, and often not conducted in a child-friendly manner. The psychological state of children is not taken into consideration during the interview and during the procedure.³⁸¹

In addition, the IPA no longer allows applicants to be accompanied by a person of their own choosing for support during the personal interview.

The Migration directorate does not have a specific unit dealing with vulnerable groups. However, all officials conducted the EUAA training on interviewing vulnerable groups. All officials conducted the EUAA training on interviewing children.³⁸² However, only one official was trained on working with unaccompanied minors (see

³⁷⁵ Article 14(2) IPA.

³⁷⁶ Article 37(1) IPA.

³⁷⁷ Article 13(3) IPA Rules on the procedure for aliens who wish to apply for international protection in the Republic of Slovenia and on the procedure for accepting applications for international protection.

³⁷⁸ Article 9(2) Rules on the procedure for aliens who wish to apply for international protection in the Republic of Slovenia and on the procedure for accepting applications for international protection.

³⁷⁹ Article 19(1) IPA.

³⁸⁰ Observance by the PIC.

³⁸¹ Observation by the PIC.

³⁸² Information provided by the Ministry of Interior in the context of their right of reply, July 2025.

Determining Authority).³⁸³ The MoI does not have specific guidelines on interviewing vulnerable applicants instead officials should follow the EUAA guidelines.³⁸⁴

Although all officials receive training on conducting interviews with vulnerable applicants, in practice, the way vulnerability is taken into account during the interview differs based on the official conducting the interview.³⁸⁵

The lack of stricter protocols often results in asylum applicants not being identified early enough and not receiving proper arrangement despite their entitlement to special procedural guarantees.

2.2. Exemption from special procedures

The Accelerated Procedure and the Border procedure (border and transit zones) may also be used in the case of applicants belonging to vulnerable groups. Unaccompanied children's applications can only be rejected in the accelerated procedure as manifestly unfounded in two cases: on grounds of Safe Country of Origin; and where the child presents a threat to national security or public order.³⁸⁶

In 2025 one unaccompanied minor was processed in an accelerated procedure.³⁸⁷

3. Use of medical reports

Indicators: Use of Medical Reports

1. Does the law provide for the possibility of a medical report in support of the applicant's statements regarding past persecution or serious harm?
 Yes In some cases No
2. Are medical reports taken into account when assessing the credibility of the applicant's statements?
 Yes No

The law provides that the applicant has to submit all documentation and evidence at their disposal which support their statements made in the application.³⁸⁸ In practice this can also include medical reports regarding their past persecution or serious harm.

The preparation of a medical opinion, or any other type of expert opinion, can also be ordered by the Migration directorate, in which case the costs are covered by the State.³⁸⁹ There are no criteria set in the law or administrative practice to indicate when a medical examination for the purpose of drafting a medical report should be carried out. No guidelines are in place to guarantee the use of the methodology laid down in the Istanbul Protocol.³⁹⁰

In practice, psychiatric and other medical evaluations have been successfully used to influence the decision on applicant's credibility in some cases.³⁹¹

In 2025, the medical evaluation was made in 6 cases. In 4 cases the medical examination was conducted in order to determine if the person is capable of participating in the procedure. In 2 cases, it was established that the applicant is not capable to independently participate in the procedure. Age assessment was conducted in 3 cases during 2025.³⁹²

³⁸³ Information provided by the Migration directorate, March 2026.

³⁸⁴ Official statistics provided by the MoI, March 2026.

³⁸⁵ Observation by the PIC.

³⁸⁶ Administrative Court, Decision I U 1544/2017, 31 July 2017, available [here](#).

³⁸⁷ Official statistics provided by the Migration directorate, March 2026.

³⁸⁸ Article 21(2) IPA.

³⁸⁹ Article 39 IPA.

³⁹⁰ Official information provided by the Migration Directorate, March 2026.

³⁹¹ Observation by the PIC.

³⁹² Official statistics provided by the Migration directorate, March 2026.

4. Legal representation of unaccompanied children

Indicators: Unaccompanied Children

1. Does the law provide for the appointment of a representative to all unaccompanied children?
 Yes No

Unaccompanied minors are subject to different kind of guardianship regimes based on their legal status in Slovenia. Upon arrival in Slovenia, they are appointed a legal guardian for a special case according to the provisions of the Family Code.³⁹³ After the “preliminary procedure” is completed, the minor is accompanied to the accommodation centre for unaccompanied minors in Postojna or in rare cases in Logatec. This means that a new legal guardian for a special case is appointed based on the new geographical location. In both cases, the legal guardian for a special case is normally the Centre for social services. If the unaccompanied minor applies for international protection, then a new legal guardian (for asylum-seeking unaccompanied minor) is appointed in line with the provisions of the International Protection Act.³⁹⁴ The responsibility of the legal guardian ends when the child becomes of age or when the international procedure is completed. After the international procedure is completed and the minor either obtained international protection or is in the return procedure, a legal guardian for a special case is again appointed in accordance with the Family Code.³⁹⁵ This means that, in practice; unaccompanied children can be appointed at least three legal guardians throughout their stay in Slovenia.

A legal guardian is not appointed if the child is married and older than 15 years old.³⁹⁶

Under Article 16(1) IPA, each unaccompanied child is assigned a legal guardian before the procedure for international protection starts. This means that they have to have a first contact with the child right before they lodge their application for international protection. Therefore, legal guardians are not familiar with the child’s needs, prior procedures, vulnerability, reasons for seeking asylum or any other relevant information before lodging the application. In addition, they are only provided with the help of an interpreter if they can prove that they require it for reasons connected to one of their fields of work. In practice, guardians are often unable to obtain the services of interpreters when communicating with the child. Each legal guardian can be appointed to three children. In exceptional cases, when a legal guardian cannot be appointed to all children in need of it a legal guardian can be appointed to maximum five children.³⁹⁷ In practice, due to lack of active legal guardians some legal guardians are appointed to more than five children at the same time.³⁹⁸

The legal guardian must accompany the unaccompanied child from the beginning of the application and throughout the entire procedure. They are responsible for representing the minor in relation to the asylum procedure, health care, education, protection of property rights and rights related to reception.³⁹⁹ The legal guardian is present during the child’s asylum application and all subsequent personal interviews and can ask additional questions beside those asked by the official and legal representative.⁴⁰⁰ The legal guardian also has to consent, together with the applicant, to the age assessment procedure.⁴⁰¹

The child can also be assisted by a PIC lawyer, as is the case for any other asylum applicant (see: [Regular Procedure: Legal Assistance](#)). Because legal help and representation is not automatically provided to all asylum applicants, legal guardians may be the only representatives of the child, responsible for their international protection claim. This means that they have to ask relevant questions during the lodging of the application and

³⁹³ Article 267 of the Family Code.

³⁹⁴ Article 6(1) IPA.

³⁹⁵ Article 261(1) Family Code.

³⁹⁶ Article 16(9) IPA.

³⁹⁷ Article 2(5) Decree on the implementation of the statutory representation of unaccompanied minors and the method of ensuring adequate accommodation, care and treatment of unaccompanied minors.

³⁹⁸ Practice-based observation by PIC, January 2026.

³⁹⁹ Article 16(1) and (3) IPA.

⁴⁰⁰ Article 14 Rules on the procedure for aliens who wish to apply for international protection in the Republic of Slovenia and on the procedure for accepting applications for international protection.

⁴⁰¹ Article 17(4) IPA.

subsequent personal interviews, prepare COI and perform other relevant acts during the procedure, although they have not been trained to do so. Legal guardians therefore rely heavily on the help of NGOs. In 2025, the PIC assisted 175 children in the procedure out of which 119 were unaccompanied minors.

Candidates for legal guardians of unaccompanied children are appointed to the list of legal guardians upon applying to a public tender. One cannot be appointed as legal guardian if they have been deprived of parental rights, if they do not have capacity to contract, if their interests are in conflict with the interests of the child or if, due to their personal characteristics or relationship with the child or their parents, it cannot be expected that they will correctly perform their duties as legal guardians.⁴⁰² Once the guardian has been appointed, the Ministry of Labour, Family, Social Affairs and Equal Opportunities has to check at least once a year if the legal guardian still fulfils the conditions for legal guardianship. Legal guardians can be removed from the list if they are negligent in performing their duties, abuse their rights or endanger the rights and interests of the minors or if they, despite repeated warnings from officials, violate the rules of the code of conduct.⁴⁰³

The IPA does not foresee a special complaint mechanism or procedure against legal guardians. In line with the Family Code, the individual under guardianship can lodge a complaint against the guardian's performance if they are able to understand the consequences of the complaint. The complaint can also be lodged by the individual's spouse, relative or other official institutions.⁴⁰⁴ Information on the complaint mechanism is not provided to unaccompanied minors in a systematic way by legal guardians or officials of the Mol or UOIM.

In practice, the fitness of guardians to perform their duties with a view to a positive involvement in the child's procedure and care has raised questions in some cases. However, no procedures against the legal guardians were initiated from 2022-2025.⁴⁰⁵

According to the IPA, legal guardians can be removed from the list in case they do not inform the Mol about the real identity of the child, do not submit the child's documents into the procedure, do not disclose the real age of the child that claims to be a minor or do not disclose any other information that can be relevant to the status determination procedure.⁴⁰⁶ The provision was submitted to the Advocate for the Principle of Equality, who found that the provision was discriminatory and recommended that the provision be removed. The Advocate concluded that the provision is in contradiction with the main purpose of legal guardianship, which is the establishment of a confidential relationship between the child and the legal guardian.⁴⁰⁷ In addition, the provision was submitted to the Constitutional Court for review by parliamentarians.⁴⁰⁸ In its decision, the Constitutional Court noted that while the confidentiality between a legal guardian and an unaccompanied minor falls under the right to privacy enshrined in Article 35 of the Constitution, the obligation of the legal guardian to disclose the information does not constitute an excessive interference with the right to privacy.⁴⁰⁹

Legal guardians are compensated for their work if it relates to the asylum procedure, health care, education, protection of property rights and rights related to reception.⁴¹⁰ They are not compensated for visiting the child or performing any other activity, irrespective of their necessity. Although legal guardians are compensated for their work, legal guardianship is not a regular form of employment, which means that legal guardians can only perform their duties outside of their regular employment, if they are self-employed or retired. In practice, most of the duties of legal guardians have to be performed during working hours. As a result, only a few legal guardians are actually able to perform their duties and are willing to represent children. Thus, the fluctuation in legal guardians is high

⁴⁰² Article 18(2) IPA and article 181 Marriage and Family Relations Act, Official Gazette of RS, No. 69/04 and subsequent amendments.

⁴⁰³ Article 18(9) IPA.

⁴⁰⁴ Article 256 Family Code.

⁴⁰⁵ Observation by the PIC.

⁴⁰⁶ Article 18(8) IPA.

⁴⁰⁷ Advocate for the Principle of Equality, *Mladoletni prosilci za mednarodno zaščito brez spremstva potencialno obravnavani diskriminatorno*, 6 July 2022, available [here](#).

⁴⁰⁸ 24.ur, *Določbe zakona o tujcih in mednarodni zaščiti v ustavno presojo*, 10 February 2022, available [here](#).

⁴⁰⁹ Constitutional Court decision, U-I-52/22, 19. June 2025, available [here](#).

⁴¹⁰ Article 2(2) Rules on the remuneration and reimbursement of the expenses of statutory representatives of unaccompanied minors.

and the authorities have trouble finding persons eligible and willing to become legal guardians.⁴¹¹ In 2025, out of 14 legal guardians on the list, 4 were actively performing their functions.⁴¹²

Before being appointed as legal guardians, candidates also have to attend a special training organised by the Faculty of Social Work of the University of Ljubljana, which includes family law, social work, psychology, protection of children's rights, protection of human rights and asylum law.⁴¹³ They receive 40 hours of training (16 hours of theory and 24 hours of practice). The training does not include an in-depth training on international protection and the procedure in Slovenia. In practice, this means that they face difficulties when representing children in the international procedure. In addition, legal guardians have to attend training every 3 years.⁴¹⁴

The absconding rate of unaccompanied children in Slovenia is very high, which seems to be mostly due to children having family in other Member States or, more generally, Slovenia not being their destination country. In 2025, the number of unaccompanied minors lodging the application was extremely low with only 164 unaccompanied minors lodging the application. The majority of unaccompanied minors were not identified as such or absconded before lodging the application. The statistics on the number of unaccompanied minors expressing the intent for international protection is not available. Lack of statistics on the number of unaccompanied children who are processed by the Police but abscond before lodging the application hinders the possibility to thoroughly assess the scope of the issue. (see [Screening of vulnerability](#)). Out of 190 unaccompanied minors accommodated in Postojna in 2025, 182 absconded.⁴¹⁵ The absconding rate was therefore 95% in 2025. Unaccompanied minors represented 4% of total asylum applicants in 2025.⁴¹⁶

⁴¹¹ Observation by the PIC.

⁴¹² Observation by the PIC.

⁴¹³ Article 18(3) IPA.

⁴¹⁴ Article 6(2) Decree on the implementation of the statutory representation of unaccompanied minors and the method of ensuring adequate accommodation, care and treatment of unaccompanied minors.

⁴¹⁵ Information provided by the UOIM, March 2026.

⁴¹⁶ Official statistics provided by the Migration directorate, March 2026.

E. Subsequent applications

Indicators: Subsequent Applications

1. Does the law provide for a specific procedure for subsequent applications? Yes No
2. Is a removal order suspended during the examination of a first subsequent application?
 - ❖ At first instance Yes No
 - ❖ At the appeal stage Yes No
3. Is a removal order suspended during the examination of a second, third, subsequent application?
 - ❖ At first instance Yes No
 - ❖ At the appeal stage Yes No

The IPA requires foreigners re-applying for international protection in the Republic of Slovenia to undergo a subsequent application procedure if:

- ❖ Their previous asylum application was finally rejected;
- ❖ Their previous asylum application was explicitly withdrawn; or
- ❖ Their previous asylum application was implicitly withdrawn and more than nine months have passed; or;
- ❖ Their procedure for extending the subsidiary protection was stopped;
- ❖ Their request for extending subsidiary protection status has been finally rejected;
- ❖ The beneficiary has not applied for extension of subsidiary protection in time.⁴¹⁷

A person returned to Slovenia under the Dublin Regulation whose procedure was stopped due to implicit withdrawal of their asylum application, *i.e.*, because they absconded, has the right to lodge a new asylum application which is not examined as a request for subsequent application.⁴¹⁸ However, if the procedure was finally concluded in their absence, they have to undergo the subsequent application procedure (see [Dublin: Situation of Dublin Returnees](#)).

New evidence or facts have to arise either after the issuance of the prior decision or existing at the time of the first procedure but not presented by the applicant for justified reasons in order for the new asylum application to be allowed.⁴¹⁹ The lodging of a new application is also allowed if it is proven that explicit withdrawal of the previous application was made under threat or compulsion.⁴²⁰

An applicant cannot be removed from the country until the decision regarding the request for the subsequent application is final.⁴²¹ Individuals lodging the second or subsequent application do not have asylum applicants' rights (e.g. accommodation etc.) and fall under the scope of the Foreigners Act,⁴²² meaning that they can be detained in the Foreigners centre.

The responsible authority in the subsequent application procedure is the Migration directorate of the Mol. If it establishes that the aforementioned conditions are met, it allows the person to lodge a new asylum application. If not, it dismisses the request for the subsequent application as inadmissible.⁴²³

The procedure for lodging a subsequent application is not defined in law. However, in practice, this is done orally through an interview which is conducted in the same way as in the regular procedure. This includes assistance by legal guardians in case of unaccompanied children and possible representation by the PIC.⁴²⁴

⁴¹⁷ Article 64(1) IPA.

⁴¹⁸ Article 65(6) IPA.

⁴¹⁹ Article 64(3) IPA.

⁴²⁰ Article 64(2) IPA.

⁴²¹ Article 70(3) IPA.

⁴²² Article 34(3) IPA.

⁴²³ Article 65(4) IPA.

⁴²⁴ Observation by the PIC.

The dismissal of a first request for a subsequent application can be challenged by way of judicial review before the Administrative Court, which is the same legal remedy as in the regular procedure. The time limit for lodging the application for judicial review is 3 calendar days. An application for judicial review has suspensive effect.⁴²⁵ The procedure is the same as that described under [Admissibility Procedure: Appeal](#). Free legal assistance by refugee counsellors can be provided by law, as in all other cases of judicial review under the IPA. In practice free legal assistance of refugee counsellors is difficult to access (see: [Regular Procedure: Legal Assistance](#)). In case a judicial review is requested against the decision to dismiss the second or third subsequent application, the application for judicial review does not have automatic suspensive effect.⁴²⁶ In practice, this is problematic as the person can be removed from the territory before lodging the judicial review as the decision becomes enforceable when it is served to the applicant.

In 2025, 79 requests for a subsequent application were lodged. 65 individuals lodged a first request for a subsequent application and 14 persons lodged their second or third request for a subsequent application. By the end of the year, 17 requests for a subsequent application and the subsequent application remained pending. During 2025, 3 subsequent applications were lodged and all were pending by the end of it.⁴²⁷

F. The safe country concepts

Indicators: Safe Country Concepts

- | | | |
|--|---|--|
| 1. Does national legislation allow for the use of “safe country of origin” concept? | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| ❖ Is there a national list of safe countries of origin? | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| ❖ Is the safe country of origin concept used in practice? | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| 2. Does national legislation allow for the use of “safe third country” concept? | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| ❖ Is the safe third country concept used in practice? | <input type="checkbox"/> Yes | <input checked="" type="checkbox"/> No |
| 3. Does national legislation allow for the use of “first country of asylum” concept? | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |

1. Safe country of origin

The concept of the safe country of origin is defined in Article 61 IPA. A third country is designated as safe in case it can be concluded, based on the legal situation, the application of the law within the democratic system and the general political circumstances, that there is no general and consistent persecution, torture, inhuman or degrading treatment or punishment in the country and no threat of indiscriminate violence in situations of international or internal armed conflict.⁴²⁸

According to the law, a country is declared a safe country of origin by the Government of the Republic of Slovenia based on a proposal of the Mol, which regularly monitors the situation in relevant countries of origin through the information gathered by other EU Member States, EU institutions and other relevant international organisations.⁴²⁹

If the Ministry deems that conditions regarding the human rights situation have deteriorated considerably, or if it doubts that the country is still fulfilling the abovementioned conditions relating to safety, it can re-examine whether the country can still be considered safe. If it is concluded that the country can no longer be considered a safe country of origin, the Mol can make a proposal to the Government to remove it from the list of safe countries of origin.⁴³⁰

⁴²⁵ Article 70(2)-(3) IPA.

⁴²⁶ Article 70(3) and 65(5) IPA.

⁴²⁷ Official statistics provided by the Migration directorate, March 2026.

⁴²⁸ Article 61(1) IPA.

⁴²⁹ Article 61(3) IPA.

⁴³⁰ *Ibid.*

The Government notifies the European Commission about the declaration of a country as a safe country of origin and about potential subsequent changes in that regards.⁴³¹

A third country can be considered a safe country of origin in an individual case if the applicant has citizenship or, in case the applicant is a stateless person, they had habitual residence in the country and failed to prove that it cannot be considered a safe country of origin due to their own specific circumstances. In this case, the competent authority can reject the applicant's claim for international protection as manifestly unfounded under an Accelerated Procedure.⁴³²

Albania, Algeria, Bangladesh, Bosnia and Herzegovina, Montenegro, Egypt, Gambia, Georgia, Ghana, Kosovo, Morocco, Nepal, Senegal, North Macedonia, Serbia, Tunisia and Türkiye are determined as safe countries of origin by the Government.⁴³³

In 2025 a total of 3,419 nationals of countries designated as safe countries of origin applied for asylum in Slovenia:

Asylum applicants from “safe countries of origin”: 2025	
Country of origin	Number of applicants
Albania	0
Algeria	317
Bangladesh	88
Bosnia and Herzegovina	1
Egypt	348
Gambia	9
Georgia	4
Ghana	13
Kosovo	2
Morocco	2,496
Nepal	27
Senegal	7
North Macedonia	1
Serbia	9
Tunisia	61
Türkye	36
Total	3,419

Source: Official statistics of the Migration directorate available [here](#).

⁴³¹ Article 61(4) IPA.

⁴³² Article 62(1)-(2) IPA.

⁴³³ Ordinance determining the list of safe countries of origin, Official Gazette of RS, No. 47/22.

In comparison to 2024, when 4,478 applications from applicants from a 'safe country of origin' were lodged, the number of these applications decreased in 2025. This is mostly due to the general decrease of applicants in 2025.

In 2025, the concept of 'safe country of origin' was used in practice.⁴³⁴ However, since there are no considerable differences between a regular and an accelerated procedure, and since an applicant who is considered to come from a safe country of origin can still provide evidence that the country in question is not safe for them, the safe country of origin principle does not have strong practical implications.

If the concept is used, the application can only be rejected in the accelerated procedure as manifestly unfounded.⁴³⁵ In practice, applications are not rejected solely based on a 'safe country of origin' concept but together with other reasons for rejecting the application as manifestly unfounded.⁴³⁶

2. Safe third country

According to Article 53 IPA, a safe third country is a country in which the applicant was present before arriving to the Republic of Slovenia and in which they had a real opportunity to apply for international protection but failed to do so without a justified reason. Based on the safe third country concept, the competent authority can dismiss the application for international protection as inadmissible.⁴³⁷

According to the law, a country is declared a safe third country by the government based on a proposal of the MoI, which regularly monitors the situation in relevant countries through information gathered by other EU Member States, EU institutions and other relevant international organisations.⁴³⁸

In case the MoI deems that the conditions regarding the human rights situation in a given country have deteriorated considerably or if it doubts that the latter still fulfils the conditions for being considered as a safe third country, it can re-examine the safety of the country. In case the country can no longer be considered a safe third country, the MoI can make a proposal to the Government to remove it from the list of safe third countries.⁴³⁹

The Government notifies the European Commission of the declaration of a country as a safe third country and of changes relating thereto.⁴⁴⁰

Slovenia does not have a safe third country list since 2013. In this sense, in 2025 the Migration directorate did not apply the safe third country concept.⁴⁴¹

2.1 Safety criteria

A country must meet the following requirements in order to be considered a safe third country:⁴⁴²

1. Life and freedom in the country are not threatened on account of race, religion, citizenship, membership of a particular social group or political opinion;
2. There is no risk of serious harm;
3. The principle of *non-refoulement* in accordance with the Refugee Convention is observed;
4. The prohibition of removal which would result in the violation of the prohibition of torture and cruel, inhuman and degrading treatment as defined in international law is observed;

⁴³⁴ Observation by the PIC.

⁴³⁵ Article 63(4) IPA.

⁴³⁶ Observation by the PIC.

⁴³⁷ Article 51 IPA.

⁴³⁸ Article 54(2) IPA.

⁴³⁹ *Ibid.*

⁴⁴⁰ Article 54(3) IPA.

⁴⁴¹ Official statistics provided by the Migration directorate, March 2026.

⁴⁴² Article 54(1) IPA.

5. The applicant has the possibility to apply for refugee status and, if it is established that the person is in fact a refugee, to obtain protection in accordance with the Refugee Convention.

When faced with a safe third country argument, asylum applicants can provide facts and evidence showing that the country in question is not a safe third country for them personally and that justified reasons exist preventing them from applying for international protection there.⁴⁴³ In a 2013 case concerning the safe third country provisions in force prior to the adoption of IPA, the Supreme Court had stressed that the burden of proving that a country does not meet the safe third country criteria is on the applicant.⁴⁴⁴

2.2 Connection criteria

The law does not specify when the criteria of – “a real opportunity to apply for international protection”⁴⁴⁵ and when it is established.

It should be noted that, in 2013, when reviewing the legal provision in force prior to the adoption of the IPA, the Constitutional Court had found that the ambiguity with respect to the requisite degree of connection between an applicant and a third country did not allow a clear conclusion as to whether mere transit through a country is sufficient or whether the applicant needs to benefit from legal residence there. On that basis, the Constitutional Court had declared that provision unconstitutional.⁴⁴⁶

In an earlier case, the Supreme Court had found that it is not necessary for direct or indirect contact to have taken place between the applicant and the authorities or institutions within the concerned third country; it is enough that the circumstances of the individual case reveal that the applicant had objective and subjective possibilities to establish contact with the authorities of the safe third country.⁴⁴⁷

According to the law, applicants whose claims are rejected as inadmissible on the ground of a safe third country concept are to be given a document in the language of the safe third country stating that their claim was not examined on the merits.⁴⁴⁸

If a safe third country refuses the entry of the applicant to its territory, the Migration directorate revokes the inadmissibility decision and proceeds to the examination of the asylum application.⁴⁴⁹

3. First country of asylum

The concept of the first country of asylum is a ground for inadmissibility of the application for international protection.⁴⁵⁰ According to Article 63 IPA, a first country of asylum is either the country in which the applicant was granted a refugee status which is still valid, or a country in which the applicant enjoys sufficient protection, including from *refoulement*.

When applying the first country of asylum concept, the criteria for its application are not the same as those of the Safe Third Country concept. The criteria listed in Article 38(1) of the recast Asylum Procedures Directive do not explicitly apply as the Ministry only has to establish that the applicant is granted refugee status in the first country of asylum or enjoys sufficient protection there.

The concept is used in practice, but so far only in a few cases per year. It was used in one case in 2025.⁴⁵¹

⁴⁴³ Article 55(1) IPA.

⁴⁴⁴ Supreme Court, Decision I Up 39/2013, 14 February 2013, available [here](#).

⁴⁴⁵ Article 53 IPA.

⁴⁴⁶ Constitutional Court, Decision U-I-155/11, 18 December 2013, available [here](#).

⁴⁴⁷ Supreme Court, Decision I Up 39/2013, 14 February 2013, available [here](#).

⁴⁴⁸ Article 59 IPA.

⁴⁴⁹ Article 60 IPA.

⁴⁵⁰ Article 51(1) IPA.

⁴⁵¹ Official statistics provided by the Migration directorate, March 2026.

Applicants can challenge the application of the first country of asylum concept by referring to the specific circumstances of their case.⁴⁵² If a first country of asylum refuses the entry of the applicant to its territory, the Migration directorate revokes the inadmissibility decision and proceeds to the examination of the asylum application.⁴⁵³

G. Information for asylum seekers and access to NGOs and UNHCR

1. Provision of information on the procedure

Indicators: Information on the Procedure

1. Is sufficient information provided to asylum applicants on the procedures, their rights and obligations in practice?

Yes

With difficulty

No

❖ Is tailored information provided to unaccompanied children?

Yes

No

The IPA provides that, before applying for international protection, applicants must be provided with information, in a language they understand, about the procedure, their rights and obligations, possible consequences of failure to comply with the obligations and failure to cooperate with the competent authorities, the timeframes for legal remedies and information about refugee counsellors and NGOs working in the field of international protection.⁴⁵⁴ At the request of the applicant, all information relating to their individual asylum procedure also needs to be provided free of charge throughout the procedure.⁴⁵⁵

The law does not specify in what form the information is to be provided. After the applicants have undergone their medical examination and before they lodge their asylum application, information is provided through a video. The duration of the information video is approximately ten minutes. The video contains information about the procedure, the rights and obligations of asylum applicants, reasons for asylum and the right to appeal. While the video includes a reference to the existence of NGOs, it still does not contain further practical information about the NGOs working in the field of international protection (e.g., which NGOs or the way of contacting them).

While the video includes information on legal guardians it is not adapted to minors in any other way (e.g., the content is not presented in a child-friendly manner). Legal guardians of unaccompanied minors are usually present during the video presentation and can participate to the provision of information; this is usually the first opportunity for them to meet with the child and introduce themselves after being appointed. The information is also not tailored for the specific needs of certain categories asylum applicants, such as potential victims of trafficking.

All asylum applicants are entitled to the information session, regardless of the type of procedure that may ensue.⁴⁵⁶ Applicants who lodge a request for a subsequent application are not entitled to the information session. As the information is provided through the video, not all of the aspects of the asylum system in Slovenia are addressed and adequately presented. For example, applicants are informed about their rights and obligations during the Dublin procedure – consequences of travelling on to another EU Member State, absconding from a transfer – but it remains difficult to guarantee a full understanding of the functioning of the Dublin system and its consequences for their individual case in practice.⁴⁵⁷

⁴⁵² Article 63(3) IPA.

⁴⁵³ Article 63(4) IPA.

⁴⁵⁴ Article 5(1)-(2) IPA.

⁴⁵⁵ Article 5(3) IPA.

⁴⁵⁶ Article 5(1) IPA.

⁴⁵⁷ Observation by the PIC.

Throughout the asylum procedure, PIC lawyers are available to asylum applicants for any questions regarding procedures as well as their rights and obligations. In 2025 PIC lawyers assisted 611 asylum applicants during the asylum procedure and 130 beneficiaries of international protection during the family reunification procedure.

Upon request of the applicant or their legal representative, information may also be provided by Migration directorate officials in individual cases during the official interviews or separately.⁴⁵⁸

Although a brochure describing the asylum system in Slovenia in different languages exists, the asylum applicants do not automatically receive it upon lodging the application. In practice, asylum applicants can read the brochure in the lobby while waiting to lodge the application, but they cannot keep it for future reference unless they explicitly express their wish to do so.⁴⁵⁹ The brochures are also available online.⁴⁶⁰ Information about the brochures and a QR code to access them is available on posters on the premises of the Ministry where the procedures take place. The brochures on the Dublin procedure are also not available or given to the applicants during the Dublin procedure.⁴⁶¹

In the police procedure, the information on the right to asylum is in practice provided through brochures, posters and the police officers conducting the procedure. Access to the brochures and posters with information on the right to asylum is also monitored by the Ombudsperson during the National Preventive Visits to the police stations.⁴⁶²

2. Access to NGOs and UNHCR

Indicators: Access to NGOs and UNHCR

1. Do asylum applicants located at the border have effective access to NGOs and UNHCR if they wish so in practice?

<input type="checkbox"/> Yes	<input type="checkbox"/> With difficulty	<input checked="" type="checkbox"/> No ⁴⁶³
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2. Do asylum applicants in detention centres have effective access to NGOs and UNHCR if they wish so in practice?

<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> With difficulty	<input type="checkbox"/> No
---	--	-----------------------------
3. Do asylum applicants accommodated in remote locations on the territory (excluding borders) have effective access to NGOs and UNHCR if they wish so in practice?

<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> With difficulty	<input type="checkbox"/> No
---	--	-----------------------------

Border procedures have so far not been used in Slovenia. Irregular migrants are only present at the border police stations for a short time before they are either referred to the asylum procedure or returned to the country of arrival. During that time, they very rarely contact NGOs and the UNHCR. In PIC's experience, asylum applicants face difficulties in accessing NGOs or UNHCR during the police procedure for practical reasons – their phones are often taken during the procedure, they do not have the contact information, language barrier etc.

Detained asylum applicants are located in the Foreigner Centre in **Postojna**. Detainees are allowed to use their mobile phones for at least a few hours per day and free internet connection is available to them. They can also use the regular landline phones upon permission from the centre's staff if they need to make important calls, especially regarding their asylum and detention cases. Detainees are also allowed to meet with visitors during appointed hours in accordance with the daily schedule. As with other asylum applicants, detained asylum applicants can be represented in the first-instance procedure by the PIC, whose lawyers are available to them

⁴⁵⁸ Article 5(3) IPA.

⁴⁵⁹ Observation by the PIC.

⁴⁶⁰ Brochures are available [here](#).

⁴⁶¹ Observation by the PIC.

⁴⁶² National Preventive Mechanism, *Priporočila iz obiskov (preglednice)*, available [here](#).

⁴⁶³ Border procedures are not implemented in practice in Slovenia, however applicants do not have access to NGOs if they are apprehended.

over phone and can visit them in person, if required. Refugee counsellors and PIC lawyers can visit their clients freely without prior authorisation or limitation regarding the daily schedule.

Upon obtaining a permission from the UOIM, NGOs can be present in the Asylum Home or its branch in order to carry out their activities.

UNHCR does not have an office in Slovenia however it carries out numerous activities and supports several NGOs programmes.⁴⁶⁴

In 2025 UNHCR supported the following organisations:

- ❖ PIC in providing information, counselling and representation to asylum applicants during the asylum procedure, beneficiaries of international protection during the family reunification procedure and a mobile blue dot providing information and counselling to people fleeing Ukraine;
- ❖ Slovene Philanthropy in community outreach and integration related activities to asylum-seekers, refugees and temporary protection holders;
- ❖ Until the end of May 2025, Institute EMMA was providing psycho-social counselling and support to asylum applicants, refugees and people fleeing Ukraine, focusing on victims of gender-based violence.

H. Differential treatment of specific nationalities in the procedure

Indicators: Treatment of Specific Nationalities

1. Are applications from specific nationalities considered manifestly well-founded? Yes No
❖ If yes, specify which:
2. Are applications from specific nationalities considered manifestly unfounded?⁴⁶⁵ Yes No
❖ If yes, specify which:

Differential treatment of specific nationalities is not based on official policies or guidelines. Nevertheless, some patterns and trends are observed in practice.

Applications from **Syrian** asylum applicants were suspended in 2025. Until 2025 the applications were generally considered to be well-founded, and Syrian applicants are granted international protection (in most cases, refugee status).⁴⁶⁶

Applications from **Palestinian** asylum applicants are also generally considered to be well-founded, and in most cases, they are granted refugee status.⁴⁶⁷

Applications from **Burundian** asylum applicants are generally considered to be well-founded and they are granted refugee status.

Applications from **Ukrainians** are considered to be well-founded since the start of the full-scale invasion in 2022. Ukrainian asylum applicants are granted subsidiary protection for one year. In addition, applications of Ukrainian asylum applicants are prioritised, and they receive a decision within 6 months.⁴⁶⁸

⁴⁶⁴ For more information, see UNHCR, Slovenija, available [here](#) and [here](#).

⁴⁶⁵ Whether under the “safe country of origin” concept or otherwise.

⁴⁶⁶ Observation by the PIC.

⁴⁶⁷ *Ibid.*

⁴⁶⁸ *Ibid.*

Reception Conditions

Short overview of the reception system

The Government Office for the Support and Integration of Migrants (UOIM) is responsible for the reception and accommodation of asylum applicants in Slovenia. Large-scale centres are used for the accommodation of asylum applicants in Slovenia.

After the preliminary procedure, applicants are brought to the Asylum Home or its branch in Logatec where they must wait to lodge their application for international protection. In the meantime, individuals are accommodated in the Asylum Home or its branch in Logatec. Although applicants are not locked in the Asylum Home or the houses in Logatec and nothing prevents them from absconding, they are not allowed to leave premises of the Asylum Home or Logatec and are therefore *de facto* detained. In case they leave the premises of the Asylum Home or its branch before lodging their application, applicants can be processed as foreigners under the Foreigners Act, which means that they can be returned or readmitted to another country. Considering that individuals are not considered asylum applicants until their application is formally lodged, there is a lapse of time in which they do not have access to all of the services. Individuals can move freely on the premises of the Asylum Home or its branch.

After individuals lodge their application, they are accommodated in the Asylum Home or one of its branches. The decision is made by social workers of the Asylum Home based on the individual circumstances of the applicant (e.g., family, unaccompanied minor, single woman, other detected vulnerabilities, etc.) as well as availability. In practice, single men are accommodated in the **Asylum Home** or its branch in **Kotnikova**. Women and families are accommodated in **Logatec**. Unaccompanied minors are accommodated in the accommodation centre for unaccompanied minors in **Postojna**. After lodging the application, the UOIM must obtain the opinion of the social services regarding the suitability of the centre, before the unaccompanied minor is accommodated in one of the centres.⁴⁶⁹

After an individual is granted international protection, they need to leave the accommodation centre within 15 days of receiving the decision. If they are able to obtain private accommodation within this timeframe, they can move outside the reception centre. If they are not able to secure private housing, they are accommodated in the integration house in **Maribor** or **Ljubljana**. If the applicant receives a negative decision, they can continue to reside in the Asylum Home or one of its branches until the decision of the court becomes final.

A. Access and forms of reception conditions

1. Criteria and restrictions to access reception conditions

Indicators: Criteria and Restrictions to Reception Conditions

- Does the law allow access to material reception conditions to asylum applicants in the following stages of the asylum procedure?

❖ Regular procedure	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> Reduced material conditions	<input type="checkbox"/> No
❖ Dublin procedure	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> Reduced material conditions	<input type="checkbox"/> No
❖ Admissibility procedure	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> Reduced material conditions	<input type="checkbox"/> No
❖ Border procedure	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> Reduced material conditions	<input type="checkbox"/> No
❖ Accelerated procedure	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> Reduced material conditions	<input type="checkbox"/> No
❖ First appeal	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> Reduced material conditions	<input type="checkbox"/> No
❖ Onward appeal	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> Reduced material conditions	<input type="checkbox"/> No
❖ Subsequent application	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> Reduced material conditions	<input type="checkbox"/> No
- Is there a requirement in the law that only asylum applicants who lack resources are entitled to material reception conditions?

Yes No

⁴⁶⁹ Article 16(7) IPA.

The authority responsible for accommodation and reception of asylum applicants is the Government Office for Support and Integration of Migrants (*Urad vlade za oskrbo in integracijo migrantov*, UOIM). The office is an independent authority operating directly under the Slovenian Government and is also responsible for assistance to and integration of beneficiaries of international protection as well as temporary protection holders.

In accordance with the IPA, applicants for international protection are entitled to material reception conditions at the **Asylum Home** or its branch facilities upon lodging of their application for international protection, irrespective and throughout the procedure they are in,⁴⁷⁰ until a final decision on their application becomes enforceable.⁴⁷¹ Applicants who lodge their first request for subsequent application also have the right to material reception conditions until a final decision in the procedure becomes enforceable.⁴⁷² Applicants who lodge a second request for a subsequent application do not have the right to material conditions.⁴⁷³

Applicants in the Dublin procedure have the same rights as asylum applicants until their actual transfer to another Member State.⁴⁷⁴

Applicants are entitled to material reception conditions by lodging their asylum application; the law makes no distinction between “making” and “lodging” an application in this regard.⁴⁷⁵ In practice, from the moment they express the intention to apply and until they have formally lodged their application, asylum applicants are held in the Asylum Home or its branch Logatec (see: [Detention of Asylum Seekers](#)).

Applicants also receive an identification card which certifies their status as applicants for international protection in the Republic of Slovenia.⁴⁷⁶ Applicants are not allowed to move freely on the territory. Their freedom of movement is limited to the municipality in which they are accommodated.⁴⁷⁷ They are informed about this limitation of movement by the Migration directorate upon lodging their application. The limitation does not apply for unaccompanied minors.⁴⁷⁸ In case they want to leave the municipality applicants have to apply for a permit at the UOIM.⁴⁷⁹ According to Article 32 of the Slovenian Constitution everyone has the right to freedom of movement. The provisions were submitted to the Constitutional Court for review by parliamentarians in 2022.⁴⁸⁰ In its decision, the Constitutional Court ruled that the provision is not in breach with the Constitution.⁴⁸¹

The law provides that applicants who have their own means of subsistence (amounting to the basic minimum monthly income of 494,09€ per person) have to bear all or a proportional share of the cost for their material care,⁴⁸² which includes reception or accommodation. They are also not entitled to food, clothes, shoes⁴⁸³ or a monthly allowance.⁴⁸⁴ Asylum applicants must declare their financial resources before they are accommodated in the Asylum Home or its branch. The form of their financial resources is part of their accommodation documentation and is filled by the officials of the Migration directorate with the help of an interpreter. The content and the purpose of the form are explained to the asylum applicant and both the official of the Migration directorate and the interpreter have to sign the form together with the asylum applicant.⁴⁸⁵ In practice, individuals do not have to bear all, or a proportional share, of the costs.⁴⁸⁶

⁴⁷⁰ Article 78(1) IPA.

⁴⁷¹ Article 78(2) IPA.

⁴⁷² Article 78(3) IPA.

⁴⁷³ Article 34(3) IPA.

⁴⁷⁴ Article 78(2) IPA.

⁴⁷⁵ Article 78(2) IPA.

⁴⁷⁶ Article 107 IPA.

⁴⁷⁷ Article 78(1), first indent IPA.

⁴⁷⁸ Article 78(7) IPA.

⁴⁷⁹ Article 82(6) IPA.

⁴⁸⁰ 24.ur, *Določbe zakona o tujcih in mednarodni zaščiti v ustavno presojo*, 10 February 2022, available in Slovenian [here](#).
⁴⁸¹ Constitutional Court decision, U-I-52/22, 19 June 2025, available [here](#).

⁴⁸² Article 82(3) IPA.

⁴⁸³ *Ibid.*

⁴⁸⁴ Article 85(1) IPA.

⁴⁸⁵ Observation by the PIC.

⁴⁸⁶ Information provided by the UOIM, March 2026.

Accommodated persons are obliged to move out of the reception centre when the decision on their application becomes enforceable.⁴⁸⁷ Applicants who are granted international protection are given 15 days from the receipt of the decision (see [Content of International Protection: Housing](#)), whereas applicants whose application is rejected nevertheless retain all of their reception rights, including the right to live in the reception facility during the appeal (judicial review) procedure. If the negative decision is confirmed by a court, the rejected applicant must move out of the facility as the decision became final. In practice, individuals can stay for a couple days if they wait for the police to come and initiate the return procedure. The return procedure is started if they do not have the right to stay in Slovenia.

As most individuals do not have the right to stay after the asylum procedure is completed and the options to obtain any other residence permit in Slovenia are extremely limited, the majority of people abscond when they receive the negative court decision. If the person stays and waits for the police, the return procedure is started in the vast majority of cases. However, since only a small number of individuals is successfully returned each year and the majority of individuals in the return procedure have no other legal options, most rejected asylum applicants abscond after receiving the final decision. One of the objectives of the new Immigration strategy⁴⁸⁸ adopted in March 2024 was to put forward legislative changes that would, in exceptional cases, allow rejected asylum applicants to obtain a residence permit after their negative decision becomes final. The option was first introduced in July 2024 with the new Act Regulating Measures for Optimising Certain Procedures in Administrative Units. Applicants could lodge the applications for a work residence permit under this provisions until the end of 2024. In September 2025, the amendments of the Foreigners Act that allow asylum seekers and rejected asylum seekers to apply for a work residence permit came into force (see [National forms of protection](#)).

2. Forms and levels of material reception conditions

Indicators: Forms and Levels of Material Reception Conditions

1. Amount of the monthly financial allowance/vouchers granted to asylum applicants as of 31 December 2025 (in original currency and in €): 18 EUR

Asylum Applicants have the right to the following material reception conditions: accommodation in the **Asylum Home** or its branch facilities; food; clothing, footwear and hygiene supplies; emergency medical care (and full medical care in case of children); access to education; access to the labour market; humanitarian aid and an allowance of 18€ per month.⁴⁸⁹ Applicants who lodged a request for a subsequent application do not have the right to a monthly allowance.⁴⁹⁰

If the applicant's identity is not disputed and they have already undergone a personal interview, they may request to reside in private accommodation instead of the Asylum Home or one of the branch facilities, in which case they are not entitled to material reception conditions. The living conditions in private accommodation have to be suitable.⁴⁹¹ Therefore, before granting the request to reside in private accommodation, the UOIM will conduct an inspection of the living conditions. In case of exceptional personal circumstances, the UOIM can accommodate an applicant in another suitable institution (e.g. home for elderly) even if their identity is not confirmed and a personal interview has not yet been conducted, if they cannot provide a suitable accommodation in the Asylum Home or its branch.⁴⁹² The question of whether there are exceptional circumstances is considered by a special committee.⁴⁹³ If the applicant does not have his or her own means of subsistence, or is unable to cover all or a

⁴⁸⁷ Article 78(2) IPA.

⁴⁸⁸ Immigration strategy of the Government of the Republic of Slovenia, March 2024, available in Slovenian [here](#).

⁴⁸⁹ Article 78(1) and 79 IPA.

⁴⁹⁰ Article 85(1) IPA.

⁴⁹¹ Article 83(1) and (3) IPA.

⁴⁹² Article 83(2) IPA.

⁴⁹³ Article 83(3) IPA.

proportional share of the accommodation cost of another suitable institution, the accommodation costs are covered by the UOIM.⁴⁹⁴ In 2025 no applicant was accommodated in another suitable institution.⁴⁹⁵

In line with the amendments to the IPA, asylum applicants can no longer apply for financial assistance for the purpose of residing at a private address.

3. Reduction or withdrawal of reception conditions

Indicators: Reduction or Withdrawal of Reception Conditions

1. Does the law provide for the possibility to reduce material reception conditions?
 Yes No
2. Does the law provide for the possibility to withdraw material reception conditions?
 Yes No

The only form of reception conditions that can be withdrawn is the monthly allowance of 18€. This can occur if the applicant:

- ❖ leaves the municipality in which they are accommodated without informing the authorities;
- ❖ fails to fulfil the obligation to provide information to the authorities;
- ❖ does not attend their personal interview; or
- ❖ commits a serious violation of the house rules.⁴⁹⁶

In 2019, the withdrawal or reduction of the monthly allowance to asylum applicants became a regular practice. In 2025, 86 decisions on withdrawal of the monthly allowance were issued.⁴⁹⁷

The decision to reduce or withdraw the monthly allowance is made by the authorised person of UOIM. When making the decision, the latter must take into account the special individual circumstances of the asylum applicant and the principle of proportionality.⁴⁹⁸ The IPA does not regulate the assessment of the asylum applicants' risk of destitution or ability to provide for their own basic needs, nor does it define "destitution" or "basic needs". Similarly, and in practice, the decision to reduce or withdraw the monthly allowance does not contain the assessment of the asylum applicants' risk of destitution or ability to provide for their basic needs but only the legal grounds and the reason for the decision.⁴⁹⁹

The applicant can submit an appeal against the decision on withdrawal of monthly allowance within three days to the head of UOIM; in such case free legal assistance by the PIC is available to asylum applicants in practice, though not guaranteed by law. In 2025, only 1 appeal was lodged and the UOIM denied the appeal.⁵⁰⁰

In addition, the new amendments to the IPA allow the UOIM to resettle an asylum applicant to another accommodation centre, if the latter committed certain serious violations of the house rules.⁵⁰¹ In 2025, only 1 applicant was resettled.⁵⁰²

The new amendments also introduced a drastic *de facto* reduction of reception conditions in case the applicant commits the following severe violations of the house rules:

- ❖ brings or consumes alcohol or other intoxicants;
- ❖ enables the accommodation of another person in the room;
- ❖ violates the public order and peace.

⁴⁹⁴ Article 83(4) IPA.

⁴⁹⁵ Official statistics provided by UOIM, March 2026.

⁴⁹⁶ Article 85(2) IPA.

⁴⁹⁷ Official statistics provided by UOIM, April 2026.

⁴⁹⁸ Article 85(3) IPA.

⁴⁹⁹ Observation by the PIC.

⁵⁰⁰ Official statistics provided by UOIM, April 2026.

⁵⁰¹ Article 82.b IPA.

⁵⁰² Official statistics provided by UOIM, April 2026.

The amendments allow the UOIM to ‘accommodate’ the asylum applicant in another, special, separate room in the pre-reception area of the Asylum Home for up to 3 days or less, if the measure has reached its purpose.⁵⁰³ It should be noted that the measure itself amounts to solitary confinement and *de facto* detention, although it is not defined as such in the IPA, and the procedural provisions for detention do not apply. Applicants who are ‘accommodated’ in the separate room are notified about the detention orally and given a written decision within 24 hours. The applicant can lodge an objection to the UOIM against the decision within 3 days of receiving the written decision.⁵⁰⁴ As the measure imposed is no longer in place by the time the applicant is in a position to lodge the objection, the legal remedy is not effective. Applicants also do not have free legal help or representation provided by law in the first instance or before the court. This measure was not used in 2025 according to the UOIM.⁵⁰⁵

4. Freedom of movement

Indicators: Freedom of Movement

1. Is there a mechanism for the dispersal of applicants across the territory of the country? Yes No
2. Does the law provide for restrictions on freedom of movement? Yes No

Since the amendments to the IPA came into force on 09 November 2021, asylum applicants are no longer allowed to move freely on the territory. Their freedom of movement is limited to the municipality in which they are accommodated⁵⁰⁶ They are informed about this limitation of movement by the Migration directorate upon lodging their application. Applicants can only leave the municipality if it is necessary for them to exercise their rights relating to health, work and education, if they have to participate in a procedural act, or for other substantiated reasons. In order to be able to live in the municipality, they have to lodge a request with the UOIM. They can lodge an objection against a negative decision with the head of the UOIM within 3 days of receiving it.⁵⁰⁷ In practice this poses a challenge. The majority of municipalities in Slovenia are small. Asylum applicants accommodated in Logatec cannot access all of the services, shops, sport activities, *etc.*, in the municipality. In addition, some asylum applicants live in private accommodation in smaller municipalities. Asylum applicants often work outside of Ljubljana. In addition, since the asylum procedure can last for years, asylum applicants form ties outside of Ljubljana and regularly visit other parts of Slovenia with NGOs, friends, *etc.* The provisions therefore pose a logistical obstacle. In case applicants leave the municipality without the authorisation of the UOIM and are apprehended by the police, they are ordered to return and their monthly allowance can be withdrawn.⁵⁰⁸ The limitation does not apply to unaccompanied minors.⁵⁰⁹

According to Article 32 of the Slovenian Constitution everyone has the right to freedom of movement. The provisions were submitted to the Constitutional Court for review by parliamentarians in 2022.⁵¹⁰ The decision was not made by the end of the year.⁵¹¹ In its decision, the Constitutional Court noted that the provision constitutes an interference with the right to freedom of movement enshrined in Article 32 of the Constitution. However, in the opinion of the Court, measures aimed at ensuring faster implementation of the procedure for granting international protection, preventing abuse of the procedure for granting international protection, and preventing secondary migration between EU Member States constitute measures aimed at protecting public order. The Court decided that, since the restriction on movement is not absolute and applicants for international protection may leave the municipality with prior approval, the benefits of restricting the movement of applicants for international protection outweigh the interference with the right to freedom of movement.⁵¹²

⁵⁰³ Article 82.b(2) IPA.

⁵⁰⁴ Article 82.b (4) IPA.

⁵⁰⁵ Official statistics provided by UOIM, March 2026.

⁵⁰⁶ Article 78(1), first indent IPA.

⁵⁰⁷ Article 78(5)-(6) IPA.

⁵⁰⁸ Article 85(2) IPA.

⁵⁰⁹ Article 78(7) IPA.

⁵¹⁰ 24.ur, *Določbe zakona o tujcih in mednarodni zaščiti v ustavno presojo*, 10 February 2022, available in Slovenian [here](#).

⁵¹¹ 24.ur, *Določbe zakona o tujcih in mednarodni zaščiti v ustavno presojo*, 10 February 2022, available in Slovenian [here](#).

⁵¹² Constitutional Court decision, U-I-52/22, 19 June 2025, available [here](#).

In 2025, 58 requests to leave the municipality were submitted.⁵¹³

All persons wishing to apply for asylum are first accommodated in the reception area of the **Asylum Home** in Ljubljana or its branch Logatec, where they wait for their medical examination as well as Eurodac fingerprinting and photographing, followed by the information session and the lodging of the asylum application (see [Detention of Asylum Seekers](#)). Unaccompanied children wait to lodge the application in Postojna or Logatec.

After lodging their asylum application, they are accommodated in the Asylum Home or one of its branch facilities, depending on their personal circumstances. Single men are normally accommodated in the **Asylum Home** or its branch facility **Kotnikova** in Ljubljana, families in **Logatec**, and unaccompanied children in the newly established accommodation centre in **Postojna**. The practice changes frequently depending on the number of arrivals. The Asylum Home is divided into separate units for single men, families and children. In practice mostly, single men were accommodated in the Asylum home, however due to overcrowding separation between the groups is not be possible. Individuals are free to move in different parts of the Asylum Home and its premises. In addition, due to a large increase of arrivals, the Asylum Home was mostly used for reception of individuals waiting to lodge the application throughout 2025⁵¹⁴ (see [Reception conditions](#)).

During the day, applicants can leave their place of accommodation as they wish. However, at night they have to respect the Asylum Home house rules, which state that absence from the facility is allowed during the following hours:⁵¹⁵

- ❖ For adults: Monday- Thursday: 06:00 – 23:00, Friday- Sunday/holidays: 6.00 – 1.00
- ❖ For unaccompanied children: Weekdays 06:00 – 21:00; Weekends / holidays: 06:00 – 22:00

If they wish to leave the accommodation facility outside the prescribed hours, applicants have to obtain permission in advance. Permission cannot be issued for more than 7 days and the total amount of permissions issued cannot exceed 60 days in one year.⁵¹⁶

Arbitrary departure from the appointed premises of accommodation can also have consequences on the asylum procedure itself. If the applicant leaves the premises of the Asylum Home or its branch facility and does not return after 3 days, their application is considered to be implicitly withdrawn. The asylum application can also be considered to be implicitly withdrawn if the applicant sleeps outside the accommodation centre without permission and does not provide substantiated reasons for doing so.⁵¹⁷ If more than nine months have passed since this implicit withdrawal, the applicant can only reapply for asylum if they meet the admissibility conditions for a [Subsequent Application](#).⁵¹⁸

⁵¹³ Official statistics provided by the UOIM, April 2026.

⁵¹⁴ Observation by the PIC.

⁵¹⁵ Article 6(1) Decree on Asylum Centre House Rules.

⁵¹⁶ Article 82(6) IPA.

⁵¹⁷ Article 50(2) IPA.

⁵¹⁸ Article 50(3) IPA.

B. Housing

1. Types of accommodation

Indicators: Types of Accommodation	
1. Number of reception centres:	4
2. Total number of places in the reception system:	1,322
3. Total persons living in private accommodation:	163
4. Type of accommodation most frequently used in a regular procedure:	
<input checked="" type="checkbox"/> Reception centre <input type="checkbox"/> Hotel or hostel <input type="checkbox"/> Emergency shelter <input type="checkbox"/> Private housing <input type="checkbox"/> Other	
5. Type of accommodation most frequently used in an urgent procedure:	
<input checked="" type="checkbox"/> Reception centre <input type="checkbox"/> Hotel or hostel <input type="checkbox"/> Emergency shelter <input type="checkbox"/> Private housing <input type="checkbox"/> Other	

Asylum applicants are accommodated in the Asylum Home in Ljubljana and its three branch facilities. All reception facilities are managed by UOIM.

Capacity and occupancy of the Asylum Home and branch facilities		
Centre	Capacity	Occupancy as of 31 December 2025
Asylum Home	710	415
Branch Facility Kotnikova	90	82
Branch Facility Logatec	450	95
Branch Facility Postojna	72	12
Total	1,322	604

Source: Official statistics provided by UOIM, March 2026.

The main reception facility is the Asylum Home in **Ljubljana**, which accommodates up to 710 persons. In 2025, **the Asylum Home** accommodated mostly single men, the **Kotnikova** Branch Facility in Ljubljana exclusively hosted single men and the **Logatec** Branch Facility served as a reception/accommodation centre for women and families. Unaccompanied minors were accommodated in the reception/accommodation centre in **Postojna**.

Applicants can also request to reside in private accommodation (see [Forms and Levels of Material Reception Conditions](#)). 163 asylum applicants were living in private accommodation at the end of 2025.⁵¹⁹

In the case of the Border Procedure, yet to be applied, persons expressing the intention to seek asylum can also be accommodated “close to the border”, if the requisite material reception conditions are guaranteed.⁵²⁰ Other types of accommodation are not used in practice.

⁵¹⁹ Official statistics provided by UOIM, March 2026.

⁵²⁰ Article 43(2) IPA.

2. Conditions in reception facilities

Indicators: Conditions in Reception Facilities

1. Are there instances of asylum applicants not having access to reception accommodation because of a shortage of places? Yes No
2. What is the average length of stay of asylum applicants in the reception centres? 51 days
3. Are unaccompanied children ever accommodated with adults in practice? Yes No
4. Are single women and men accommodated separately? Yes No

2.1. Overall conditions

The **Asylum Home** is located in a rather isolated area, approximately 20 minutes by bus from the **Ljubljana** city centre, whereas the **Kotnikova** Branch Facility is in the city centre. The towns of **Logatec** and **Postojna**, where the other two branch facilities are established, are located 30 km and 50 km from Ljubljana respectively.

Applicants are provided three meals per day. Children up to the age of 15 are entitled to two additional intermediate meals.⁵²¹ The menu is adapted to special medical or other needs on the basis of a doctor's certificate or other proof. Religious and other dietary customs are taken into consideration, whenever possible.⁵²² Asylum applicants in the **Asylum Home** as well as in all branch facilities also have common kitchens at their disposal in which they can cook for themselves.

The **Asylum Home** employs social workers, one nurse, 8 medical technicians and 4 contractual doctors who are present in the facility on a daily basis. A psychiatrist visits the Asylum Home on a weekly schedule and is also available to applicants from branch facilities upon appointment. Social workers are available in the branch facilities as well. Medical assistance is mostly organised through appointments at regular clinics and hospitals. Security is provided by personnel of a security company.⁵²³ Legal counselling is provided by the PIC and various other assistance and activities by other NGOs.

The facilities could benefit from more regular employment of cultural mediators and interpreters to help with reception issues and activities, so far only available inconsistently through projects. The number of staff in the facilities is otherwise generally considered sufficient, although it may be lacking during certain periods of time (e.g., due to gaps in implementation of projects, higher number of arrivals).

The average room surface in the **Asylum Home** is around 3.75 – 7.50 m² per applicant⁵²⁴ and of similar size to the rooms in the branch facilities. Applicants are normally accommodated in rooms for two to six persons. Bathrooms in all facilities are shared. Hygiene and other conditions in the Asylum Home and its branch facilities depend on the number of accommodated persons.

Although the number of arrivals decreased in 2025 the reception conditions in the Asylum home did not improve significantly. The official capacity of the Asylum Home is around 350. Due to lack of capacity, containers are placed on the premises raising the official capacity to 710. The number of individuals accommodated on a daily basis was often higher throughout the year. While the numbers varied through 2025, the highest number of accommodated applicants was recorded in October when 738 people were accommodated at the same time.

⁵²¹ Article 14 Decree on the methods and conditions for ensuring the rights of applicants for international protection.

⁵²² *Ibid.*

⁵²³ Information provided by the UOIM.

⁵²⁴ European Migration Network (EMN), *Focused Study: The Organisation of Reception Facilities for Asylum Seekers in different Member states, Slovene national contribution, 2013.*

Due to lack of capacity, applicants were often accommodated in containers placed on the premises of the Asylum Home. However, statistics on the number of people accommodated in the containers are not gathered.⁵²⁵

In 2022 the Ombudsperson concluded that the conditions in the Asylum home are not in line with EUAA standards for reception and that they violate the right to personal dignity, privacy, and in some cases personal security as well as raise public health concerns. The Ombudsperson also noted that the conditions can discourage people from waiting for a decision on their application meaning that they infringe on the right to asylum under Article 18 of the EU Charter. In 2023 the Ombudsperson urged the Government and the Prime Minister to do everything necessary to ensure additional capacities for accommodation of asylum applicants.⁵²⁶ In the beginning of 2024 the Government announced that two new accommodation centres will be established in Brežice and Središče ob Dravi. The announcement was met with strong opposition from the local communities, who opposed the creation of new accommodation centres in their municipalities and also warned that the selected locations lacked the proper infrastructure and conditions for constructing new centres. Both municipalities lodged an administrative dispute against the Governments' decision. It was however dismissed by the Administrative Court.⁵²⁷ By the end of 2025 the construction of the new facilities had not begun.

The majority of the Asylum Home was used as a reception centre for individuals waiting to lodge the application and only a small part was used for accommodation of asylum applicants. As both groups could move freely on the premises, asylum applicants were not separated from individuals waiting to lodge the application. Since individuals could wait several days to lodge the application and the medical examination is normally performed right before the lodging of the application, this also raised public health concerns. After they lodged their applications, asylum applicants were accommodated in the Asylum Home or one of its branches. After lodging the application vulnerable groups can be accommodated in separate rooms, however not in separate parts of the Asylum home as parts of the Asylum home designated for families and unaccompanied children are used for accommodation of all asylum applicants.⁵²⁸

Although the number of asylum seekers in 2025 decreased in comparison to 2024, the overall reception and accommodation conditions in the Asylum home did not improve significantly due to lack of capacity. In addition, several reports of violence of the security service against the applicants emerged,⁵²⁹ prompting the Ombudsperson to conduct a visit to the Asylum home. The Ombudsperson recommended that, instead of a private security system, the security services are provided by the Police, as allowed by the IPA. In the Ombudsperson's opinion, the fact that the UOIM has requested that the contracted private company replace more than 30 security guards during the term of the current private security contract indicated that the current method of providing security is not the most appropriate. The Ombudsperson noted that the challenging conditions in the asylum centre, where applicants for international protection with various vulnerabilities are housed — including individuals with mental health issues, a history of substance abuse, persecution in their country of origin and numerous traumatic experiences — combined with frequent overcrowding of the facility and a high resident turnover, require highly qualified staff who can operate with cultural sensitivity and professionalism and that have the ability to defuse conflict situations. The Ombudsperson further noted that the UOIM did not report all the allegations of violence to the Police.⁵³⁰

In the centre in **Logatec** mainly single women and families were accommodated throughout the year. In **Logatec**, some people were first accommodated in containers before being moved to one of the rooms in the separate buildings after they lodged the application and the rooms became available.

⁵²⁵ Information provided by the UOIM, March 2026.

⁵²⁶ The Ombudsperson, *Sporočilo javnosti o ugotovitvah Varuha glede razmer v azilnem domu v Ljubljani*, 13 September 2023, available [here](#).

⁵²⁷ MMC, *V Brežicah spoštujejo odločitev upravnega sodišča. Pritožbe ne bo.*, 17 May 2024, available in Slovenian [here](#).

⁵²⁸ Observation by the PIC.

⁵²⁹ MMC, *Nasilje v azilnem domu? Prosilec iz Gaze je potreboval zdravniško pomoč.*, 27 May 2025, available in Slovenian [here](#).

⁵³⁰ Information provided by the Ombudsperson, February 2026.

In 2022, the Ombudsperson visited the **Logatec** branch facility, where people waiting to lodge their application were accommodated in rooms and containers. Regarding the rooms, the Ombudsperson noted that they were in line with the accommodation standards set out in EASO/EUAA guidelines. People had a lot of outdoor activities; the rooms could be locked and the whole centre was properly cleaned. However, the Ombudsperson concluded that accommodation conditions in Logatec did not reach the minimal standards set out by the EASO/EUAA guidelines when overcrowded. The situation was especially concerning regarding the right to personal dignity, the right to privacy and the right to personal security. Again, in the opinion of the Ombudsperson, to a certain extent, the conditions contributed to asylum applicants' high absconding rate. Therefore, the conditions also violated the right to asylum enshrined in Article 18 of the Charter. The Ombudsperson concluded that the conditions were the consequence of lack of capacity. He recommended that additional capacity be guaranteed together with additional staff. The Ombudsperson also recommended that the containers should not be used.⁵³¹ The problem of overcrowding and insufficient reception capacities in Logatec continued during 2025.⁵³²

In Logatec, single women can be accommodated in separate rooms after lodging the application however as asylum applicants can move freely on the premises the separation is not strict. Single women are sometimes accommodated in the same room as other families.

Lack of adequate reception conditions was also addressed during the 2023 Committee against Torture periodic review. The Committee recommended that the authorities intensify the efforts to reduce overcrowding and improve material conditions in the Asylum Home and Logatec, including by guaranteeing access to adequate social, educational, mental and physical health services. In addition, the Committee noted that the authorities should refrain from applying illegal restrictions on movement (see [Legal framework of detention](#)).⁵³³

2.2. Activities in the centres

Many NGOs and humanitarian organisations provide support in the **Asylum Home and its branches** on a regular basis. In the Asylum Home [PIC](#) lawyers are available to asylum applicants for legal aid and assistance. [ADRA coordinated voluntary activities](#), carried out workshops and provided transportation to applicants. [Zavod Emma](#) provided psycho-social counselling as well as workshops on sexual and gender-based violence (SGBV). [Društvo Ključ](#) carried out informational sessions (PATS), workshops and individual counselling on trafficking of human beings. [Slovenian Red Cross](#) carried out different activities including activities related to tracking family members. Slovenian language courses were carried out by the company Limes.⁵³⁴

Asylum applicants also have a room in the Asylum Home dedicated for prayer and practicing their religion.

In the branch **Logatec** the same activities as in the Asylum home were carried out.⁵³⁵

One shortcoming observed in the Slovenian system is that pre-school children do not have access to regular kindergartens and families can, in this regard, only rely on NGO activities, which may not always be available or sufficient. Child daycare activities are not carried out in the Asylum home or Logatec.⁵³⁶

In the accommodation centre for unaccompanied minors in **Postojna**, activities are carried out by [Slovene Philanthropy](#); various educational, cultural and sports activities were organised by them in the dormitory and outside. Children also attended Slovenian and literacy classes organised by [Zavod Znanje Postojna](#). Various other smaller activities and assistance were implemented by other organisations. [PIC](#) lawyers visited the facility

⁵³¹ Obmudsman, *Poročilo z obiska nastanitvenega centra v Logatcu*, 7.0-4/2022-4-NAB.

⁵³² Observation by the PIC.

⁵³³ U.N. Committee against Torture: *Concluding observations on the fourth periodic report of Slovenia*, 7 December 2023, available [here](#).

⁵³⁴ Information provided by the UOIM, March 2026.

⁵³⁵ *Ibid.*

⁵³⁶ *Ibid.*

to provide legal counselling upon prior appointment. *Društvo Ključ* carried out informational sessions (PATS), workshops and individual counselling on trafficking of human beings.

2.3. Average duration of stay

Considering that most persons applying for asylum in Slovenia abscond – 3,947 individuals absconded in 2025 out of a total of 4,172 applicants (*i.e.*, approximately 95%) – usually within a short time after lodging their application, the turnover in the reception facilities is high. Applicants in the regular procedure often wait for a decision for over six months, sometime over one year or longer. The duration of Dublin procedures varies considerably and may be quick or take several months or longer. The average duration of accommodation in 2025 per person was 51 days. The average duration of stay in the **Asylum Home** was 26 days, in **Kotnikova** 241 days, in **Logatec** 99 days, and 30 days in **Postojna**.⁵³⁷

C. Employment and education

1. Access to the labour market

Indicators: Access to the Labour Market

- | | |
|--|---|
| 1. Does the law allow for access to the labour market for asylum applicants?
❖ If yes, when do asylum applicants have access the labour market? | <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
3 months |
| 2. Does the law allow access to employment only following a labour market test? | <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No |
| 3. Does the law only allow asylum applicants to work in specific sectors?
❖ If yes, specify which sectors: | <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No |
| 4. Does the law limit asylum applicants' employment to a maximum working time?
❖ If yes, specify the number of days per year | <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No |
| 5. Are there restrictions to accessing employment in practice? | <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No |

Asylum applicants acquire the right to free access to the labour market three months after they have lodged their application if the decision in their procedure has not yet been taken by the Migration directorate and the delay cannot be attributed to the asylum applicant.⁵³⁸

Once asylum applicants have the right to free access to the labour market, they can access self-employment, employment and work without meeting other requirements such as consent of the Employment Service to the single residence permit and work permit or EU Blue Card or seasonal work permit. The MoI only issues them a notice stating that they meet the above-mentioned conditions.⁵³⁹

In practice, due to lack of work force, asylum applicants are able to obtain work in Slovenia especially in fields where physical work is required. However, they often face difficulties and are not able to obtain higher skilled employment for which they were trained, educated or have performed in their country of origin. In practice, asylum applicants face systematic and practical obstacles when searching for work and employment such as the language barrier, cultural differences, lack of certificates bringing evidence of education, lack of work experience, medical problems, discrimination, structural imbalances in the labour market and lack of employers' trust.⁵⁴⁰ In addition, asylum applicants are often unable to open the bank accounts that will be necessary if they obtain employment, as Slovenian banks are reluctant to accept asylum applicants as clients. The statistics on the number of employed asylum applicants are not available. According to the official statistics, 41 asylum seekers

⁵³⁷ Information provided by UOIM, March 2026.

⁵³⁸ Article 87(1) IPA.

⁵³⁹ Article 6 Employment, Self-Employment and Work of Foreigners Act, Official Gazette of RS, No. 47/15 and 10/17.

⁵⁴⁰ EMN, *Focused Study: Integration of beneficiaries of international/humanitarian protection into the labour market*, 2015, available [here](#).

were registered as unemployed by the end of 2025.⁵⁴¹ However, registering as unemployed is not necessary for all asylum seekers with access to the labour market or looking for employment.⁵⁴²

One of UOIM responsibilities is integration of asylum applicants into the labour market. In practice, NGOs also help asylum applicants find employment. In order to improve their employment prospects, the Employment Services in **Ljubljana** and **Maribor** employ special staff who are responsible for assisting asylum applicants and other migrants. The Employment services provide assistance with entering the work force, finding employment, recognition of education, additional trainings and obtaining qualifications as well as accessing the rights arising from labour (e.g., unemployment benefits, etc.)

After three months, applicants are also allowed access to vocational trainings.⁵⁴³ In practice asylum applicants prefer to find employment and enter vocational trainings after obtaining international protection.

2. Access to education

Indicators: Access to Education

- | | |
|--|---|
| 1. Does the law provide for access to education for asylum-seeking children? | <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No |
| 2. Are children able to access education in practice? | <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No |

Asylum applicants do not have access to free kindergarten until they obtain international protection.⁵⁴⁴ As kindergarten is quite expensive asylum applicants do not attend it in practice.

The law provides that the right to elementary education has to be ensured to asylum applicants no more than three months after they lodge their application.⁵⁴⁵ There is no age limit attached to this provision.

Asylum-seeking children and adults are ensured access to education in vocational and secondary schools under the same conditions as Slovenian citizens. Asylum applicants are also allowed access to post-secondary and higher education programmes and to programmes designed for adults' education. The law expressly provides that, if necessary, preparatory educational assistance has to be provided to children in order to facilitate their access to the education system.⁵⁴⁶

In practice, all asylum-seeking children accommodated in **Logatec** enrol in elementary school within around one week's time from arrival. Problems with children accessing the elementary school are not reported. Most of them attend the two elementary schools in Logatec as the majority of families are accommodated in **Logatec** after the lodging of the application. Slovenian language classes are carried out by **Javni zavod Cene Štupar** in the Asylum home and its branches. In accommodation centre for unaccompanied minors **Postojna** Zavod Znanje Postojna carried out literacy and language classes for children.

Elementary school children that are accommodated together with their families in private apartments outside the Asylum Home go to various other elementary schools, where special educational assistance is also carried out.

Elementary school for adults is organised by Javni zavod Cene Štupar, where students are placed in a suitable class, based on initial testing of their knowledge level. They can then complete two regular school years per year.

Children do not face specific considerable obstacles accessing the education system. The same is true for adults accessing elementary school for adults. Adults wishing to enrol in high school have to pay a tuition fee, same as Slovenian citizens. Cases of asylum applicants accessing high school are rare, since asylum procedures are

⁵⁴¹ Information provided by the Employment service of Slovenia, January 2026.

⁵⁴² Official statistics provided by the Employment Service of Slovenia, March 2025.

⁵⁴³ Article 87(2) IPA.

⁵⁴⁴ 101(1) IPA.

⁵⁴⁵ Article 88(1) IPA.

⁵⁴⁶ Article 88(1)-(2) and (4) IPA.

usually concluded before their command of Slovenian is sufficient. Universities are mostly free, same as for Slovenian citizens, but programmes carried out in English are rare. Asylum applicants have to carry the cost of proving their previously attained education. The cost can be covered by the state if they are registered as unemployed.⁵⁴⁷

Special needs of asylum-seeking children are taken into consideration the same way as those of Slovenian students.

D. Health care

Indicators: Health Care

1. Is access to emergency healthcare for asylum applicants guaranteed in national legislation?
 Yes No
2. Do asylum applicants have adequate access to health care in practice?
 Yes Limited No
3. Is specialised treatment for victims of torture or traumatised asylum applicants available in practice?
 Yes Limited No
4. If material conditions are reduced or withdrawn, are asylum applicants still given access to health care?
 Yes Limited No

Asylum applicants have the right to urgent medical care which includes emergency medical assistance and emergency rescue services based on the decision of a doctor, the right to emergency dental assistance, emergency treatment based on the decision of the treating physician and health care for women, which includes: contraception, abortion, health care during pregnancy and during labour.⁵⁴⁸ Asylum-seeking children and students up to the age of 26 are entitled to health care to the same extent as other children in Slovenia who are insured as family members,⁵⁴⁹ which means they enjoy full medical coverage.

Vulnerable persons with special needs are also entitled to additional health services, including psychotherapeutic assistance, following approval from a special committee comprised of a representative of the UOIM, a nurse or medical technician employed in the Asylum Home, a representative of NGOs working in the field of asylum and a representative of the Ministry of Health (see [Special Reception Needs](#)).⁵⁵⁰ Other asylum applicants can also be granted such additional health services by the committee in exceptional cases.⁵⁵¹

The **Asylum Home** employs one nurse and ensures daily presence of a doctor through contracts with 4 different doctors. A psychiatrist visits the Asylum Home on a weekly basis. Asylum applicants accommodated in branch facilities can also make an appointment and visit the psychiatrist in the Asylum Home.

Applicants access health care through the regular Slovenian health care system (clinics and hospitals) under the conditions described above. Applicants who need assistance to access health care can be helped by the social workers. Unaccompanied children are escorted to the doctor by their legal guardians. The UOIM provides interpretation for health care-related services both in reception centres and in other medical facilities. Asylum applicants can access the services that are part of the urgent medical care under the same conditions as Slovenian citizens. Specific services for vulnerable groups such as victims of SGBV, trafficking, domestic violence, etc. are also provided by NGOs.

Asylum applicants obtain mandatory health insurance after they have been granted international protection or with employment (see [Content of Protection: Health Care](#)).⁵⁵²

⁵⁴⁷ Article 88(7) IPA.

⁵⁴⁸ Article 86(1) IPA.

⁵⁴⁹ Article 86(3) IPA.

⁵⁵⁰ This is the same body which decides on requests to reside outside the Asylum Home, extended by an additional member – representative of the Ministry of Health (see [Forms and Levels of Material Reception Conditions](#)).

⁵⁵¹ Article 86(2) IPA.

⁵⁵² Article 98(2) IPA.

E. Special reception needs of vulnerable groups

Indicators: Special Reception Needs

1. Is there an assessment of special reception needs of vulnerable persons in practice?
 Yes No

Categories of people considered to be vulnerable are similar to those listed in Article 21 of the recast Reception Conditions Directive, the only difference being that the definition in Article 2(22) IPA does not explicitly include persons with serious illness, although the definition is not exhaustive.

According to Article 14(1) IPA, material reception conditions, health services, psychological counselling and overall treatment need to be adapted for applicants with special needs.

There is no special mechanism laid down in the law or in practice to identify vulnerable persons for the purpose of addressing their specific reception needs. (see also [Screening of vulnerability](#)). Their vulnerability can be partially examined during the medical examination – visible physical characteristics due to which the individual is considered to be vulnerable – during which the vulnerability assessment is performed in accordance with Article 13(1) IPA. The individual's vulnerability can also be assessed during the lodging of their application. The Migration directorate fills out a form for every asylum applicant upon lodging their application and lists the identified vulnerabilities of the asylum applicant. The form is then given to the UOIM when the applicant is accommodated. The vulnerability of an applicant can also be assessed during the personal interview.

Special needs regarding reception conditions can also be identified at a later stage according to Article 13(2) IPA. Unfortunately, there is no monitoring mechanism in place regarding the measures for addressing one's special needs in reception.

After their asylum application is lodged, special information sessions are conducted with unaccompanied children and other potential victims of trafficking. The sessions were carried out by the NGO Društvo Ključ. In 2025, Društvo Ključ conducted 886 individual and 349 group sessions.⁵⁵³

When victims or potential SGBV victims are identified, they are processed in the system of Standard Operating Procedures. The system is based on a protocol that establishes a mechanism for prevention, and action in cases where asylum applicants or beneficiaries of international protection are identified as victims or potential victims of sexual or gender-based violence. The mechanism complements the existing national mechanism, and it aims to establish a fast and coordinated approach for offering support to victims. When a potential victim is identified, the authority, or the NGO that identified them, is obliged to report it and call for an immediate activation of the Standard Operating Procedures. A meeting of relevant actors is organised and a plan of support is drafted based on the individual needs of the victim. Additional support can be offered to the victim regarding reception, health care, mental health care, international protection procedure or any other identified needs.⁵⁵⁴

In 2025 the expert group met 12 times and discussed 15 cases⁵⁵⁵ in line with the protocol on sexual and gender-based violence established in 2020.

As mentioned in [Health Care](#), individuals who are identified as vulnerable by a special multidisciplinary committee can receive additional health services.⁵⁵⁶ They can also be accommodated in special facilities such as medical facilities or nursing homes if appropriate accommodation for them cannot be provided in the Asylum Home.⁵⁵⁷ In practice, this is arranged on a case by case basis and depends on the availability of such facilities.

⁵⁵³ Information provided by Društvo Ključ, April 2026.

⁵⁵⁴ UOIM: *Deležniki podpisali nov protokol o preprečevanju in ukrepanju v primerih spolnega nasilja ter nasilja na podalgi spola*, 25 February 2020, available in Slovenian [here](#).

⁵⁵⁵ Information provided by Društvo Ključ, April 2026..

⁵⁵⁶ Article 86(2) IPA.

⁵⁵⁷ Article 83(2) IPA.

Statistics on vulnerable asylum applicants is not gathered systematically by the Police, Migration directorate or the UOIM. Information on other vulnerable groups is not available.

Lack of separate accommodation centres for members of particularly vulnerable groups (LGBTQI+, single women, single women with children, victims of SGBV, victims of trafficking, victims of domestic violence) is another shortcoming of the asylum system. Due to limited accommodation capacities, vulnerable individuals are often not accommodated in a manner that would provide them with sufficient privacy and safety (see [Conditions in reception facilities](#)).

The new reception and accommodation facility for unaccompanied minors was opened in April 2024 (see [Conditions in reception facilities](#)).

1. Reception of families

Families are mostly accommodated in **Logatec**. Nuclear families are accommodated together during the asylum procedure while extended family members, mainly single men, can be accommodated in a separate unit of the Asylum Home or in a different accommodation centre. In practice, most families are accommodated in Logatec.

In 2025 the reception conditions, specifically the containers in Logatec, did not meet the EUAA minimal standards (see [Conditions in reception facilities](#)).

Asylum applicants cannot obtain financial assistance for private accommodation, meaning that families can only move to private accommodation if they have their own means of subsistence. Due to high costs connected with private accommodation families often stay in the Asylum home during the procedure.⁵⁵⁸

2. Reception of unaccompanied children

According to the provisions of the IPA, unaccompanied minors have to be accommodated in institutions that are intended for minors and provided with adequate support and care. The decision as to where the unaccompanied minor will be accommodated is made by the UOIM, in cooperation with the legal guardian, after obtaining the opinion of the social services.⁵⁵⁹

During 2022, the interdepartmental working group for the establishment of a systematic form of accommodation for the treatment of unaccompanied minors was activated again. In 2023, the new Decree on providing appropriate accommodation, care and treatment of unaccompanied minors⁵⁶⁰ was adopted. The Decree forms the legal ground for establishing a systematic form of accommodation for unaccompanied minors. According to the Decree, three types of accommodation for unaccompanied minors are to be established: a reception centre for unaccompanied minors, accommodation units for unaccompanied minors and youth apartments.⁵⁶¹ Before accommodation in the reception centre, the child has to go through a medical examination. According to the Decree the child can be accommodated in the reception centre for up to 3 months.

According to the Decree the accommodation units are foreseen for longer accommodation of children. The maximum capacity of the accommodation unit can be up to 10 children. Children are to be accommodated based on their age, gender, and vulnerability.⁵⁶²

⁵⁵⁸ *Ibid.*

⁵⁵⁹ Article 16(7) IPA.

⁵⁶⁰ Decree on providing appropriate accommodation, care and treatment of unaccompanied minors, October 2023, available in Slovenian [here](#).

⁵⁶¹ Article 3 Decree on providing appropriate accommodation, care and treatment of unaccompanied minors.

⁵⁶² Article 5 Decree on providing appropriate accommodation, care and treatment of unaccompanied minors.

The new centre for systematic accommodation of unaccompanied children in Slovenia was established in April 2024. The centre serves both as a reception and accommodation centre for unaccompanied minors. Nonetheless, some unaccompanied minors were also accommodated in **Logatec**, during the year. The new centre is divided in the reception and accommodation part. The parts are not strictly divided and in practice children can move freely on all floors of the centre. Children stay in the reception part until they lodge the application and are then accommodated on different floors based on their age, gender and other needs. 24-hour care is provided in line with the Decree.⁵⁶³

Upon accommodation, each child is assigned their own counsellor, responsible for monitoring the child's development. Each counsellor can be responsible for up to 5 children.⁵⁶⁴ Each child has their personal file with all documentation relating to their accommodation and care.⁵⁶⁵ In 5 days after arrival, the individual plan for care and treatment of the child should be prepared. The plan should also include the assessment of the best interest of the child, identified vulnerabilities, special needs or risks that can affect the accommodation process or security and benefits of the child. The plan can be amended during the accommodation of the child and has to be adapted to the child's age, gender, needs, other circumstances and experiences of the child, the child's wishes and interest. It also has to include all the relevant information regarding the provision of professional support, care planning, medical care, education, career path and his hobbies and interests. The individual plan also includes a plan for further accommodation and the definition of short-term, medium-term and long-term goals.⁵⁶⁶ Cooperation of different stakeholders and individuals working with the child is foreseen. The cooperation will be coordinated by the UOIM that can also organise a multidisciplinary team for consultation on the future treatment of the child.⁵⁶⁷ In practice, cooperation between UOIM and legal guardians as well as other stakeholders is maintained on a case-by-case basis and depends on the needs of the child.

According to the Decree children older than 16 can be accommodated in the youth apartments if the multidisciplinary team, after assessment, considers they are ready for independent living. In each youth apartment, up to 6 children can be accommodated. They are to be guided and monitored by UOIM counsellors who will visit them on a daily basis. If, after a certain period, it is determined that this form of accommodation is not suitable for the minor, they can be returned to the accommodation units.⁵⁶⁸ Facilities for such accommodation were not established in 2025.

During the year some unaccompanied minors were accommodated in Logatec before lodging the application. Due to shortcomings in protection and care, **Logatec** does not provide suitable accommodation for unaccompanied children (see [Conditions in Reception Facilities](#)). After lodging the application, they were formally accommodated in Postojna. At the end of the year, 12 were accommodated in Postojna.⁵⁶⁹

The absconding rate of unaccompanied minors continues to be one of the biggest shortcomings of the system. The majority of unaccompanied children absconds before lodging the application (see [Identification](#)).

In addition, while an age assessment procedure is set out in law (see [Identification](#)), it is not carried out in practice, thereby raising the risk of adults falsely claiming to be children being accommodated together with actual children. (see [Age assessment of unaccompanied children](#)).⁵⁷⁰

As described in [Legal Representation of Unaccompanied Children](#), appointed legal guardians assist unaccompanied children with access to health care, education and reception, among other tasks.

⁵⁶³ Article 4 Decree on providing appropriate accommodation, care and treatment of unaccompanied minors.

⁵⁶⁴ Article 10(1) Decree on providing appropriate accommodation, care and treatment of unaccompanied minors.

⁵⁶⁵ Article 8 Decree on providing appropriate accommodation, care and treatment of unaccompanied minors.

⁵⁶⁶ Article 10 Decree on providing appropriate accommodation, care and treatment of unaccompanied minors.

⁵⁶⁷ Article 13 Decree on providing appropriate accommodation, care and treatment of unaccompanied minors.

⁵⁶⁸ Article 6 Decree on providing appropriate accommodation, care and treatment of unaccompanied minors.

⁵⁶⁹ Official statistics provided by UOIM, March 2026.

⁵⁷⁰ Observation by the PIC.

F. Information for asylum seekers and access to reception centres

1. Provision of information on reception

According to Article 5 IPA, asylum applicants need to be informed about their rights and obligations in the procedure in a language they understand. This includes information about the material reception conditions, rights and obligations in reception accommodation, legal status and access to the labour market. General information on the house rules of the accommodation facility is provided by social workers as part of the accommodation process. Social workers also give asylum applicants a short version of the house rules in writing in the language they understand and open a personal file for them in which all documentation on their reception is gathered. Additional information is provided to them by the EUAA, other officials or the NGOs.

2. Access to reception centres by third parties

Indicators: Access to Reception Centres

2. Do family members, legal advisers, UNHCR and/or NGOs have access to reception centres?
 Yes With limitations No

According to Article 4 IPA, all applicants have to be granted access to UNHCR and organisations providing legal counselling.

Visits to reception centres are possible during official hours, after having obtained a visitor's permit, that can only be issued by social workers employed in the centres.⁵⁷¹ Visitors have to submit their identification document at the reception.⁵⁷² NGOs and their staff working in the **Asylum Home** and the branch facilities have to be approved by the MoI. Asylum applicants have access to NGOs working in the reception centres according to their schedule without any time limitations. Refugee counsellors can enter the premises without any limitations.

G. Differential treatment of specific nationalities in reception

There are no indications of differential treatment of specific nationalities in the area of reception.

⁵⁷¹ Article 10 Decree on Asylum Centre House Rules.

⁵⁷² Article 11 Decree on Asylum Centre House Rules.

Detention of Asylum Seekers

A. General

Indicators: General Information on Detention

1. Total number of asylum seekers detained in 2024: 28
2. Number of asylum seekers in detention at the end of 2024: 2
3. Number of detention centres: 1
4. Total capacity of detention centres: 180

The decision on detention of asylum applicants is taken by the Migration directorate or the UOIM. Asylum seekers can be detained in the **Foreigners Centre** or in the **Asylum Home**.⁵⁷³ Most asylum seekers are generally not formally detained.

Detention of asylum seekers 2018-2025								
	2018	2019	2020	2021	2022	2023	2024	2025
Foreigners Centre	123	22	217	69	105	22	58	28
Asylum Home	0	1	0	20	0	0	0	0

Source: Official statistics provided by the Migration directorate, March 2026.

Asylum applicants detained in the Foreigners Centre can be subject to the same measures as foreigners if they violate the rules of the Foreigners Centre.⁵⁷⁴ This means that they can be subject to solitary confinement,⁵⁷⁵ prohibited to attend the activities in the centre, or have their rights limited (for example: they can lose their privileges regarding TV and radio, exists from the Foreigners centre etc).⁵⁷⁶ In 2025, the Police issued 25 warnings and subjected one asylum seeker to solitary confinement.⁵⁷⁷

In the past detained asylum applicants struggled to obtain legal help and representation from refugee counsellors.⁵⁷⁸ In 2025, 19 asylum applicants were detained by the UOIM and 9 by the Migration directorate.⁵⁷⁹ In practice, detained asylum applicants can have trouble accessing the help of refugee counsellors to lodge the judicial review. (see: [Legal assistance for judicial review of detention](#)).

Apart from asylum applicants, the Foreigners Centre also detains aliens in return procedures, which is the main purpose of the institution. In 2025, 226 aliens were detained throughout the year. During the year 2 children and 0 unaccompanied children were detained. The highest number of detainees were nationals of **Morocco**, **Albania**, and **Algeria**. At the end of the year, 16 individuals were detained in the Foreigners Centre.⁵⁸⁰

A regime of *de facto* detention is applied to all newly arrived asylum applicants. Upon arrival in the **Asylum Home**, applicants are informed they are not allowed to leave the premises until they lodge their application. In general, individuals had to wait from 3 to up to 20 days to lodge the application in 2025. If they leave the premises of the Asylum Home before lodging their application, they are considered as foreigners under the Foreigners act, which means that they can be channelled through the return procedure or readmitted to another country. They

⁵⁷³ Article 84 IPA.

⁵⁷⁴ Article 84(10)-(12) IPA.

⁵⁷⁵ Article 77 Foreigners Act.

⁵⁷⁶ Article 76.c(2) Foreigners Act.

⁵⁷⁷ Official statistics provided by the Police, February 2026.

⁵⁷⁸ For further information on this practice, see AIDA, *Country Report Slovenia – 2021 Update*, May 2022.

⁵⁷⁹ Official statistics provided by the Migration directorate, March 2026.

⁵⁸⁰ Official statistics provided by the Police, February 2026..

have to sign a statement according to which they were informed about the consequences of leaving the asylum home.

Although *de facto* detained a large number of applicants absconded before lodging their application. In 2025, 28,200 individuals expressed the intention to lodge an application for international protection, but only 4,172 applications were lodged.⁵⁸¹

Detention itself does not have an impact on the overall quality of the asylum procedure. According to Article 48 IPA, detained asylum applicants' applications should be prioritised, yet it is not clear to what degree this provision is respected in practice as statistics on the prioritised procedures are not collected by the Migration directorate.

In 2025, 35 individuals expressed their intention to apply for asylum in the Foreigners Centre.⁵⁸²

B. Legal framework of detention

1. Grounds for detention

Indicators: Grounds for Detention

- | | | | |
|---|---|--|--------------------------------|
| 1. In practice, are most asylum seekers detained | | | |
| ❖ on the territory: | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No | |
| ❖ at the border: | <input type="checkbox"/> Yes | <input checked="" type="checkbox"/> No | |
| 2. Are asylum applicants detained during a regular procedure in practice? | <input type="checkbox"/> Frequently | <input checked="" type="checkbox"/> Rarely | <input type="checkbox"/> Never |
| 3. Are asylum applicants detained during a Dublin procedure in practice? | <input type="checkbox"/> Frequently | <input checked="" type="checkbox"/> Rarely | <input type="checkbox"/> Never |

Asylum seekers can be detained by the Mol or the UOIM. The UOIM can only detain asylum applicants in order to prevent security threats to the country or to the constitutional order of the Republic of Slovenia or if it is necessary to protect personal safety, property and other grounds related to public safety.

According to the law, asylum applicants can be detained:⁵⁸³

1. In order to verify and establish their identity or nationality in case of a clear doubt, especially if the circumstances of the case suggest that the applicant could have obtained identification documents in the country of origin, but left the country of origin without a document; or provided false information, forged documents or withheld important information or documents about their identity or nationality; or if they are likely to have maliciously destroyed or disposed of an identity document or a travel document or other document which could be used to establish their identity or nationality.
2. To establish certain facts on which the application for international protection is based that cannot be obtained without the measure, and there is reasonable possibility that the applicant will abscond;
3. Where they are detained in order to facilitate return or removal and it can be reasonably assumed that they applied for international protection in order to postpone or obstruct the procedure wherein they had the opportunity to apply for international protection;
4. In order to prevent security threats to the country or to the constitutional order of the Republic of Slovenia or if it is necessary to protect personal safety, property and other grounds related to public safety;
5. In accordance with Article 28 of the Dublin Regulation.

⁵⁸¹ Official statistics provided by the Police and the Migration directorate, March 2026.

⁵⁸² Official statistics provided by the Police, February 2026.

⁵⁸³ Article 84(1) IPA.

Asylum applicants can be detained in the regular, accelerated or Dublin procedure. They can only be detained in the **Foreigners Centre** or the **Asylum Home**.⁵⁸⁴ In practice, most asylum applicants are detained in the Foreigners Centre.

The grounds for detention are normally listed in the detention decision. However, they are often not sufficiently justified, which is one of the main reasons why they are often successfully challenged before the court.

As defined by the IPA,⁵⁸⁵ the risk of absconding is established if the applicant:

- ❖ lodged the application or the subsequent application while in the extradition procedure or the return procedure;
- ❖ previously tried to leave the Republic of Slovenia or has left it;
- ❖ previously lodged the application in Slovenia or any other EU Member State and subsequently left the country;
- ❖ despite the previously issued decision that the application is inadmissible or the previously issued Dublin decision the applicant did not wait for the execution of the decision;
- ❖ provided false information in the procedure or did not participate in the procedure and refused to give the biometric data;
- ❖ used false or forged identity documents;
- ❖ entered the Republic of Slovenia during the entry ban;
- ❖ was sanctioned for the offence of illegal residence in the past 3 years;
- ❖ did not comply with the return decision issued by another Member State;
- ❖ was, in the past 2 years, convicted in the Republic of Slovenia for a criminal offence for which the perpetrator is being prosecuted *ex officio*;
- ❖ was sanctioned at least three times for public order offences or offences relating to border crossings, weapons or drugs in the past 2 years.

In 2025, out of 28 detained asylum applicants 19 were detained because of public order offences.⁵⁸⁶ All asylum applicants detained by the UOIM are detained due to public order offences.⁵⁸⁷

Individuals in return procedures are also detained in the Foreigners Centre, primarily designed for that purpose. If they express the intention to apply for asylum, they can be transferred to the Asylum Home or continue to be detained in the Foreigners Centre on the grounds of a new detention decision, if it is determined that they have expressed an intention to seek asylum only in order to frustrate the procedure of return.⁵⁸⁸ 35 asylum applicants expressed their intention to apply for international protection in the Foreigners Centre.⁵⁸⁹

2. Alternatives to detention

Indicators: Alternatives to Detention

1. Which alternatives to detention have been laid down in the law? Reporting duties
 Surrendering documents
 Financial guarantee
 Residence restrictions
 Other
2. Are alternatives to detention used in practice? Regularly Rarely No

The law does not foresee alternatives to detention. Asylum applicants can either be detained in the **Foreigners Centre**, which they are in the vast majority of cases, or in the **Asylum Home**, in rare cases. The IPA provides

⁵⁸⁴ Article 84 IPA.

⁵⁸⁵ Article 84.a IPA.

⁵⁸⁶ Official statistics provided by the Migration directorate, March 2026.

⁵⁸⁷ According to Article 84(10) IPA the UOIM can only detain asylum applicants due to offences connected to public safety.

⁵⁸⁸ Article 84(1) IPA.

⁵⁸⁹ Official statistics provided by the Police, February 2026.

that asylum applicants can be detained in the Foreigners Centre only if the measure cannot be effectively applied in the Asylum Home or if the applicant has left the premises of the Asylum Home, despite the measure being applied.⁵⁹⁰ While the Foreigners Centre is a closed facility under the jurisdiction of the Police, the Asylum Home is an open centre guarded by security staff of a private company. Thus, applicants cannot be physically prevented from leaving the Asylum Home even if detention is imposed on them.⁵⁹¹

The competent authorities usually consider detention in the Asylum Home as an alternative to detention. However, according to the case law of Administrative Court,⁵⁹² the measure amounts to a deprivation of liberty, not a limitation on freedom of movement, and therefore represents detention, not an alternative.⁵⁹³

The law does not require proof that the alternatives cannot be effectively applied nor that detention can be applied only as a measure of last resort.

In practice, individual circumstances are often not properly justified in the detention decision and the necessity and proportionality test is not implemented sufficiently.⁵⁹⁴

In 2025, asylum applicants were not detained on the premises of the Asylum Home.⁵⁹⁵

3. Detention of vulnerable applicants

Indicators: Detention of Vulnerable Applicants

1. Are unaccompanied asylum-seeking children detained in practice?
 Frequently Rarely Never
- ❖ If frequently or rarely, are they only detained in border/transit zones? Yes No
2. Are asylum seeking children in families detained in practice?
 Frequently Rarely Never

According to Article 84(2) IPA, children and unaccompanied children asylum applicants cannot be detained in the **Foreigners Centre**. They can, however, be detained in the **Asylum Home**. In practice, unaccompanied children have also been *de facto* detained in the reception area in **Postojna** and **Logatec** until the lodging of their asylum application⁵⁹⁶ (see: [The “preliminary procedure”](#)).

Victims of torture and other vulnerable people can be detained in the Foreigners Centre, but according to the law, special attention has to be paid to their health, including their mental health, and regular monitoring and appropriate assistance guaranteed taking into account their specific circumstances.⁵⁹⁷

As mentioned above, unaccompanied minors who express their intention for international protection cannot be detained in the Foreigners centre.⁵⁹⁸ However, unaccompanied children who are foreigners, not asylum applicants, can be detained in line with the Foreigners Act,⁵⁹⁹ meaning that unaccompanied children can be detained until they express the intention for international protection. In April 2024 a new facility for systemic accommodation of unaccompanied minors was established. According to the Decree⁶⁰⁰ foreign unaccompanied

⁵⁹⁰ Article 84(2) IPA.

⁵⁹¹ Observation by the PIC.

⁵⁹² Administrative court judgments: I U 62/2022, 19. January 2022, I U 59/2022, 19. January 2022, available at: I U 59/2022 and I U 1887/2021, 30. December 2021, available at I U 1887/2021.

⁵⁹³ Constitutional Court, Decision Up-1116/09, 3 March 2011, available in Slovenian [here](#).

⁵⁹⁴ Observation by the PIC.

⁵⁹⁵ Official statistics provided by the Migration directorate March 2026.

⁵⁹⁶ Observation by the PIC.

⁵⁹⁷ Article 84(9) IPA.

⁵⁹⁸ Article 84(2) IPA.

⁵⁹⁹ Article 76(4) Foreigners Act.

⁶⁰⁰ Article 1 Decree on providing appropriate accommodation, care and treatment of unaccompanied minors.

minors can be accommodated there together with asylum applicants and unaccompanied minors waiting to lodge the application instead of the Foreigners centre (see [Special reception needs of vulnerable groups](#)).

In 2025, 2 accompanied children and no unaccompanied children were detained in the Foreigners Centre.⁶⁰¹ Statistics on vulnerability is not systematically gathered and therefore not available for 2025 (see [Screening of vulnerability](#)).

4. Duration of detention

Indicators: Duration of Detention

- | | |
|--|-------------------|
| 1. What is the maximum detention period set in the law (incl. extensions): | 4 months |
| 2. In practice, how long in average are asylum applicants detained? | 39 days (in 2025) |

Asylum applicants may be detained for a maximum of three months, with the possibility of extension for one additional month.⁶⁰²

According to the law, asylum applicants are to be released when the reasons for their detention cease to exist, after the maximum period for detention has been reached⁶⁰³ or after the detention decision has been annulled upon judicial review. The law also states that the president of the Administrative Court can decree a special supervision of the implementation of detention, which can result in termination of detention.⁶⁰⁴ In 2025, such supervision was not conducted.⁶⁰⁵

The PIC has not detected cases where the maximum detention duration for asylum applicants – four months – was exceeded.

In 2025 the average duration of detention of all foreigners in the Foreigners Centre was 8 days. The average duration of detention for minors not registered as asylum applicants was 1.5 days.⁶⁰⁶ The average duration of detention of asylum applicants was 39 days. Unaccompanied minors were not detained in 2025.⁶⁰⁷

C. Detention conditions

1. Place of detention

Indicators: Place of Detention

- | | | |
|---|------------------------------|--|
| 1. Does the law allow for asylum applicants to be detained in prisons for the purpose of the asylum procedure (i.e. not as a result of criminal charges)? | <input type="checkbox"/> Yes | <input checked="" type="checkbox"/> No |
| 2. If so, are asylum applicants ever detained in practice in prisons for the purpose of the asylum procedure? | <input type="checkbox"/> Yes | <input checked="" type="checkbox"/> No |

Asylum applicants are mostly detained in the **Foreigners Centre**, located in Postojna, and more rarely, in the **Asylum Home**, located in Ljubljana.

The Foreigners Centre is a specialised facility under the jurisdiction of the Police. It is a closed centre in which detention of third-country nationals for the purpose of return procedures is carried out. When the asylum applicants are detained in the Foreigners Centre, they are not separated from other third country nationals.

⁶⁰¹ Information provided by the Police, March 2025.

⁶⁰² Article 84(6) IPA.

⁶⁰³ Article 84(6) IPA.

⁶⁰⁴ Article 84(6) IPA.

⁶⁰⁵ Official statistics provided by the Administrative Court, March 2026.

⁶⁰⁶ As explained above, unaccompanied minors who lodge the application for international protection cannot be detained in the Foreigners Centre. Official statistics provided by the Police, February 2026.

⁶⁰⁷ Official statistics provided by the Police, February 2026.

Currently, the Foreigners Centre has a maximum capacity of 180 places. By the end of 2025, only 16 foreigners were detained in the Foreigners Centre in the return procedure. In 2025, 226 individuals were detained in the Foreigners Centre.⁶⁰⁸

In practice, asylum applicants are not detained in police stations, except for a short time during the initial police procedure, which rarely exceeds 12 hours. Asylum applicants are not detained in prisons or in other regular detention facilities. Asylum applicants are also not detained in border or airport transit zones.⁶⁰⁹

In 2025, as in 2024, only one border transit zone was in use. The **Jože Pučnik Airport** in Ljubljana has the capacity to hold 18 people while in the transit zone. In 2025, 27 foreigners were detained in the transit zone in Ljubljana.⁶¹⁰ Only foreigners can be detained in the transit zone, although not on the basis of the IPA. Once an individual expresses their intent for international protection, they are no longer detained in the transit zone, but brought to the Asylum home or its branch facilities. Asylum applicants are not detained in the transit zone and, if they do apply for asylum from a transit zone, their application is not processed there⁶¹¹ (see [Access to the territory and push backs](#)).

2. Conditions in detention facilities

Indicators: Conditions in Detention Facilities

- | | | |
|---|---|-----------------------------|
| 1. Do detainees have access to health care in practice? | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| ❖ If yes, is it limited to emergency health care? | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |

The **Foreigners Centre** is under the authority of the Police whereas the **Asylum Home** is under that of the UOIM. Asylum applicants who are detained in the Asylum Home can move freely on the premises of the Asylum Home and have the same rights as other asylum applicants, except for leaving the premises.

2.1. Overall conditions

Both facilities are subject to unannounced visits by the National Preventive Mechanism instituted under the Optional Protocol to the United Nations Convention against Torture and implemented by the Office of the Ombudsperson in cooperation with representatives of the civil society.⁶¹²

The **Foreigners Centre** is visited by the Ombudsperson approximately once per year. The centre is also occasionally visited by international monitoring bodies, including the Council of Europe Committee for the Prevention of Torture (CPT), which last visited it between 28 March and 4 April 2017.⁶¹³ The CPT did not detect any ill-treatment by the police in the Foreigners Centre. They criticised the fact that unaccompanied minors and families with children in the return procedure are regularly detained and recommended that unaccompanied minors are accommodated in an open or semi-open specialised establishment for minors. They also noted that detention of children with their parents should be a last resort.⁶¹⁴ CPT visited Slovenia in 2024 however it did not visit the Asylum home, its branches or the Foreigners centre.⁶¹⁵

In 2025, asylum applicants were not detained in large numbers. During the year, issues with detention conditions were not reported or detected by NGOs as in previous years⁶¹⁶. The Ombudsperson visited the Foreigners centre

⁶⁰⁸ Official statistics provided by the Police, February 2026.

⁶⁰⁹ Observation by the PIC.

⁶¹⁰ Official statistics provided by the Police, February 2026..

⁶¹¹ Observation by the PIC.

⁶¹² For reports of monitoring visits, see Ombudsman, *Varuh kot Državni preventivni mehanizem*, available in Slovenian [here](#).

⁶¹³ Council of Europe, *Council of Europe anti-torture Committee visits Slovenia*, 6 April 2017, available [here](#).

⁶¹⁴ Report to the Slovenian Government on the visit to Slovenia carried out by the European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (CPT) from 28. March to 4. April 2017, available [here](#).

⁶¹⁵ Council of Europe, *Council of Europe anti-torture Committee (CPT) carries out a visit to Slovenia*, 21 October 2024, available [here](#).

⁶¹⁶ See AIDA, *Country Report: Slovenia, 2022 Update, Conditions in the detention facilities*.

in 2025. The Ombudsperson did not detect any instances of ill treatment by the Police. They recommended that the staff is regularly reminded on respectful communication with detained foreigners, that the monitoring reports of removals are made public, that the privacy of foreigners is guaranteed during medical examinations and that the police is present only in exceptional cases during the examination, that all injuries of newly arrived foreigners are properly documented and that the social services regularly monitors the vulnerability and mental health concerns of detained foreigners.⁶¹⁷

2.2. Activities

Asylum applicants detained in the **Asylum Home** have the same rights as other accommodated asylum applicants and can therefore take part in all activities organised in the Asylum Home. In practice, they can also attend activities outside the Asylum Home provided that an official escorts them.

In the **Foreigners Centre**, detainees can access the recreational facilities for 2 hours per day. The recreational facilities are considered inadequate and one of the main shortcomings in terms of conditions in the centre is that outdoor exercise is only available in a small closed-off courtyard of the centre. The centre also holds a bigger and better-equipped playground with a view over the surrounding nature, yet detainees are usually not allowed access as constant supervision would be required to prevent escapes. Apart from table tennis in the main accommodation area, other options for indoor exercise are not provided.⁶¹⁸ In this context, the Ombudsperson noted in his report following his 2022 visit that the Foreigners Centre should allow residents to engage in more outdoor activities as this would improve their overall well-being.⁶¹⁹

The centre has a small library, several television sets, a prayer room⁶²⁰ and an internet room which is available in accordance with a weekly schedule.⁶²¹

The Foreigners Centre employs five social workers who are available to detainees every day from morning to evening and also organise various activities such as language courses, trainings on hygiene and disease prevention, and sport activities.⁶²²

During 2025, different activities were conducted by social workers including: sport activities, language classes, workshops, different courses, cultural events, etc. The Jesuit Refugee Service (JRS) visited the centre once every week and carried out different activities.⁶²³ The Islamic community also visited the centre during religious holidays.⁶²⁴

2.3. Health care and special needs in detention

The health care provided to detainees is of the same level as for other asylum applicants. They have access to health care services provided in the **Asylum Home** or the **Foreigners Centre** and are entitled to urgent medical services. Psychological counselling is also provided to them under the same conditions as other asylum applicants. A psychiatrist, the same person working in the Asylum Home, visits the Foreigners Centre when required.

Vulnerable persons can be detained both in the Foreigners Centre and in the Asylum Home. Asylum applicants are detained in separate units of the Foreigners Centre according to their personal circumstances (*i.e.*, families, unaccompanied children and other vulnerable persons). Vulnerability is identified by the centre staff upon arrival.

⁶¹⁷ Information provided by the Ombudsperson, March 2026.

⁶¹⁸ Observation by the PIC.

⁶¹⁹ Varuh človekovih pravic, *Državni preventivni mehanizem, Priporočila iz obiskov (preglednice)*, available [here](#).

⁶²⁰ As noted by the Ministry of Interior in the context of their right of reply, July 2025.

⁶²¹ Observation by the PIC.

⁶²² Information provided by the Police, February 2026.

⁶²³ Information provided by the Police, February 2026.

⁶²⁴ Information provided by the Police, February 2026.

Statistical information on vulnerability of detained foreigners is not gathered systematically.

3. Access to detention facilities

Indicators: Access to Detention Facilities

1. Is access to detention centres allowed to
- | | | | |
|-------------------|---|----------------------------------|-----------------------------|
| ❖ Lawyers: | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> Limited | <input type="checkbox"/> No |
| ❖ NGOs: | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> Limited | <input type="checkbox"/> No |
| ❖ UNHCR: | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> Limited | <input type="checkbox"/> No |
| ❖ Family members: | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> Limited | <input type="checkbox"/> No |

Article 4 IPA expressly provides that each asylum applicant must be allowed access to UNHCR and organisations providing legal counselling.

In the **Asylum Home** NGO's are present on a daily basis and available to the detained asylum applicants, who have the same rights as other accommodated individuals. They provide many services including legal assistance and representation, daily activities, Slovenian language lessons, leisure activities and activities for children (see [Activities in the centres](#)).

In the **Foreigners Centre**, NGOs are not present on a daily basis. JRS visits the centre to carry out different activities, and PIC staff visits the centre to provide legal assistance.

Visits to the Foreigners Centre are allowed in accordance with the daily visitation schedule. There are no restrictions on who can visit a detainee. The same rules also apply to the media and politicians. Visits take place in a room for visitations, which is monitored by a surveillance camera. Legal representatives are allowed to meet with their detained clients regardless of the official visitation hours.

Detainees are allowed to keep mobile phones and free internet is provided to them. (see [Access to NGOs and UNHCR](#)).

D. Procedural safeguards

1. Judicial review of the detention order

Indicators: Judicial Review of Detention

1. Is there an automatic review of the lawfulness of detention? Yes No
- ❖ If yes, at what interval is the detention order reviewed?

Asylum applicants are informed orally about the reasons for their detention in a language they understand by the officials of the Migration directorate and by their legal representatives, if they are represented. They are given legal instruction on reasons for detention, the procedure, the right to judicial review and information on the help of refugee counsellors. Then, the Migration directorate has to issue a written decision within 48 hours and serve it to the applicant within the next three working days. The decision states the reasons for detention, together with information about judicial review.⁶²⁵ The *dictum*, the essential reasons for the decision and the legal instruction are translated in a language the applicant understands.⁶²⁶ In addition, a list of refugee counsellors, together with the instruction on how to contact them, is given to the applicant in a language he understands.

Applicants have the right to challenge the detention order before the court. They can file for judicial review before the Administrative Court within three days of notification of the decision. The Court has to conduct an oral hearing and take a decision within three days.⁶²⁷ In 2025, 28 detention orders were issued by the UOIM and the Ministry. According to the provided information all detention orders issued by the Ministry were challenged before the

⁶²⁵ Article 84(5) IPA.

⁶²⁶ Article 6(5) IPA.

⁶²⁷ Article 84(7) IPA.

court, and 14 out of 19 issued by the UOIM were challenged before the court.⁶²⁸ According to the statistics of the Administrative Court the appeal was granted only in 1 case and the detention order was lifted.⁶²⁹

There is no automatic review of the lawfulness of detention. However, the President of the Administrative Court can decide that a supervision of the application of the measure in practice needs to be performed. The President of the Administrative Court then appoints one or more judges with instructions on the timeframes, places or specific asylum applicants placed under their supervision. If it is concluded that the reasons for detention of a certain asylum applicant no longer exist, the President of the Administrative Court can order the termination of the detention measure.⁶³⁰ In 2025, such supervision of detention was not carried out by the Administrative Court.⁶³¹

While the duration of court procedures is a problem in other types of procedures, such as judicial review of rejection and Dublin decisions, the time limits set in law are generally respected in detention cases. Judicial review is considered effective considering that many detention orders are annulled by the court. However, the outcome of cases has been very unpredictable and often depends on the individual judge deciding on the case.⁶³²

In addition, the applicant has the possibility to appeal against the decision of the Administrative Court to the Supreme Court. According to the IPA, the Supreme Court has 30 days to decide on the appeal.⁶³³ In practice, however, it takes longer, and asylum applicants are often released before a decision on their appeal is issued.

2. Legal assistance for review of detention

Indicators: Legal Assistance for Review of Detention

1. Does the law provide for access to free legal assistance for the review of detention?
 Yes No
2. Do asylum applicants have effective access to free legal assistance in practice?
 Yes No

Free legal assistance and representation is provided by refugee counsellors under the same conditions as in other cases of judicial review (see [Regular Procedure: Legal Assistance](#)). No additional condition to access free legal assistance is imposed in detention cases.

In practice, asylum applicants without legal representation at first instance often have difficulties to later obtain the assistance of refugee legal counsellors. Together with the detention order, asylum applicants are given a list of refugee legal counsellors, and instructed to secure their assistance by themselves. If they do not manage to do so, they can call the Migration directorate and an official will provide one for them.⁶³⁴ Due to language barriers, illiteracy, lack of access to a telephone and a short deadline to lodge the appeal, some asylum applicants cannot appeal their detention order. In some cases, asylum applicants obtain more than one refugee counsellor, and more than one appeal is lodged at the Administrative Court. The Migration directorate does not know whether an individual has managed to ensure the representation of a refugee counsellor and therefore often does not provide individuals with one in practice. In some cases, refugee counsellors are appointed to asylum applicants by the official of the Migration directorate.⁶³⁵

In accordance with established practice, lawyers can meet with their clients in detention even outside the daily visitation hours. The meetings are private. The same as in other instances, refugee counsellors can obtain the help of the interpreter for talking to their client. However, in practice, due to short time limits for judicial review,

⁶²⁸ Official statistics provided by the Migration directorate and UOIM, March 2026.

⁶²⁹ Official statistics provided by the Administrative Court, March 2026.

⁶³⁰ Article 84(6) IPA.

⁶³¹ Official statistics provided by the Administrative Court, February 2026.

⁶³² Observation by the PIC.

⁶³³ Article 70(3) IPA.

⁶³⁴ Observation by the PIC.

⁶³⁵ Observation by the PIC.

refugee counsellors are often unable to obtain the help of interpreters in time (see: [Judicial review](#)). PIC lawyers are available to detained applicants by telephone and usually meet with them in person.⁶³⁶

E. Differential treatment of specific nationalities in detention

The breakdown of asylum applicants detained by the MoI by nationality in 2025 is as follows: Algeria (5), Macedonia (1), Morocco (9), Nigeria (1) Palestine (3), Syria (2), Tunisia (4), Türkiye (1) and Ukraine (2).⁶³⁷ The UOIM detained asylum seekers from Algeria, Morocco, Nigeria, Palestine and Türkiye.⁶³⁸

The average duration of detention of asylum applicants in 2024 is 39 days.⁶³⁹ No differential treatment is observed in this respect between nationalities.

⁶³⁶ Observation by the PIC.

⁶³⁷ Official statistics provided by the Migration directorate, March 2026.

⁶³⁸ Information provided by the UOIM, March 2026.

⁶³⁹ Official statistics provided by the Police, February 2026.

Content of International Protection

A. Status and residence

1. Residence permit

Indicators: Residence Permit

- | | |
|--|-----------|
| 1. What is the duration of residence permits granted to beneficiaries of protection? | |
| ❖ Refugee status | 10 years |
| ❖ Subsidiary protection | 1-5 years |

Refugee status is recognised with no set time limit for the protection it affords. Subsidiary protection is recognised for a limited time period with the possibility of extension. Usually, the time period ranges from one to five years, based on the individual circumstances of the beneficiary. In 2025, 36 persons were granted refugee status and 35 were granted subsidiary protection. Therefore, 36 permanent residence permits and 35 temporary residence permits were issued to beneficiaries of international protection in 2025. Out of 35 persons who were granted subsidiary protection, 34 were Ukrainian.⁶⁴⁰

An individual's right to residence is expressly stated in the operative part of the decision granting them international protection.⁶⁴¹ With the help of integration staff of the UOIM, beneficiaries are then issued a residence card⁶⁴², which certifies their residency right and is required to access most rights. The procedure is free of charge for beneficiaries. The issued card is valid for 10 years. In practice, it can easily be renewed before expiry.

Beneficiaries of subsidiary protection are issued a temporary residence permit that indicates the duration of the granted status, which ranges between one and five years.⁶⁴³ The card can also be renewed in case their subsidiary protection is extended. Pending the extension procedure, a card with a duration of one year is issued to them. In accordance with the IPA, when subsidiary protection is extended, it is so for an automatic duration of two years.⁶⁴⁴ Individuals whose subsidiary protection is extended are issued a new residence permit with the same validity as the subsidiary protection.

2. Civil registration

The birth of a child is registered automatically and free of charge for a beneficiary of international protection, same as for all children born in Slovenia. A state registrar visits the hospital and carries out the procedure. The parents are given a copy of the birth certificate. If the parents are unmarried or cannot provide a marriage certificate the father may be listed on a child's birth certificate solely based on the statement of the parents.⁶⁴⁵

One identified problem in relation to marriage registration is that partners cannot be registered as married in official records if they do not present the requisite documentary evidence from their country of origin. If they get married in Slovenia, they are registered as married based on the marriage certificate issued in Slovenia.

Access to social welfare and integration rights for beneficiaries of international protection, as well as their reunited family members, do not depend on civil registration.

⁶⁴⁰ Official statistics provided by the Migration directorate, March 2026.

⁶⁴¹ Article 92(1)(2) IPA.

⁶⁴² Article 92(3) IPA.

⁶⁴³ Article 92(1)-(2) IPA.

⁶⁴⁴ Article 66(6) IPA.

⁶⁴⁵ For the issues posed by this situation before 2022, see former updates to this AIDA reports, available [here](#).

3. Long-term residence

Indicators: Long-Term Residence

1. Number of long-term residence permits issued to beneficiaries in 2025: 0

Persons granted international protection in Slovenia can obtain long-term resident status in accordance with the Long-Term Residents Directive subject to the following conditions:

- ❖ Five years of uninterrupted legal stay in Slovenia.⁶⁴⁶ The law provides that half of the time spent in asylum procedure can be counted towards the required five-year period; if the asylum procedure was longer than 18 months, the entire period is counted towards it.⁶⁴⁷ The law does not discriminate between refugee and subsidiary protection status;
- ❖ General criteria for obtaining a residence permit: valid passport, health insurance and sufficient financial means,⁶⁴⁸ and
- ❖ Circumstances free of general reasons preventing the issuance of a residence permit, i.e., security concerns or fraud.⁶⁴⁹

Beneficiaries of international protection must lodge the request for a long-term resident status with the Administrative Unit, i.e., the general government office for administrative procedures.

In 2025, none of the beneficiaries of international protection obtained the long-term resident status.⁶⁵⁰

4. Naturalisation

Indicators: Naturalisation

1. What is the minimum residence period for obtaining citizenship?
 - ❖ Refugee status 5 years
 - ❖ Subsidiary protection 5 years
2. Number of citizenship grants to beneficiaries in 2025: 10

In order for beneficiaries of international protection to obtain citizenship by naturalisation they need to meet the following criteria:

- ❖ Be 18 years old;
- ❖ Have the means of subsistence that guarantees them (and those who they are obliged to provide for) material and social security;
- ❖ Have passed the Slovenian language test;
- ❖ No prison sentence longer than three months or probation longer than one year;
- ❖ Residence in the Republic of Slovenia must not have been annulled;
- ❖ Do not pose a threat to public order, safety or security of the state;
- ❖ Have settled all of their tax obligations; and
- ❖ Have pledged to respect the free democratic constitutional order founded by the Constitution of the Republic of Slovenia.⁶⁵¹

Beneficiaries of international protection can apply for citizenship by naturalisation after five years of continued residence in the Republic of Slovenia, which is shorter than the general period of 10 years, and they do not have to meet the additional criterion of obtaining renunciation of their previous citizenship.⁶⁵² The request for naturalisation must be lodged with the Administrative Unit of the place of residence.

⁶⁴⁶ Article 53.a(1) Foreigners Act.

⁶⁴⁷ *Ibid.*

⁶⁴⁸ As listed in Article 33 Foreigners Act.

⁶⁴⁹ As listed in Article 55(1) Foreigners Act.

⁶⁵⁰ Official statistics provided by the Migration directorate, March 2026.

⁶⁵¹ Article 10(1) Citizenship of the Republic of Slovenia Act, Official Gazette of RS, 1/1991 and subsequent amendments.

⁶⁵² Article 12(7) Citizenship of the Republic of Slovenia Act.

Between 1995 – when the first international protection statuses were granted – and 31 December 2024, a total of 195 beneficiaries of international protection have obtained Slovenian citizenship. In 2025, 13 persons with refugee status and 2 person with subsidiary protection were granted citizenship. In 2025, 111 travel documents were issued to beneficiaries of international protection.⁶⁵³

Under the Citizenship Act, children can obtain Slovenian citizenship if they are born or found in Slovenia and their parents are unknown or their citizenship is unknown or if they are stateless.⁶⁵⁴ There is therefore no legal ground for children born in Slovenia to beneficiaries of international protection to obtain Slovenian citizenship even if they are stateless. In June 2022, the PIC filled several citizenship applications for stateless children born in Slovenia to beneficiaries of international protection based directly on the Convention on the Rights of the Child and the 1954 Convention on Statelessness rather than national legislation. Since then, children of beneficiaries of international protection are granted Slovenian citizenship on this ground by the Administrative Unit. Children born to beneficiaries and their reunited family members can also obtain the Slovenian citizenship under the condition that they were reunited as family members of beneficiaries of international protection, meaning that the union existed before the beneficiary entered Slovenia, and in case the spouse is unable to obtain the citizenship of their country of origin for the child. Official statistics on the number of children who obtained citizenship on this ground is not gathered.⁶⁵⁵

5. Cessation and review of protection status

Indicators: Cessation

1. Is a personal interview of the beneficiary in most cases conducted in practice in the cessation procedure? Yes No
2. Does the law provide for an appeal against the first instance decision in the cessation procedure? Yes No
3. Do beneficiaries have access to free legal assistance at first instance in practice? Yes With difficulty No

The grounds for cessation of refugee status and subsidiary protection status are those listed in Articles 11 and 16 of the recast Qualification Directive.⁶⁵⁶

The Migration directorate can start the cessation procedure if it becomes aware that grounds for cessation exist. The Migration directorate notifies the beneficiary of international protection in writing about the start of the procedure and grounds for it.⁶⁵⁷

Before making the decision, the Migration directorate has to enable the beneficiary to present reasons against the cessation of the international protection in a personal interview.⁶⁵⁸ The beneficiary can also file an application for judicial review against the decision before the Administrative Court within 15 days. The application has suspensive effect.⁶⁵⁹

There is no systematic review of protection status in Slovenia. Apart from cessation due to acquisition of Slovenian citizenship, cessation is rarely applied in practice.

In 2025 cessation decisions were issued in 20 cases following acquisition of Slovenian citizenship. All applications to prolong subsidiary protection were granted. 5 beneficiaries decided to give up their status.⁶⁶⁰

⁶⁵³ Official statistics provided by the Migration directorate, March 2026.

⁶⁵⁴ Article 9 Citizenship of the Republic of Slovenia Act.

⁶⁵⁵ Information provided by the PIC, April 2026..

⁶⁵⁶ Article 67 IPA.

⁶⁵⁷ Articles 69(1)-(2) IPA.

⁶⁵⁸ Article 69(3) IPA.

⁶⁵⁹ Article 70(1) and (3) IPA.

⁶⁶⁰ Official statistics provided by Migration directorate, March 2026.

6. Withdrawal of protection status

Indicators: Withdrawal

1. Is a personal interview of the beneficiary in most cases conducted in practice in the withdrawal procedure? Yes No
2. Does the law provide for an appeal against the withdrawal decision? Yes No
3. Do beneficiaries have access to free legal assistance at first instance in practice?
 Yes With difficulty No

The grounds for withdrawal of refugee status and subsidiary protection status are similar to those listed in Articles 14 and 19 of the recast Qualification Directive.⁶⁶¹

The withdrawal procedure is the same as the Cessation procedure. The Migration directorate notifies the beneficiary of international protection in writing about the start of the procedure and the grounds for it. The beneficiary can present their reasons against withdrawal during a personal interview.⁶⁶² The beneficiary can also file an application for judicial review against the decision before the Administrative Court within 15 days. The application has suspensive effect.⁶⁶³

Two withdrawn decisions were issued in 2021 – out of which one person gave up their status.⁶⁶⁴ None were issued in 2022⁶⁶⁵, 2023,⁶⁶⁶ 2024,⁶⁶⁷ or 2025.⁶⁶⁸

B. Family reunification

1. Criteria and conditions

Indicators: Family Reunification

1. Is there a waiting period before a beneficiary can apply for family reunification? Yes No
For beneficiaries of subsidiary protection status granted for 1 year
❖ If yes, what is the waiting period? 1 year
2. Does the law set a maximum time limit for submitting a family reunification application?
To be exempt from material conditions Yes No
❖ If yes, what is the time limit? 90 days
3. Does the law set a minimum income requirement? Yes No

1.1. Eligible family members

Family members with whom the beneficiary of refugee status or subsidiary protection can be reunited are:⁶⁶⁹

- ❖ The spouse, registered partner or partner with whom the applicant for family reunification has been living in a long-term relationship;
- ❖ Minor unmarried children of the beneficiary;
- ❖ minor unmarried children of the spouse, registered partner or partner with whom the applicant has been living in a long-term relationship;

⁶⁶¹ Article 68 IPA.

⁶⁶² Article 69(2)-(3) IPA.

⁶⁶³ Article 70(1) and (3) IPA.

⁶⁶⁴ Official statistics provided by the Migration directorate, March 2022.

⁶⁶⁵ Official statistics provided by Migration directorate, March 2023.

⁶⁶⁶ Official statistics provided by Migration directorate, March 2024.

⁶⁶⁷ Official statistics provided by Migration directorate, April 2025.

⁶⁶⁸ Official statistics provided by Migration directorate, March 2026.

⁶⁶⁹ Articles 47.a(2) and 47.b(2) Foreigners Act.

- ❖ Adult children and parents of the applicant or the spouse, registered partner or partner with whom the applicant has been living in a long-term relationship, if the applicant or the spouse, registered partner or partner with whom the applicant has been living in a long-term relationship is obliged to support them under the law of their country; and
- ❖ Parents of an unaccompanied child.⁶⁷⁰

In exceptional cases, the Migration directorate can also consider other relatives if special circumstances speak in favour of family reunification in the Republic of Slovenia. Such circumstances exist when there is a family community established between other relatives, which is essentially similar to and has the same function as a primary family, especially in terms of genuine family ties, physical care, security, protection, emotional support and financial dependence.⁶⁷¹ The provision is applied in practice and applicants are able to reunite with their parents, siblings and other family members if their claim is eligible. In one case, the applicant was able to reunite with their spouse, children and the applicant's mother. In another case, a beneficiary was able to reunite with underage siblings.⁶⁷²

1.2. Conditions and procedure

Generally, there is no waiting period for a beneficiary of international protection to apply for family reunification after being granted international protection status. The only exception is made in the law for beneficiaries who have been granted subsidiary protection for one year – they obtain the right to family reunification after their status is extended. Beneficiaries of international protection can start the family reunification process after the decision on their status becomes final.⁶⁷³ In practice, this means that if an individual appeals the decision granting them subsidiary protection, they cannot start the family reunification procedure until the appeal procedure is finished and the decision on their own status has become final.

Individuals who are granted refugee status and subsidiary protection for a period longer than one year can apply for family reunification immediately after the decision granting them status becomes final.

There are no other differences regarding the criteria and conditions for family reunification between persons with refugee status and subsidiary protection.

Those enjoying either refugee status or subsidiary protection have to apply for family reunification within 90 days from the moment the decision on their status becomes final (or on the extension of subsidiary protection if it was granted for one year) in order to enjoy the more favourable conditions available to beneficiaries of international protection. In case the beneficiary does not apply within 90 days, the family member must meet the general conditions for family reunification that apply to all foreigners in Slovenia: possession of a valid passport or any other official document with an identification photo, health insurance and sufficient financial means.⁶⁷⁴

In 2025, 97 applications for family reunification were submitted. 91 were submitted by persons with refugee status and 6 were submitted by a person with subsidiary protection. Beneficiaries with refugee status submitted 30 applications for nationals of Burundi, 8 for nationals of Syria, 14 for nationals of Afghanistan, 27 for nationals of Palestine, 4 for nationals of Morocco, 2 for nationals of Senegal, 2 for nationals of Congo, 2 for nationals of Armenia, 1 for a national of Russia and 1 for a national of Jordan. Beneficiaries with subsidiary protection submitted 6 applications (4 for nationals of Afghanistan, 1 for a national of Russia and 1 for a national of Syria).⁶⁷⁵

⁶⁷⁰ There has not been any change in practice witnessed since the CJEU ruling in Case C-550/16 A.S., Judgment of 12 April 2018, available [here](#).

⁶⁷¹ Articles 47.a(4) and 47.b(4) Foreigners Act. The provision was added after the Constitutional Court Decision U-I-309/13, 14 January 2015, available [here](#).

⁶⁷² Observation by the PIC.

⁶⁷³ Article 47a(3) and 47b(3) Foreigners Act.

⁶⁷⁴ Articles 47.a(7) and 47.b(6) Foreigners Act.

⁶⁷⁵ Official statistics provided by the Migration directorate, March 2026.

The Migration directorate made decisions on 119 applications for family reunification. 78 applications were granted, 5 applications were rejected and 36 procedures were stopped.⁶⁷⁶

The authorities impose strict criteria regarding the required documents to establish identity and links with family members, which can be problematic for citizens of countries where the acquisition of such official documents is difficult or impossible. Applicants for family reunification notably have had difficulties obtaining original or notarised documents of family members in order to prove family ties. They also have had problems obtaining identification documents for family members, especially where the family members reside outside their country of origin.

Only official documents with a picture issued by the country of origin are accepted as proof of identity and family links. In case the applicant cannot submit an original identification document from the family member's country of origin or original proof of links, the Migration directorate also accepts documents issued by international organisations (UNHCR, IOM, Red Cross) under the condition that the document has a picture. To prove family links, original birth certificates, marriage certificates issued by the state or, in some cases, the church, will suffice. If identity or family links cannot be established through original documents, the Migration directorate can ask an international organisation working in the field of migration (UNHCR, IOM, Red Cross) to establish the family members' identity or family links.⁶⁷⁷

Before issuing the decision the Migration directorate can also conduct a personal interview with the beneficiary in order to gather additional information on family members, the submitted documents, reasons for the inability to provide original documents, family links, etc. Submitted documents regarding identity and family links are sent to the National Forensic Laboratory for verification of their authenticity. Before issuing the positive decision, a security check of family members is also performed by the Police.⁶⁷⁸

After a family reunification is approved, the Migration directorate issues a residence permit. If the family member is located in a country in which a Slovenian embassy is present they have to give fingerprints or other biometrical data in order to receive the residence permit. If there is no Slovenian embassy in the country the family member does not have to give fingerprints or other biometrical data in order for the residence permit to be issued. When the family members arrive in Slovenia, they have to give their biometrical data within 30 days, following which the Migration directorate issues new residence permits with the same validity as the permit of the beneficiary.⁶⁷⁹ With the residence permit and a valid passport the family members can travel to and enter Slovenia.

In case the family member who has been granted family reunification with a beneficiary of international protection does not possess a valid passport, the MoI issues them a passport with a validity of 90 days, for the purpose of entry into the Republic of Slovenia. Again, if the family member is located in a country without a Slovenian embassy the passport can be issued without prior obtaining of biometrical data.⁶⁸⁰ If family members are unable to travel to Slovenia within 90 days, the Migration directorate can issue new documents. The beneficiary has to pay for passports issued by the Migration directorate. Therefore, applicants normally request the documents and start organising the travel when it is evident the family will be able to arrive within the 90-day time frame. Documents can only be given to family members by a Slovenian embassy or consulate. If there is no Slovenian embassy in the country where the family member is located, the documents can also be served to family members by an international organisation working in the field of migration (UNHCR, IOM, Red Cross).

Sending Slovenian documents (passports and residence permit) to countries without IOM, UNHCR and Slovenian representations presented difficulties in the cases of Syrian, Afghan and Palestinian nationals. When the documents cannot be served in the country where the family member is located, the latter have to travel to

⁶⁷⁶ Official statistics provided by the Migration directorate, March 2026.

⁶⁷⁷ Articles 47.a(3) and 47.b(3) Foreigners Act.

⁶⁷⁸ Observation by the PIC.

⁶⁷⁹ Observation by the PIC.

⁶⁸⁰ Article 98(5) Foreigners Act.

another country where it will be feasible to receive the documents. In some cases, family members have struggled to obtain exit and entry visas for that purpose.⁶⁸¹

Financial assistance for arrival in Slovenia is not provided. Since the costs needed for arrival can be extremely high, beneficiaries normally seek NGOs (ADRA, Red Cross) to help them with fundraising campaigns. In addition to the costs of arrival, beneficiaries also have to bear the costs of the procedure. This includes costs related to obtaining the needed documentation, translation of the documents, cost of passports issued by the Migration directorate, costs of serving the documents, etc. During the personal interview, interpretation is provided by the Migration directorate.⁶⁸²

Vulnerable family members often request the assistance of IOM when travelling to Slovenia. Covering the cost of the IOM assistance is the responsibility of the beneficiary.⁶⁸³

2. Status and rights of family members

Before 2014, family members of the sponsor were granted the same status (refugee or subsidiary protection) as the sponsor. However, since the 2014 legislative changes, family members are now granted resident status under the Foreigners Act. Family members of persons with refugee status are granted a permanent residence permit, while family members of a person with subsidiary protection are granted a temporary residence permit for the same duration as that of their family member's subsidiary protection. It can be extended under the same conditions as it is granted and for the same time as the extension of the subsidiary protection of the sponsor.⁶⁸⁴

Family members of refugees are entitled to accommodation in an Integration House or financial assistance with accommodation at a private address together with the sponsor. However, family members of a person with subsidiary protection are not entitled to financial assistance for accommodation (see [Housing](#)).⁶⁸⁵

Family members are entitled to the same rights regarding health care, social security, education and employment as citizens of the Republic of Slovenia.⁶⁸⁶

The favourable conditions for obtaining citizenship do not apply to family members of beneficiaries. They can apply for citizenship under the same conditions as other foreigners in Slovenia (see [Naturalisation](#)).

C. Movement and mobility

1. Freedom of movement

Beneficiaries of international protection enjoy freedom of movement within the territory of the Republic of Slovenia. Freedom of movement is set out in Article 32 of the Constitution of the Republic of Slovenia, which provides that everyone can move freely and choose their place of residence. There is no dispersal scheme for beneficiaries of international protection in place.

Social assistance is also not subject to actual residence in a specific place.

⁶⁸¹ Observation by the PIC.

⁶⁸² Observation by the PIC.

⁶⁸³ *Ibid.*

⁶⁸⁴ Articles 47.a(3) and 47.b(3) and (7) Foreigners Act.

⁶⁸⁵ Articles 93(2) and 97(5) IPA.

⁶⁸⁶ Family members of persons with subsidiary protection pursuant to an explicit provision in Article 47.b(12) Foreigners Act and family members of persons with refugee status as holders of a permanent residence permit.

2. Travel documents

Refugees are issued a passport for refugees, which is a Convention travel document.⁶⁸⁷ Beneficiaries of subsidiary protection can use their national passport; in case they do not have one, the Migration directorate issues them a passport for foreigners. Reunited family members of beneficiaries without a valid passport from their country of origin can also obtain the passport for foreigners.⁶⁸⁸

Refugees are normally issued a passport with a validity period of 10 years. Passports for foreigners issued to beneficiaries of subsidiary protection are issued for the time period for which subsidiary protection was granted.⁶⁸⁹

A person holding a refugee status applies for the refugee passport with the Mol,⁶⁹⁰ which must issue the document within 15 days.⁶⁹¹ A beneficiary of subsidiary protection applies for their passport with the Administrative Unit of their place of residence.⁶⁹²

In 2025 the authorities issued 111 passports to persons with international protection.⁶⁹³

D. Housing

Indicators: Housing

- | | |
|---|---------|
| 1. For how long are beneficiaries entitled to stay in reception centres? | 15 days |
| 2. Number of beneficiaries staying in reception centres as of 31 December 2025: | 1 |

Beneficiaries of international protection have to vacate the reception centres as soon as the positive decision on their asylum applications becomes enforceable, i.e., within 15 days of being granted status.⁶⁹⁴ This does not apply for unaccompanied minors accommodated in **Postojna**.

In line with the amended IPA, beneficiaries need to sign an integration contract with the UOIM if they want to access integration services, including housing.⁶⁹⁵ In 2025, 71 beneficiaries signed integration contracts and only 6 beneficiaries did not.⁶⁹⁶ In practice integration contracts are normally not signed by beneficiaries who are employed and therefore do not need financial assistance or accommodation in the integration house.

Beneficiaries without financial means and for whom accommodation is not provided in another way must sign the integration contract in order to receive financial assistance for accommodation.⁶⁹⁷ They are entitled to assistance for one year after being granted status. If they attend at least 80% of free training in Slovenian language and culture, and visit their case worker at least once a month, the assistance can be prolonged for an additional year.⁶⁹⁸ (see [Access to Education](#)).⁶⁹⁹

Students, including students enrolled in adult education, who have financial means and are in the Republic of Slovenia without parents or other persons legally required to provide for them, are entitled to the assistance until

⁶⁸⁷ Article 111 IPA. More detailed provisions are set out in Rules on the content, format and method of issuing passports to refugees.

⁶⁸⁸ Article 113 IPA and 98 Foreigners Act.

⁶⁸⁹ Articles 111(3) and 113(2) IPA.

⁶⁹⁰ Article 6 Rules on the content, format and method of issuing passports to refugees.

⁶⁹¹ Article 111(1) IPA and Article 25(1) Passports of the Citizens of the Republic of Slovenia Act, Official Gazette of RS, No. 65/2000 and subsequent amendments.

⁶⁹² Article 98(3) Foreigners Act.

⁶⁹³ Official statistics provided by the Migration directorate, March 2026.

⁶⁹⁴ Article 70 (1) IPA.

⁶⁹⁵ Article 90(3) IPA.

⁶⁹⁶ Official statistics provided by UOIM, March 2026.

⁶⁹⁷ *Ibid.*

⁶⁹⁸ Article 97(1) IPA.

⁶⁹⁹ Article 97(2) IPA.

they finish schooling, but not after they reach the age of 26. The only condition for such assistance is that they obtained their student status within one year of signing the integration contract.⁷⁰⁰

This financial assistance covers the rent for accommodation and related utility costs. The maximum monthly amount for single claimants is calculated based on the monthly amount of financial social assistance, currently € 494.09. In the case of families, the maximum amount per person is less, calculated in accordance with a Decree.⁷⁰¹

Beneficiaries are assisted to find an apartment in the real estate market and in other integration-related areas by the UOIM and by NGOs, mainly Slovene Philanthropy. High prices and distrust of migrants by potential landlords often pose an obstacle to finding suitable apartments. One identified systemic shortcoming in relation to housing for beneficiaries is the restriction of access to non-profit governmental rental apartments,⁷⁰² since this right is by law only available to Slovenian citizens. However, they do have access to non-profit municipal rental apartments in some municipalities.

In the first year after receiving status, monetary assistance can be substituted with free accommodation in “Integration Houses” of the UOIM, which are facilities comprised of apartments for beneficiaries.⁷⁰³

If they attend at least 80% of free training in Slovenian language and culture, and visit their case worker at least once a month, the assistance can be prolonged for one additional year.⁷⁰⁴

Based on justified medical or other reasons, accommodation in the Integration House can be extended for a further six months, on the condition that the person signs the integration contract and meets at least one of the above-mentioned conditions.⁷⁰⁵ If beneficiaries have their own means of subsistence (of an amount equivalent to the minimal income), or if this is provided to them in another way, they have to cover a proportionate share of accommodation costs in the Integration House or another accommodation facility.⁷⁰⁶

The UOIM currently administers two Integration Houses, one in **Ljubljana**, intended for families and single women, and one in **Maribor**, intended for single men:

Capacity and occupancy of Integration Houses		
Integration House	Capacity	Occupancy as of 31 December 2025
Ljubljana	15	5
Maribor	35	23
Total	50	28

Source: Information provided by the UOIM, March 2026.

⁷⁰⁰ Article 97(3) IPA.

⁷⁰¹ Article 20 Decree on the methods and conditions for ensuring the rights of persons with international protection.

⁷⁰² Apartments owned by the municipality, the state, the public housing fund or a non-profit housing organisation, leased out under a reduced rent, pursuant to the Housing Act, Official Gazette of RS, No. 69/2003 and subsequent amendments.

⁷⁰³ Article 93(1) IPA.

⁷⁰⁴ Article 93(3) IPA.

⁷⁰⁵ Article 93(3) IPA.

⁷⁰⁶ Article 93(6) IPA.

Unaccompanied children who are granted international protection can keep their accommodation in **Postojna**, where they have also been accommodated as asylum applicants. At the end of 2025, 1 beneficiary of international protection was living in Postojna.⁷⁰⁷

Reunited family members of a beneficiary of international protection (both refugee and subsidiary protection status) are entitled to accommodation in an Integration House, together with the sponsor.⁷⁰⁸ Reunited family members of a person with refugee status are also entitled to financial assistance with accommodation at a private address,⁷⁰⁹ however this right is no longer available to family members of persons with subsidiary protection.

E. Employment and education

1. Access to the labour market

Beneficiaries of international protection and their reunited family members have free access to the labour market and can be employed, self-employed, or work without having to obtain a special work permit or to meet other requirements.⁷¹⁰ Their access to the labour market is also not conditioned by a market labour test. There is no difference between refugees and beneficiaries of subsidiary protection.

The identification documents issued to beneficiaries of international protection explicitly mentions their right to work, same as the documents issued to other aliens, which helps prevent misunderstandings in practice.

Beneficiaries also enjoy equal treatment to nationals with regard to the “active employment policy” programmes and other rights as unemployed persons.

Beneficiaries can verify and prove their educational qualifications free of charge (see [Access to Education](#)).

The Employment Service of Slovenia set up two positions for employment counsellors working exclusively with beneficiaries of international protection – one in **Ljubljana** and one in **Maribor**. Their programme for on-the-job training has also been adjusted to beneficiaries, with longer duration and an appointed mentor. A dictionary of basic Slovenian required for work has also been prepared.

In practice, beneficiaries of international protection face discrimination and reluctance from employers on the labour market. Individuals who cannot obtain proof of education from countries of origin cannot obtain certificates of higher education. Beneficiaries of international protection are often employed in positions that require hard physical work (e.g., warehouses, factories, construction, etc.)

The Integration strategy adopted in 2023 includes the following measures to improve integration of foreigners into the labour market: establishing an INFO point at the Employment Offices of the Republic of Slovenia, additional programs of social activation for foreign women, improving the prosecution of labour law violations and establishing a mentorship scheme for employment of foreigners in culture.⁷¹¹

Statistics on the number of employed beneficiaries is not gathered. By the end of 2025, 1,974 beneficiaries were registered as unemployed at the Employment Service. However, registering as unemployed is not necessary and is only needed in certain cases (e.g. for accessing certain social transfers or other rights).

⁷⁰⁷ Official statistics provided by UOIM, April 2026.

⁷⁰⁸ Article 93(2) IPA.

⁷⁰⁹ Article 97(5) IPA.

⁷¹⁰ Article 102 IPA and Article 6(2) Self-Employment and Work of Aliens Act, Official Gazette of RS, No. 47/2015 and subsequent amendments.

⁷¹¹ Government of Slovenia, *Strategy for integration of foreigners, who are not citizens of European Union into the cultural, economic and social life in the Republic of Slovenia*, 10 November 2023, available [here](#).

2. Access to education

Beneficiaries of international protection are entitled to the same rights regarding pre-school, primary, secondary, higher and adult education as nationals.⁷¹² They are also entitled to state scholarships and accommodation in student dormitories under the same conditions as nationals.⁷¹³ Asylum-seeking children enjoy unimpeded access to the education system (see [Reception Conditions: Access to Education](#)) and are, therefore, normally already enrolled in the education system before they are granted international protection status. Special needs of children are taken into consideration the same way as Slovenian students.

Same as for Slovenian nationals, elementary and high schools are free for children beneficiaries of international protection. Elementary school for adults is also free of charge. Elementary school for adults is organised by Javni zavod Cene Štupar, where students are placed in a suitable class, based on initial testing of their knowledge level. They can then complete two regular school years per year. High school for adults requires tuition. Universities are mostly free in Slovenia, however programs in English are rare.

If beneficiaries do not have their own means of subsistence and have signed the integration contract other costs related to participation in the regular education program and elementary school for adults can be covered by the UOIM for up to 2 years.⁷¹⁴

Costs related to recognition and assessment of education attained abroad can be covered by the UOIM if the person signed the integration contract and does not have their own means of subsistence. UOIM covers the cost for one year after the integration has been signed. This period can be prolonged for an additional year if the person attended 80% of Slovenian language classes and visited the integration social worker once per month.⁷¹⁵ In case the attained education cannot be proven with documentation, a system for official testing is set up in a Decree.⁷¹⁶

Furthermore, beneficiaries of international protection are entitled to a free Slovenian language course of 300 hours, which can be extended for further 100 hours, subject to approval of the UOIM.⁷¹⁷

The Integration strategy adopted in 2023 envisages additional measures to ensure better linguistic integration of foreigners including renovation of the Program for the initial integration of foreigners, establishing new language programs for vulnerable groups, enlarging the number of language course hours, enabling individuals to attend the language classes during their working hours, etc. In addition, the Integration strategy envisages measures that will improve the integration of foreigners in education. The measures include additional language hours in primary school and secondary school, additional learning support, employment of needed staff, etc.⁷¹⁸ In 2025, the following measures were taken: the program for the initial integration of immigrants was updated, guidelines for conducting the language courses at the lowest level were adopted, and the number of hours included in the Slovenian language course was increased. In addition, new staff was employed to make the programs more accessible.⁷¹⁹

⁷¹² Article 101(1) IPA.

⁷¹³ Article 101(2) IPA.

⁷¹⁴ Article 101(4) IPA.

⁷¹⁵ Article 101(3) IPA.

⁷¹⁶ Articles 23-42 and 34 Decree on the methods and conditions for ensuring the rights of persons with international protection.

⁷¹⁷ Article 103 IPA and Article 49 Decree on the methods and conditions for ensuring the rights of persons with international protection.

⁷¹⁸ Government of Slovenia, *Strategy for integration of foreigners, who are not citizens of European Union into the cultural, economic and social life in the Republic of Slovenia*, 10 November 2023, available [here](#).

⁷¹⁹ Information provided by the UOIM, May 2025.

A. Social welfare

Beneficiaries of international protection are entitled to social benefits under the national social security system.⁷²⁰ Their rights in this respect are equal to Slovenian citizens and do not differ between persons with refugee status and subsidiary protection. The main authority for granting social assistance is the territorially competent Centre for Social Work.

First, beneficiaries are entitled to financial social assistance, provided to all persons without other means. The current amount for single claimants is € 494,09 per month. If the individual also receives financial assistance for accommodation they receive 15% less of financial social assistance per month. In the case of families, the amount per person is less than € 494,09 calculated in accordance with the Social Assistance Benefits Act.⁷²¹ This is complemented by other benefits under the national social security system, granted to individuals who meet specific criteria, including child benefits, large family allowance, emergency assistance and kindergarten subsidies.

The rights to social assistance described above are the same regardless of the region of residence. However, apart from the national social security system, additional assistance is sometimes provided by municipalities which may also require beneficiaries to reside within their territory.

One considerable problem faced by beneficiaries of international protection is the lack of social security during the initial period after being granted status. The precondition for applying for social welfare is a registered address of residence, which means beneficiaries must first rent an apartment or be accommodated in an integration house (see [Housing](#)). This, together with the waiting time to process their social welfare claim, can in practice take up to two months, during which beneficiaries often have to rely on humanitarian support of welfare organisations.⁷²²

B. Health care

Beneficiaries of international protection are entitled to health care under the same conditions as nationals. The Slovenian national system of health insurance is set out in the Health Care and Health Insurance Act.⁷²³ Since January 2024 the services covered by the complementary health insurance are completely covered by the compulsory health insurance, meaning that individuals in Slovenia do not have to cover the costs of additional health insurance in order to have full coverage as was the case before.⁷²⁴

Beneficiaries of international protection are covered by compulsory health insurances on the basis of their international protection status.⁷²⁵ If they are employed, the compulsory health insurance is covered by the employer and taken from their wages.⁷²⁶

Child beneficiaries of international protection are entitled to health care services under the same conditions as Slovenian children,⁷²⁷ which means they have health insurance until they reach the age of 18 (or until 26, as long as they are enrolled in school as regular students).⁷²⁸

⁷²⁰ Article 95 IPA.

⁷²¹ Official Gazette of RS, No. 61/2010 and subsequent amendments.

⁷²² Observation by the PIC.

⁷²³ Official Gazette of RS, No. 9/1992 and subsequent amendments.

⁷²⁴ MMC, *Dopolnilnega zdravstvenega zavarovanja ni več. Nov prispevek se trga od dohodka*, 1 January 2024, available [here](#).

⁷²⁵ Article 98 IPA.

⁷²⁶ MMC, *Dopolnilnega zdravstvenega zavarovanja ni več. Nov prispevek se trga od dohodka*, 1 January 2024, available [here](#).

⁷²⁷ Article 94(2) IPA.

⁷²⁸ Article 22 Health Care and Health Insurance Act.

Compulsory health insurance also covers services for beneficiaries suffering from mental health problems, including torture survivors and other traumatised persons.⁷²⁹

In the initial phase after being granted status, beneficiaries also enjoy assistance from the UOIM staff and NGOs. Nevertheless, practical access to healthcare remains challenging in practice because of difficulties from a language and cultural perspective.

In practice, beneficiaries of international protection and employed asylum applicants have troubles obtaining a personal doctor due to a lack of personal doctors in Slovenia. However, this is not connected to their status, and Slovenian citizens face the same difficulties.

⁷²⁹ Article 98(1).

ANNEX I – Transposition of the CEAS in national legislation

Directives and other CEAS measures transposed into national legislation

Directive / Regulation	Deadline for transposition	Date of transposition	Official title of corresponding act	Web Link
Directive 2011/95/EU Recast Qualification Directive	21 December 2013	27 December 2013	Zakon o mednarodni zaščiti Uradni list RS, št. 22/16 in 54/21.	http://bit.ly/2g7aCiV (SI)
Directive 2013/32/EU Recast Asylum Procedures Directive	20 July 2015 Article 31(3)-(5) to be transposed by 20 July 2018	25 March 2016	Zakon o mednarodni zaščiti Uradni list RS, št. 22/16 in 54/21.	http://bit.ly/2g7aCiV (SI)
Directive 2013/33/EU Recast Reception Conditions Directive	20 July 2015	25 March 2016	Zakon o mednarodni zaščiti Uradni list RS, št. 22/16 in 54/21.	http://bit.ly/2g7aCiV (SI)
Regulation (EU) No 604/2013 Dublin III Regulation	Directly applicable 20 July 2013	25 March 2016	Zakon o mednarodni zaščiti Uradni list RS, št. 22/16 in 54/21.	http://bit.ly/2g7aCiV (SI)

The following section contains an overview of incompatibilities in transposition of the CEAS in national legislation:

Directive	Provision	Domestic law provision	Non-transposition or incorrect transposition
Directive 2011/95/EU Recast Qualification Directive	Article 12 Article 14 (14b)	Article 31 IPA	The grounds for exclusion include substantiated reason that the person is a threat to the security and territorial integrity and a final conviction for a serious crime due to which the person represents a threat to the Republic of Slovenia. These are not exclusion grounds under the Qualification Directive. In addition, the required standard of proof is reasonable grounds for suspicion the person committed a crime against peace (..), a serious crime etc.
Directive 2011/95/EU Recast Qualification Directive	Article 14 (14b)	Article 68(1) IPA	While the Qualification Directive allows the revocation of refugee status in case the individual is convicted by a final judgement of “a particularly serious crime” the IPA does not contain the definition of a particularly serious crime. Therefore, the refugee status can be revoked in case the person is convicted with a final judgement of a serious crime in Slovenia.
Directive 2013/33/EU Recast Reception Conditions Directive	Article 8(4)	Article 84 IPA	The IPA does not contain a provision on alternatives to detention. “Limitation of freedom of movement” on the premises of the Asylum Home amounts to <i>de facto</i> detention.