

## NEKATERE DOBRE PRAKSE NA PODROČJU VIDIKA SPOLA TER IZVAJANJA RESOLUCIJE VS OZN 1325 V 25 LETIH SLOVENSКИH OBOROŽENIH SIL

## SOME OF THE BEST PRACTICES IN GENDER PERSPECTIVE AND THE IMPLEMENTATION OF UNSCR 1325 IN THE 25 YEARS OF SLOVENIAN ARMED FORCES

**Povzetek** Leta 2015 je Resolucija Varnostnega sveta 1325 o ženskah, miru in varnosti praznovala 15-letnico. Letos praznujemo 25-letnico samostojnosti Republike Slovenije in slovenskih oboroženih sil. Politika enakosti spolov, ki je bila upoštevana tudi v pogojih za zaposlitev v Slovenski vojski, je v veljavi vse od začetka samostojnosti RS. Kljub temu da so v prvih letih v RS in slovenskih oboroženih silah potekali razvojni procesi, ni bilo prepovedi razporejanja žensk na vojaške dolžnosti niti programov ali področij dela, v katera vključevanje žensk v oboroženih silah ne bi bilo mogoče. Ženske so zastopane v celotni strukturi SV, od taktične do strateške ravni poveljevanja, vključno s položaji odločanja v Sloveniji in tujini. Najvišji čin, ki ga od leta 2011 ima ženska v SV, je brigadirski. V strukturi SV je bilo v zadnjih desetih letih skupno zaposlenih od 15 do 16 odstotkov žensk. Ženske pripadnice sodelujejo v mednarodnih operacijah in na misijah od prvega slovenskega kontingenta, ki je bil napoten leta 1997. Izvajanje resolucije VS OZN 1325 in vidika spola sta vključena v izvajanje različnih procesov, kot so izobraževanje, usposabljanje za mednarodne operacije in misije, operativno načrtovanje in drugo. V članku so predstavljene nekatere dobre prakse SV na področju vključevanja vidika spola in izvajanja resolucije VS OZN 1325.

**Ključne besede** *Spol, ženske, Slovenska vojska, izvajanje, resolucija VS OZN 1325.*

**Abstract** The United Nations Security Council Resolution 1325 on Women, Peace and Security (UNSCR 1325) celebrated its 15th anniversary in 2015. This year, the Republic of Slovenia (RS) and the Slovenian Armed Forces (SAF) both celebrate their 25<sup>th</sup> anniversary of Independence. The policy on gender equality, also considered in the SAF's conditions of employment, has applied since the very beginning of the independent RS. Even though during the first years the RS and the SAF underwent some developmental processes, there were no legally forbidden areas for female

personnel, nor programmes or branches which excluded the participation of women in the SAF. Women are represented throughout the SAF structure, from the tactical to the strategic levels of command, including decision-making positions both in Slovenia and abroad. The highest rank in the SAF held by a woman since 2011 is that of Brigadier. The overall percentage of women in the SAF structure is between 15% and 16% performing active duty in the past decade. Women have been deployed to international operations and missions since the deployment of the first Slovenian contingent in 1997. The implementation of UNSCR 1325 and the integration of gender perspective are applied through different processes, such as education, pre-deployment training and operational planning, among others. This paper demonstrates some selected best practices of the SAF on the integration of gender perspective and the implementation of UNSCR 1325.

**Key words** *Gender, women, Slovenian Armed Forces, implementation, UNSCR 1325.*

**Introduction** The United Nations Security Council Resolution 1325 on Women, Peace and Security (UNSCR 1325) was issued 15 years ago. However, when considering women in the Slovenian Armed Forces (SAF), we cannot ignore those processes which had already taken place beforehand. Basically, it could be pointed out that the main reason for the involvement of both men and women in the SAF is found in the legal framework which has been regulating gender equality at the national level since the very beginning of the establishment of the armed forces in the independent Republic of Slovenia. Bearing in mind that the Republic of Slovenia (RS) is celebrating “the first 25 years of independence in the international security” (Contemporary Military Challenges, 2016) it should be understood that both the RS and the SAF have undergone development processes in their early years. In this respect, two main points could be set out in the SAF: the professionalisation of the SAF, and the accession to NATO and the EU. In 2003, the Slovenian Government abolished conscription and, in 2004 the SAF was reorganized into a professional armed forces with additional voluntary reserve personnel. In the same year, Slovenia formally became a NATO and EU member. We could assume that this professionalisation, and NATO and EU membership, can be considered as important turning points which had an impact on the SAF. However, with regard to gender, the SAF was following national legislation on gender equality.

The first document related directly to the implementation of UNSCR 1325 in the SAF is the Directive for the Implementation of UN Security Council Resolutions 1325 and 1820, which was issued by SAF General Staff in 2009. The main focus and goal of the Directive are the role of SAF female personnel in decision-making processes, encourage the increased participation of female personnel in international operations and missions, increased awareness of gender perspective, and education and training on UNSCR 1325 and gender perspective (Gregorič, Pešec, Frlic, Borc-Osolnik, 2009).

This paper shows some of the selected best practices of the SAF (and the RS), alongside some data, with the purpose of gaining insight into the situation related to the integration of gender perspective and the implementation of UNSCR 1325. This means that not all data are included.

## **1. THEORETICAL BASIS ON GENDER, THE UNSCR 1325 AND ITS CONNECTION WITH MILITARY**

### **1.1 Gender, gender equality and gender perspective**

Gender basically refers to the roles of men and women and girls and boys in a particular society. The differences in their relationships exist even across urban and rural areas. According to the UN definition, gender “refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relationships between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context/ time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man in a given context. In most societies there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, and access to and control over resources, as well as decision-making opportunities” (Concepts and definitions, 2016). These inequalities in societies have triggered the efforts towards achieving gender equality which “refers to equal rights, responsibilities and opportunities for women and men, and girls and boys. Equality does not mean that women and men will become the same, but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born female or male” (BI-SC Directive 40-1, 2012, p. 6). Gender equality is “the goal” and gender mainstreaming is “the strategy” for achieving gender equality (Gender Mainstreaming, 2002, p. 1).

According to the European Institute for Gender Equality (EIGE), gender perspective is a conceptual framework and in addition to other things, also an instrument that guides decisions (Gender Perspective, 2016). NATO defined gender perspective through the military operational aspect. This definition says that gender perspective is “a tool to increase operational effectiveness. By identifying an often overlooked populace, recognising their specific needs, and providing the appropriate comprehensive response, the operational environment is positively influenced. NATO has therefore adopted a policy of gender mainstreaming, integration of gender perspective and more adequate protection of women, girls and boys during armed conflict” (BI-SC Directive 40-1, 2012, p. 5). Furthermore, gender perspective in relation to military operations, especially at the tactical level, speaks of the “ability to detect if and when men, women, boys and girls are being affected differently by a situation due to their gender” (Whose Security?, 2015, p. 10). Furthermore, the integration of gender perspective in the military is also “a way of assessing gender-based differences of women and men reflected in their social roles and interactions, in the

distribution of power and the access to resources” (BI-SC Directive 40-1, 2012, p. 5). The connection between gender equality and gender perspective is inevitable. A relatively high level of gender inequality in the local environment of many countries where international operations and missions (IOMs) are conducted has triggered a need for the involvement of both men and women into IOMs at all levels. We could say that from the operational aspect, gender perspective in operations was developed as a concept through the need which came up during the performance of military operations.

## 1.2 Complexity between UNSCR 1325, gender perspective and armed forces related to IOMs

When considering the implementation of UNSCR 1325 in practice, we should first understand the key messages of UNSCR 1325 and the role of militaries in this regard, as well as how gender influences the performance of military tasks.

UNSCR 1325 was adopted in 2000 (Resolution 1325, 2000) as the “first Security Council resolution to address the disproportionate and unique impact of armed conflict on women. It stresses the importance of women’s equal and full participation as active agents in the prevention and resolution of conflicts, peace negotiations, peace-building, peacekeeping, humanitarian response and in post-conflict reconstruction. It calls on member states to ensure women’s equal participation and full involvement in all efforts for the maintenance and promotion of peace and security. It urges all actors to increase the participation of women and incorporate gender perspectives in all United Nations peace and security efforts” (The UN Resolutions on Women, Peace and Security, 2014). The focus of UNSCR 1325 is on the “Protection, Prevention, and Participation” of women, and it provides a “legal and political framework” (UN Security Council Resolutions on Women, Peace and Security, 2014). Following the adoption of Resolution 1325, seven related Resolutions on Women, Peace, and Security (WPS) have been adopted: Resolution 1820 (2008), Resolution 1888 (2009), Resolution 1889 (2009), Resolution 1960 (2010), Resolution 2106 (2013), Resolution 2122 (2013), and Resolution 2242 (2015).

There is a strong message in the title of one of the publications of the Nordic Centre for Gender in Military Operations (NCGM): “Whose Security?” (2015). This title can make militaries think about *Whose security to ensure when performing a mission? As Schuurman (NATO taking the WPS agenda forward, 2015, p. 5) states, “Women and men both have critical roles to play in making peace and keeping peace. The needs and interests of an entire population matter - not just a half of them.”* The awareness that there is a possibility of excluding 50% of the population due to gender-based distinction of roles within a society can affect the effectiveness of the operation.

Experiences from different IOMs have shown that gender has become a very important key for reaching higher operational effectiveness, and according to Lackenbauer and Langlais (2013, p. 5) “has to be taken into account in order to fulfil mission objectives.” For example, International Security Assistance Force

(ISAF) experiences have shown that “this is particularly true at the tactical level, when, during operations, ISAF troops have to take into account the position and situation of women in Afghan society” (Lackenbauer and Langlais, 2013, p. 5). Furthermore, the same authors (2013, p. 6) noted that Afghan women respondents reported that women were rarely approached by ISAF. The respondents considered that the ISAF had failed to identify women as important actors. This kind of lesson also reinforced some recommendations to “encourage the increased participation of female personnel at all levels of operational planning and operations, particularly in decision-making” and follow the “aim for gender mixed teams (male and female) in all phases of operational planning and operations” (CWINF Guidance for NATO Gender Mainstreaming, 2003, p. 21). Furthermore, “integrating gender perspective is a force multiplier” (Gender perspectives in military operations, 2013, p. 7); therefore “concepts shall be considered in the implementation of UNSCR 1325 and the integration of gender perspective in the framework of the comprehensive approach to make sure that risks and security for the entire population will be addressed and handled” (BI-SC Directive 40-1, 2012, p. 6).

## **2 GENDER IN SLOVENIAN SOCIETY AND THE IMPLEMENTATION OF UNSCR 1325**

When speaking about the SAF and gender it is important to consider the gender-related situation in general society. The SAF constitutes an integral part of the Slovenian population and is embedded in the social environment to which it belongs.

A report by the RS on the implementation of the Beijing Declaration and Platform for Action (2014, p. 4) states that “in the 1992 National Assembly elections, 13.3% of women were elected.” Furthermore, a significant increase was achieved in the early elections of 2011, when 32.2% of women were elected. “In the first elections of Slovenian members to the European Parliament in 2004, women comprised 41.1% of the candidates. In the elections for the 2009-2014 term, a balanced representation was achieved, with four women and four men being elected. Its 50% representation places Slovenia significantly above the EU average in women's representation in the European Parliament” (Report of the RS on the implementation of the Beijing Declaration and Platform for Action, 2014, p. 4). In the same report (2014, p. 5), it is stated that “Slovenia is one of the rare countries where the impact of parenthood on the employment rate is limited. Women’s high employment rate is due to good regulation of employment, parental leave, child care, primary schooling, etc., which enables parents, particularly women, to reconcile professional and family life.” Salecl (2016, p. 2) stated that “up to 2012, Slovenia was the only country in the EU, where the rate of employed women with children younger than 6 years was higher than the rate of employed women without children (age range 25-49 years).” According to the Gender Equality Index 2015 (Gender Equality Index 2015 – Measuring gender equality in the European Union 2005-2012, 2015, pp. 75-76) in the period 2005 to 2012, Slovenia ranked 7<sup>th</sup> in the 28 EU member countries, and 2<sup>nd</sup> among member States where scores of the Gender Equality Index have risen in

both periods (2005-2010 and 2010-2012), which means that the RS is still making progress. Furthermore, the Input to the Secretary-General's 2016 report to the Security Council on Women and Peace and Security (2016, p. 5) showed that the RS has reached gender balance (50%) in the government structure of the ministries and even more female heads of diplomatic missions and consulates were appointed (55%) in 2015. There were 8 female ministers out of a total of 16, including the Minister of the Interior for the first time, and Minister of Defence (MoD) for the second time. The first female minister of Defence in the RS took over the position in 2008 and led the ministry until 2012 (Government of the RS: November 2008-February 2012, 2016). According to the list of female ministers of defence at a global level (Female Ministers of Defence, 2016) the first female Minister of Defence was appointed in 1960; however, even today it is still not often that a woman takes the lead in the defence or interior sectors.

The RS adopted the first National Action Plan (NAP) for the implementation of UN Security Council Resolutions 1325 and 1820 on Women, Peace and Security in 2010 for a five year period (Action Plan of the Republic of Slovenia for the implementation of UN Security Council Resolutions 1325 and 1820 on Women, Peace and Security for the period 2010-2015; 2010). Additionally, the new Resolution on the national programme for equal opportunities for women and men for the period 2015-2020 (ReNPEMŽM15-20, 2015) also includes gender perspective and provisions on UNSCR 1325 with "enhancing integration of gender perspective into Slovenian development, peace and other foreign-policy initiatives" (ReNPEMŽM15-20, 2015, pp. 68-69). The resolution was followed by the Periodic Plans for the period of 2016 to 2018, where gender perspective and UNSCR 1325 are included in the section on peacekeeping and peace-building with three main measures: the integration of gender perspective into conflict prevention and resolution policies, including pre-deployment training on gender perspective and UNSCR 1325; greater involvement of women in IOMs and decision-making and intervention processes, including ensuring mixed gender teams on IOMs; and prevention of sexual and gender-based violence in conflict against women and girls, as well as their protection during and after armed conflict (Periodic Plan for the implementation of the Resolution on the national program for equal opportunities for women and men for the years 2016 and 2017, 2016, pp. 49-52).

Slovenia is engaged on the UNSCR 1325 through various international activities. In 2015, two high level events were organised, namely the panel "Ending Sexual Violence in Conflict: One Year after the Summit" as part of the 2015 Bled Strategic Forum, held in Slovenia, and event marking "the 15<sup>th</sup> anniversary of the UNSCR 1325, *inter alia* by leading the preparation of the joint statement of more than 80 States at the 29<sup>th</sup> session of the UN Human Rights Council (Input to the Secretary-General's 2016 report to the Security Council on Women and Peace and Security, 2016, p. 1).



### 3 SOME BEST PRACTICES ON GENDER PERSPECTIVE AND THE IMPLEMENTATION OF UNSCR 1325 IN THE SAF

#### 3.1 SAF have been composed by both women and men since the beginnings without restrictions on duties

Modern conflict settings have raised the need for a comprehensive approach where both diversity and the potential of both genders are beneficial to armed forces. In this regard the trend for an increased proportion of women in the armed forces and a reduced number of restrictions for women have been identified. Some of those data can be found in the Summary of the National reports of NATO member and partner nations 2014 (2016).

Since its very beginnings, the Armed Forces of the Republic of Slovenia – at that time the Territorial Defence (TD) – have been open for employment to both men and women. The main reason was found in the national legislation which supported gender equality. There are no lawfully forbidden areas for female personnel nor programmes or branches legally excluding the participation of women in the SAF. The percentage of women in SAF structure has ranged between 15 and 16 percent in the last decade (Tkavc, 2015).

**Table 1:**  
Ratio between  
male and female  
SAF active  
duty personnel  
in the period  
2000-2015 (on  
31 December of  
each year)

Year	Number (Total)	M (No)	F (No)	M (%)	F (%)
2000	4875	4191	684	86.0%	14.0%
2001	5038	4322	716	85.8%	14.2%
2002	5584	4765	819	85.3%	14.7%
2003	6367	5355	1012	84.1%	15.9%
2004	6948	5858	1090	84.3%	15.7%
2005	7324	6206	1118	84.7%	15.3%
2006	7333	6213	1120	84.7%	15.3%
2007	7071	5974	1097	84.5%	15.5%
2008	7040	5909	1131	83.9%	16.1%
2009	7505	6333	1172	84.4%	15.6%
2010	7539	6373	1166	84.5%	15.5%
2011	7567	6393	1174	84.5%	15.5%
2012	7437	6292	1145	84.6%	15.4%
2013	7312	6175	1137	84.5%	15.5%
2014	7133	6005	1128	84.2%	15.8%
2015	5884	6005	1128	83.9%	16.1%
Average:				84.6%	15.4%

*M – Male; F – Female; No – Number; % - Percentage*

As is evident from Table 1, the SAF structure of the past fifteen years has on average been composed of 84.6% male and 15.4% female personnel (overall). Up to 2003, before the professionalisation of the SAF, the percentage of female SAF members gradually increased, from 14.0% to 15.9%. From 2004 to 2007, in the years after the completion of the professionalisation of SAF and the first years after the RS's official membership of the North Atlantic Alliance, a slight decrease in the proportion of female service members was noted (2004: 15.7%; 2005 and 2006: 15.3%; 2007: 15.5%). The percentages from 2008 to 2014 showed a relatively constant representation of women in the SAF (average 15.6%). The ratio between men and women over a 15-year period has remained relatively constant.

The data on female personnel on active military duty as well as in voluntary reserve forces are only few percent lower than the overall percentages shown in Table 1. In 2015, 14.2% of female personnel were appointed to active military duties, and 13.9% the previous year. In 2014, the SAF was 6<sup>th</sup> of the other 27 NATO member nations, just behind the first five countries with the largest number of women serving in their armed forces on active military service: Latvia (16.5%), the United States (15.2%), Bulgaria (14.8%), Hungary (14.6%), and Canada (14.3%) (Summary of the National reports of NATO member and partner nations 2014, 2016, p. 8). Data on the voluntary reserve forces, according to Šteiner (2014, p. 289), showed an average of 12.1% of women in the period 2004-2012.

Considering the ranks of female military active personnel, data from 2015 showed that the highest percentages of women in comparison to men were found in the ranks of Second Lieutenant to Captain (20.6%), followed by soldiers (14.9%), officer ranks of Major to Colonel (14.5%), and non-commissioned officers (11.0%). There was one female Brigadier. The ratio of ranks of female personnel in 2015 did not change in comparison to 2014 (soldiers, non-commissioned officers, and officers). However, a slight increase in the percentages of women was identified in comparison to men. In 2014, 20.1% of female active military personnel were in the ranks from Second Lieutenant to Captain, 14.7% were soldiers, 13.6% ranked from Major to Colonel, and 10.7% were non-commissioned officers. In recent years, a slightly increasing trend has been noted.

Table 2 shows that many areas of work in the SAF are almost balanced in the representation of men and women. It is especially interesting that, considered from the stereotypical point of view of "traditional" male and female roles, some areas of work in the SAF are close to a gender-balanced ratio (50:50). Posts in the administration, medical, or human resources (personnel) have in the past been primarily considered as jobs for women, but in the SAF today more men than women work in administrative (52.48%) and human resources (61.32%) positions. These two are the most gender-balanced areas of work, besides public relations (57.14%), medical (40.32%), and legal services (35.29%). Public relations are also one of duty areas where the complementary skills of both male and female personnel are essential in the light of the increasing complexity (The NATO Committee on



**Table 2:**  
Some duty areas where both women and men were serving (as of 31 December 2015)

Area	Women Percentage (%)	Men Percentage (%)
Administration	47.52	52.48
Communications	7.50	92.50
Finance	84.21	15.79
Infantry	13.85	86.15
Legal	64.71	35.29
Logistics	17.32	82.68
Medical	59.68	40.32
Musicians	18.75	81.25
Personnel	38.68	61.32
Public Affairs	42.86	57.14

\* Note: Infantry - only infantry regiments; Medical – Military Medical Unit (regiment level), Musicians- Military Band; Other- full-time and dual-hatted duties included.

Gender Perspectives, 2014, p. 2). A lower percentage of men can be found in finance (15.79%), and a lower percentage of women in communications (7.50%). The ratio between women and men in the infantry regiments (13.85% women, 86.15% men) is close to the average of active military duty personnel (14.2% women, 85.8% men), and logistics (17.32% women, 82.68% men) is close to the average of overall active duty personnel (16.1% women, 83.9% men). There are 18.75% of women among musicians, and the conductor of the SAF Band is a woman.

### 3.2 Female personnel in the SAF are taking senior and decision-making positions at home and abroad

Resolution 1325 (2000, p. 2) “urges Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict.”

Both women and men in the SAF are taking leadership, command or decision-making positions at home and abroad. Those positions have ranged, and continue to range, from the tactical level (e.g. platoon commanders), up to the positions at the strategic level (e.g. heads of sections, divisions, joint division, chiefs of staff). The first female battalion commander was appointed in January 2006 as the commander of the Intelligence and Reconnaissance Battalion; the second was appointed in March 2007 as the commander of the Chemical, Biological, Radiological, and Nuclear (CBRN) Battalion up to August 2010. By November 2011, one more female had been appointed commander of one of the motorized battalions. From 2011 to 2013, the Officer Candidate School was headed by a female commander. More recently, in October 2016, another woman took over the position of commander of the Initial Training Centre.

The highest rank to be held by a woman in the SAF since 2011 has been that of Brigadier. She currently holds one of the highest positions in the SAF at the General Staff and is responsible for one of the three pillars in the SAF, i.e. the operations pillar; she thus holds the position of Chief of Joint Operations Division and Assistant to the Chief of General Staff. She has also held the positions of Chief of Staff at General Staff, chief of a division, commander of a battalion, and others. Until recently one of the female Colonels held the position of Deputy Commander of one of the brigades. There are also other women taking deputy commander positions; one of these is, for example, in the Military Medical Unit (regiment level).

The contribution of the SAF to the structures of different international institutions has been in place for many years. Several female SAF members have been posted to different positions, also holding senior and decision-making positions abroad. One example is a female military active duty officer who in 2008 was selected for the position of Director in the rank of Colonel for three years from the applicants of member countries of the International Military Sports Council (CISM) – the first female director in the 60-year history of this worldwide organization of 134 member countries. She was also the Deputy Secretary General of CISM. From 2012 to 2016 one of the Colonels was appointed to Allied Command Transformation as National Liaison Representative. In July 2016, another Colonel was posted to the position of Head of Training and Exercise branch at one of NATO's Joint Force Commands. Last but not least, the first female Military Attaché from SAF was appointed in 2014 in the rank of Colonel and she is still in post.

Furthermore, both women and men from the SAF are posted to senior positions, performing decision-making and commanding duties in IOMs. For example, in 2007 a woman was deployed as Commander of the Slovenian contingent to EUFOR Althea (European Union Force Althea) in Bosnia and Herzegovina, and two women were deployed as Deputy Commanders in the same year, one as Deputy Commander of the Slovenian contingent in ISAF in Afghanistan, and the other as Deputy Commander of a task force in KFOR (NATO peace support operation in Kosovo - the Kosovo Force). In the period between 2009 and 2010, two female Colonels were deployed as chiefs of branches at KFOR HQs. In 2013/2014, Slovenia deployed two Lieutenant Colonels, one as a shift director and another as the operations and training advisor. At the same time, the Ministry of Defence, which deploys civilian functional experts (as outsourced specialists, or MoD employees) in IOMs, also posted two female civilians from Slovenia to advisory positions in Kosovo. Both male and female, military personnel and civilians, are posted to different advisory positions.

### **3.3 Both men and women have been deployed to IOMs since the first deployment**

Gender perspective in NATO recognizes that “the complementary skills of both male and female personnel are essential for the effectiveness of NATO operations” (Gender perspectives in NATO Armed Forces, 2016).

Both men and women have been regularly engaged in IOMs since the very first deployment, in 1997, to the crisis response humanitarian operation ALBA in Albania. At that time, a medical unit and liaison officers were deployed (International operations and missions, 2015).

As can be seen in Table 3, the average representation of female SAF members in international operations and missions over the last decade was 9.2%, with the highest percentage in 2006 (11.8%) and the lowest percentages in 2003 (2.6%) and 2004 (3.1%). Considering the data from Table 1, where it is evident that the overall representation of women in the SAF in 2003 (15.9%), and 2004 (15.7%) was among the highest in the 15-year period, such a low involvement of women in IOMs is unexpected. However, considering that this period (2003-2004) was the years when the SAF was reorganized to become a professional armed forces and when the RS became a fully-fledged member of the North Atlantic Alliance, we can assume that the very low percentage of deployed women can be considered a temporarily inhibited involvement of women in operations due to these processes, which at that time also brought up discussions on the inclusion of women in certain specific duties, considering solutions of some other armed forces at that time.

In February 2007, the increase in the number of deployed male and female personnel in 2007 (Table 3) can be, according to Šteiner (2014, p. 290), explained by the

**Table 3:**  
SAF female  
active military  
duty personnel  
deployed to  
IOMs in the  
period 2000 –  
2015 (from  
1 January to  
31 December of  
each year)

Year	Number (No) Total	F (No)	F (%)
2000	194	10	5.2%
2001	165	16	9.7%
2002	136	8	5.9%
2003	341	9	2.6%
2004	425	13	3.1%
2005	474	49	10.3%
2006	575	68	11.8%
2007	994	88	8.9%
2008	961	94	9.8%
2009	1037	92	8.9%
2010	919	62	6.8%
2011	894	61	6.8%
2012	897	60	6.7%
2013	1119	80	7.2 %
2014	1129	101	8.9 %
2015	999	69	6.9 %

*F – Female; No – Number; % - Percentage*

**Table 4:**  
Percentage of  
SAF female  
active duty  
military  
personnel  
deployed in  
IOMs in 2015  
(from 1 January  
to 31 December)

Operations	Officer: Major to Colonel	Officer: 2 <sup>nd</sup> Lieutenant to Captain	Non- commissioned officer	Soldier	Average
All Operations	3.60	2.30	1.30	10.20	6.90
NATO Operations	9.50	10.00	4.50	10.00	8.60

deployment of the battalion-sized unit which brought about the assignment of female military personnel to combat positions. However, the percentage of women in 2007 (8.9%) did not increase compared to the data of 2006 (11.8% women). When interpreting these results, we must bear in mind that the percentage shows the overall representation of active duty military personnel, both men and women, who were deployed to different IOMs on a yearly basis (from 1 January to 31 December) and also depends on the number and type of IOMs conducted in each year.

Data from Table 4 show that, in 2015, 6.90% of women were deployed in all IOMs, and 8.6% in NATO operations. The classification according to rank and status shows that female soldiers are deployed in higher percentages (10.20%) than officers (2.30-3.60%), while the lowest percentage of the deployed personnel is for non-commission officers (1.30%). Larger contingents provide a greater variety of duties, and the largest number of SAF members is deployed in KFOR. This is the main reason for a higher involvement of female members in NATO operations.

### 3.4 Integration of gender perspective with a focus on ensuring gender-mixed teams in IOMs

“Gender-mixed Liaison and Monitoring Teams enhanced the credibility of the mission. The gender-mixed LMT received more information than the battalions in the area of operations and also more – and more useful – information than the other male-only LMTs” (Whose Security?, 2015, p. 35).

Both male and female military personnel are posted to various positions in IOMs. Experiences gained by SAF personnel in IOMs have brought a deeper understanding of the inclusion of women in tasks, especially in those involving contact with the women of the local population. Furthermore, one of the directions of the Directive for the Implementation of UN Security Council Resolutions 1325 and 1820 (Gregorič et al., 2009) was inclusion of women in LMTs, CIMIC, and other. Consequently, more attention has been devoted to the composition of teams, such as the Liaison Monitoring Teams (LMTs). In the same year (2009), the Slovenian contingent had three LMTs of six, composed of both men and women. Nowadays, the SAF regularly posts female members to different positions within LMTs - as members, patrol leaders, and LMT leaders.

### **3.5 Integration of gender perspective into operational planning and education and training**

In addition to evaluation, the integration of gender perspective into operational planning and operations, and into education and training, constitutes two out of three recommendations for NATO gender mainstreaming (CWINF Guidance for NATO Gender Mainstreaming, 2003).

Through integrating gender perspective into military force planning, greater effectiveness can be achieved. Such an example is gender-mixed teams in the composition of Liaison Monitoring Teams. Gender-mixed teams enable the inclusion of both genders of the local population.

Since 2013, two more actions have been taken in relation to IOMs. Regular training in gender perspective and UNSCR 1325 has been included in pre-deployment training, and they have also been incorporated into operational planning. Each deployment order, for example, includes an attachment on gender perspective and UNSCR 1325. The appendix gives directions on the integration of gender perspective and the implementation of UNSCR 1325 through tasks which are specified for each deployment of the SAF in relation to the mandate, mission objectives and tasks of the personnel, including situational awareness on gender in area of operations (AO).

Furthermore, training on UNSCR 1325 and gender perspective in the pre-deployment training process is focused on implementing UNSCR 1325, as well as on the integration of gender perspective through the work. It also focuses on what the personnel should pay attention to and how to proceed in order to achieve better operational effectiveness. Additionally, more other topics are included in the pre-deployment training, such as cultural awareness, and other. The qualifications of SAF members are reflected in the integration of gender perspective into their tasks; for example, the first ever computer training for female members of the Afghan Security Forces was recently organised, on the basis of a SAF members' initiative in the NATO Resolute Support Mission.

Since 2014, the SAF has also been providing training of personnel and briefings of leadership representatives on UNSCR 1325 and gender perspective for those appointed to international organisations (for example, to NATO and the EU).

The lectures on UNSCR 1325 and gender perspective have been integrated into the military education, for example at the Officer Candidate School after the Directive for the Implementation of UN Security Council Resolutions 1325 and 1820 had been issued (Gregorič et al, 2009). In 2015, lectures on UNSCR 1325 and gender perspective were initiated as part of leadership programmes for senior officers and senior non-commissioned officers.

Additionally, on 25 November 2015, the International Day for the Elimination of Violence against Women, the MOD marked the 15<sup>th</sup> anniversary of the UNSCR

1325 with a high-level event, at which the NATO Secretary General's Special Representative for Women, Peace and Security was the guest speaker. Through her lecture on UNSCR 1325 she addressed commanders of the SAF, key leaders of the MOD, and guests from the Government of the RS and other ministries.

### **3.6 Building a gender advisory network within the SAF structure**

The Gender Advisor (GENAD) “serves in a peacetime HQ and at strategic/operational HQ levels. The GENAD should have direct access to the Commander/Command Group in order to be able to communicate promptly and directly with the decision makers. The GENAD maintains functional contact with other GENADs, GFAs and GFPs in higher and subordinate commands” (Whose Security?, 2015, p. 11). Both, the implementation of UNSCR 1325 and related UNSCRs and integration of gender perspective are primary tasks of gender advisors (GENAD). They are primarily tasked with advising the commander, senior leadership and staff on the integration of gender perspective.

The first full-time Gender Advisor (GENAD) was appointed to the General Staff of the SAF in June 2015. Before the establishment of this full-time position, gender perspective and the implementation of UNSCR 1325 were in the domain of the senior national representative appointed to the NATO Committee on Gender Perspectives (NCGP). In addition to the national representative, a deputy representative had also been appointed, and this format of appointments is still in place. The national representative became a full-time GENAD at the General Staff, while the deputy representative in NCGP is also in the role of Deputy GENAD for the SAF.

In May 2015, five participants from the SAF successfully completed a “Gender Training of Trainers Course” (GToT), organized by the NCGM and the Swedish Armed Forces International Centre (SWEDINT), in collaboration with the Centre for Security Cooperation SE Europe (RACVIAC) in Croatia. These candidates were carefully selected in order to take over the tasks on gender perspective in their respective units as subject-matter experts. After the completion of the course, all of them were involved in the execution of pre-deployment training and other tasks on gender perspective. Moreover, in 2015, some new lectures started at the Military Schools Centre (MSC) within the above-mentioned leadership programme for senior officers and senior non-commissioned officers. In 2016, in the next phase, “dual-hatted” positions of GENADs are in establishment process at the brigade level and in the MSC.

Even though the GToT is primarily focused on the carrying out of training on gender perspective and UNSCR 1325, the selection of candidates and the completion of the course constituted the foundation of the establishment of the gender advisors network. Four out of the five students who completed the GToT course in 2015 had already performed various duties in IOMs, and the fifth candidate is currently deployed in an IOM. Additionally, in 2016, one non-commissioned officer attended the GToT course. These subject-matter experts bear the ranks of officers, military specialists



and non-commissioned officers, which contributes to a more comprehensive approach towards the integration of gender perspective in the SAF. However, it still remains to raise awareness that the WPS (Women Peace and Security) agenda and gender perspective are in the domain of both men and women.

### **3.7 Integration of gender perspective and the provisions of UNSCR 1325 into the refugee and migrant situation in Slovenia in 2015**

The SAF recognized the applicability of the UNSCR 1325 provisions in a recent situation, i.e. the refugee and migrant crisis of 2015. In this respect, extra measures were taken on the integration of gender perspective in SAF activities on the ground.

Refugees and migrants have massively fled from some countries of the Middle East and Africa due to armed conflicts in the region. During this process, their direction has been from the Mediterranean towards Europe, thus also crossing the RS. This situation required the involvement of the SAF in support of the police efforts to provide security measures, to give logistic support, and other. In order to perform tasks properly, effectively, safely and securely, the personnel were instructed to take gender awareness into consideration when executing their tasks. Gender perspective was included in the operational planning. A mission order of the General Staff, including an attachment with a note on gender perspective and UNSCR 1325 was issued. The basic instructions for personnel to be prepared for this situation were focused on some UNSCR 1325 provisions (the protection of female refugees, etc.), gender awareness, guidance on force management, etc. Both female and male SAF members were engaged.

Such situations usually occur in countries of armed conflicts, or the nearest neighbouring countries where refugee camps are established, while this situation occurred in relatively safe European and other countries. Another difference is that it involved migrants as well as refugees. Nevertheless, this situation was also the result of armed conflicts and an increase in conflict settings in the people's countries of origin. This situation particularly highlighted its humanitarian and security aspects, and required the involvement of a number of different institutions to manage the situation. Tight and well-managed collaboration between these institutions is of great importance for an effective and successful outcome. Additionally, the awareness of the importance of cultural differences and the integration of gender perspective are crucial for the successful completion of tasks. Nevertheless, female refugees are exposed in a similar way as those in refugee centres in the areas of armed conflict, which is a topic also highlighted in UNSCR 1325.

According to our knowledge, the conference on gender perspectives organized by RACVIAC in April 2016 (Conference on Gender Perspectives and Security SEE, 2016) placed migrants and refugees on the Balkan route on the agenda for the first time.

### 3.8 Challenges and solutions in use of the term 'gender'

Many countries have difficulties translating the term “gender” from English into their respective languages. Like some other languages, Slovene has only one term (“spol”) designating both “sex” and “gender”.

In English, “the social sciences distinguish between biologically defined *sex* and socially constructed *gender*” (Sex and Gender distinction, 2016). The use of the word “spol” in Slovene, however, does not by itself imply whether we speak about sex or gender. In the light of making the terminology useful and understandable, as well as to avoid misunderstandings or the simplification of the meaning of gender, which from the military aspect influences operational effectiveness, we found that the use of the term “gender perspective” within the UN and other international organizations related to the implementation of UNSCR 1325 seems to be a convenient solution for militaries. Furthermore, we could say that NATO has established a conceptual framework on gender perspective and uses the phrase “Gender perspectives in NATO Armed Forces” (2016). In 2009, it renamed its committee to the “NATO Committee on Gender Perspectives”. The committee’s mandate is the integration of a gender perspective and the implementation of UNSCR 1325 and related UNSCRs (NATO Committee on Gender Perspectives, 2016). Therefore, the translation of the term “gender perspective” and its use as a concept in a NATO context, is also suitable for use in the SAF. Moreover, this term is clear in meaning, and simple for use. And it makes sense.

**Conclusion** Military operations in today’s world require a diversity of qualifications and resources to ensure that peace and security are achieved and maintained (Gender perspectives in NATO Armed Forces, 2016). Both male and female personnel within armed forces are essential, bringing a diversity which leads to a more comprehensive approach. Through merging the complementary characteristics, abilities and skills of both men and women better effectiveness of armed forces is reached.

The 25 years of the SAF’s experience on gender equality within the armed forces have shown that female and male personnel are represented from the tactical to the strategic level within the SAF structure, also holding command and decision-making positions, and performing different duties, from combat, staff to specialists, both at home and abroad.

Gender equality has brought equal involvement and participation of male and female personnel in the execution of tasks. It has also provided for a relatively constant ratio between male and female SAF personnel in the past years. Additionally, both men and women have been involved in IOMs, although in the first years of the involvement in IOMs they were deployed without focusing on whether particular duties required male or female personnel. Taking a look at the example of previously mentioned LMTs, one should take into consideration those duties where both genders are required. If we would like to ensure the involvement of both women and men in the composition of LMTs, it is necessary to integrate gender perspective into force planning.

This paper focuses on some of the best practices which do not mean it reflects the overall situation in the SAF or that SAF did not undergo any questions, dilemmas, and challenges related to the inclusion of women during these first 25 years. In the independent Slovenia the formation of AF was necessary in the first place and women were included on the basis of equal employment opportunities. Only then matters began to be settled. Time has told that the decision of the SAF's leadership to continue with a gender equality policy and to adhere to the national legislation on a gender equality policy without restrictions on duties was the right path to follow. It can also be stated that the 2009 directive prompted some more concrete implementations and changes like for example introducing gender related topic and UNSCR 1325 into education, involving women into IOMs, etc. The way forward should be to integrate gender perspective into different processes in order to achieve the best effect within the national armed forces.

Understanding gender perspective from the point of view of a “female perspective” and a “male perspective” means that two perspectives on the same topic or situation can lead us towards complexity. This is also having a gender perspective. The inclusion of gender perspective into daily work brings benefits to the organization from the complementary skills of both genders towards a comprehensive approach. Contemporary security situations, such as violent extremism, natural disasters or the still topical migrant and refugee situation are setting new challenges before us. Consequently, the integration of gender perspective may also be considered as a bridge towards effective solutions for peace and security.

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